

Document Pack

**Democratic Services Section
Chief Executive's Department
Belfast City Council
City Hall
Belfast
BT1 5GS**



1st November, 2012

MEETING OF DEVELOPMENT COMMITTEE

Dear Alderman/Councillor,

The above-named Committee will meet in the Lavery Room (Room G05), City Hall on Tuesday, 6th November, 2012 at 5.15 pm, for the transaction of the business noted below.

You are requested to attend.

Yours faithfully

PETER McNANEY

Chief Executive

AGENDA:

1. Routine Matters
 - (a) Apologies
 - (b) Minutes
 - (c) Declarations of Interest
2. Request from Gaeltacht Quarter Board (Pages 1 - 4)
3. Request from Folk Town Initiative (Pages 5 - 6)
4. Belfast's Economy
 - (a) Women in Business Awards (Pages 7 - 8)
 - (b) Global India - Update (Pages 9 - 10)
 - (c) South by Southwest (Pages 11 - 14)
 - (d) PEACE III Funding (Pages 15 - 16)

5. Neighbourhoods, Communities and People

(a) Lagan Village Youth and Community Group (Pages 17 - 20)

(b) Community Development Framework (Pages 21 - 40)



Belfast City Council

Report to:	Development Committee
Subject:	Request from Gaeltacht Quarter Board
Date:	Tuesday, 6 th November, 2012
Reporting Officer:	Mr. Barry Flynn, Democratic Services Officer (ext. 6312)
Contact Officer:	As above.

Relevant Background Information

Correspondence (copy attached) has been received from Mr. Jake MacSiacais on behalf of the Gaeltacht Quarter Board inviting the Committee to send a delegation to meet with the Board and to undertake a fact-finding tour of the area.

Key Issues

Members will be aware that, as part of the Investment Programme, the Council has committed itself to develop a range of 'emerging partnerships' in the City. In essence, the Council has agreed that, in respect of certain emerging projects, including the Gaeltacht Quarter, it will *'commit itself over the course of the programme to work with communities and partners to define and refine project proposals, explore potential funding streams and help build capacity to support delivery.'* Furthermore, the Council has indicated within the Investment Programme that it *'will continue to work with partners to prioritise and invest in those projects which will deliver the best benefits for the city and its neighbourhoods.'*

This request should be considered also within the context of the proposed development of a Memorandum of Understanding (MoU) between the Council and the Gaeltacht Quarter Board. Officers have been in discussion with representatives of the Quarter regarding the MoU over the past number of months and a report on their initial findings is due to be submitted to the Committee in due course.

Recommendation

The Committee is requested to consider the request and to take such action thereon as may be determined.

Document Attached

Correspondence from Mr. MacSiacais.

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Mr Barry Flynn
BCC Development Committee
City Hall
Belfast

24/10/12

Tag: Gaeltacht Quarter Board Invite to Development Committee

Dear Mr Flynn,

I am writing to you on behalf of the Gaeltacht Quarter Board to invite your committee to send a fact-finding, familiarisation delegation to the Gaeltacht Quarter to meet with members of our board and to gather information for the committee's benefit on the citywide and regional asset which is still to be fully developed in line with the recommendations of the Dutton and Deloitte reports.

At our board meeting last night, 23/10/12, a decision was made to ask Forbairt Feirste to provide a secretarial service for the board in light of the board's current lack of resources, Forbairt will remain as the point of contact with the Gaeltacht Quarter Board until the issue of resources is resolved.

You will be aware of our board's ongoing engagement with officers of the council over recent years and of the recent presentation to your committee by our chair Ciarán Mackle.

In order to add to momentum to our engagement with council and to prepare for enhanced council functions, particularly those in relation to area planning and economic development, we think it essential that representatives of your committee engage with the Gaeltacht Quarter and its board.

I would be grateful if you could contact me at your convenience to progress this request.

Le Meas,

Jake MacSiacais

Stiúrthóir Forbairt Feirste

On behalf of the Gaeltacht Quarter Board

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Belfast City Council

Report to:	Development Committee
Subject:	Request from Belfast Folk Town Initiative
Date:	Tuesday, 6 th November, 2012
Reporting Officer:	Mr. Barry Flynn, Democratic Services Officer (ext. 6312)
Contact Officer:	As above.

Relevant Background Information

Correspondence has been received from the Belfast Folk Town Initiative seeking permission to address the Committee to outline its proposals for the regeneration of an area of Belfast known historically as Folk Town.

Key Issues

The Folk Town Initiative seeks to regenerate Belfast's Folk Town, which consists of the following streets, viz., Castle Street, King Street, Berry Street, Marquis Street, Bank Street and Square and Chapel Lane. The project is managed by a steering committee which is comprised of members from a range of interested parties within the area.

The aim of the initiative is to promote business opportunities thus attracting more shoppers and visitors. Inherent within the plan is the promotion of high quality cultural events, such as markets, festivals and guided tours, to enhance the amenity of the area and to address issues such as anti-social behaviour.

Recommendation

The Committee is requested to consider the request and to take such action thereon which may be determined.

If the Committee agrees to receive the delegation, a ten minute slot could be allocated at the meeting scheduled for Tuesday, 20th November.

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Report to:	Development Committee
Subject:	Women in Business Awards
Date:	6 November 2012
Reporting Officer:	John McGrillen, Director of Development, ext 3470
Contact Officers:	Shirley McCay, Head of Economic Initiatives, ext 3459

1	Relevant Background Information
1.1	Members will be aware that approval was granted at the 18 September 2012 meeting of the Development Committee for Belfast City Council sponsorship of a category as part of the Women in Business Awards 2012. This event will take place on 22 November 2012.
1.2	The awards are being sponsored by a range of public and private partners including Vodafone, Ulster Bank, Queen's University, Carlton Baxter, Isaac Agnew and Invest NI.

2	Key Issues
2.1	Members previously agreed that Belfast City Council should support the "Best Small Business" category at the awards. This award recognises an outstanding small business which demonstrates a high level of service, is profitable and shows innovation.
2.2	The shortlisted companies and individuals have now been announced. Belfast City Council's Head of Human Resources has been shortlisted in the category of Advancing Diversity in the Workplace.
2.3	As part of the sponsorship package, a table with places for up to 10 guests has been made available (over 400 guests in total expected to attend). It is recommended that invitations be extended to the Chair and Deputy Chair of the Development Committee (or nominees); Councillor Bernie Kelly (the Council's women's champion); the Director of Development and Head of Economic Initiatives; the Head of Human Resources and four other guests (nominations to be agreed in advance).

2.4	Also as part of the sponsorship package, it is expected that a representative from Belfast City Council will present the Best Small Business award on the evening.
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3	Resource Implications
3.1	No specific resources – category sponsorship approved.

4	Equality and Good Relations Considerations
4.1	These events are intended to acknowledge, celebrate and reward the achievements of women in business.

5	Recommendations
5.1	Members are asked to: <ul style="list-style-type: none">- Note the agreement to sponsor the Best Small Business category at the Women in Business awards on 22 November 2012- Note the allocation of a table for up to 10 guests as part of the sponsorship package- Agree the attendance at the event of the named representatives and nominate other individuals whom it may be appropriate to invite to the event.

6	Decision Tracking
There is no specific decision tracking required.	



Report to:	Development Committee
Subject:	Global India Update
Date:	6 November 2012
Reporting Officer:	John McGrillen, Director of Development, ext 3470
Contact Officers:	Shirley McCay, Head of Economic Initiatives, ext 3459

1	Relevant Background Information
1.1	At Development Committee of 8 May 2012, Members agreed to support the hosting of the Global India International Meeting in 2013.
1.2	Global India Business is a major international networking event that brings together over 350 chief executives from major Indian companies with their European counterparts to examine the potential for trade and investment between the two regions.
1.3	The Global India Business Forum is the foremost annual gathering of Indian business leaders and their global counterparts. The event is to open to CEO's of the world's leading companies. Horasis the event organiser has a partnership with leading Indian firms and uses this network to connect with other leading companies across the globe. The 2012 Global India event took place in Antwerp, Belgium on 24-25 June. Other cities which have recently hosted the event include Munich, Madrid and Naples.

2	Key Issues
2.1	On 4 October 2012 a visit took place by Mr Frank Richer, Chairman Horasis. The purpose of the visit was threefold; to have a project team meeting with officers in Council and Invest NI; to view the proposed venues of City Hall, Waterfront Hall and Titanic Belfast; and to meet key stakeholders including Elected Members.
2.2	Discussions with Invest NI and Council, focused upon the following areas: <ul style="list-style-type: none"> - Alignment of the Conference Programme to reflect the key growth sectors in Belfast and the wider region including IT, creative industry and business services sectors. It was further agreed the conference programme presents an opportunity to explore the difficulties and

	<p>similarities of the NI and Indian Diasporas. The draft programme is currently being revised by Horasis based upon these requirements.</p> <ul style="list-style-type: none"> – Opportunities exist to engage with the local business community, prior to the conference, to promote trade opportunities in the Indian market. The format and scope of engagement is to be agreed with Council and Invest NI at future project meetings. – Connecting the conference to local communities was a key theme of discussions. Council is currently engaged in scoping the possibility of delivering a series of social and cultural aimed focused on the Indian heritage. If feasible the events would be branded under ‘India Week’ and would require input from a range of stakeholders such as ArtsEkta.
2.3	Horasis viewed all of the proposed venues during the visit including City Hall, Titanic Belfast and The Waterfront Hall. At this stage it is proposed to hold the welcome reception in City Hall, the main conference event in The Waterfront Hall and the closing dinner in Titanic Belfast.
2.4	Throughout the visit Mr Richter was given the opportunity to engage with a range of stakeholders including Queen’s University Belfast and University of Ulster. Further discussions also took place at an evening reception hosted by the Deputy Chair of Development and attended by Elected Members, Belfast Metropolitan College, Invest NI and Andras House.
2.5	The purpose of these discussions was to identify how the Global India Business Meeting could engage with the local businesses and communities; support stakeholders existing and future activities in the Indian market and promote a partnership approach to the event.
2.6	As Members will be aware the total cost of the event is around £160,000. To date Council has agreed to support the costs of the event to a maximum of £100,000 in conjunction with other funders. Invest NI has agreed to provide approximately £30,000 of funding. Additional funding is being sought from University of Ulster, Queen’s University Belfast and Belfast Metropolitan College. Following their engagement through the visit itinerary Council officers are now following up on these initial discussions with the purpose of securing the remaining financial shortfall.

3	Equality and Good Relations Considerations
3.1	There are no Equality and Good Relations Considerations attached to this report.

4	Recommendations
4.1	Members are asked to note the contents of this report.

5	Decision Tracking
There is no Decision Tracking attached to this report.	



Belfast City Council

Report to:	Development Committee
Subject:	South by Southwest 2013
Date:	6 November 2012
Reporting Officer:	John McGrillen, Director of Development, ext 3470
Contact Officers:	Shirley McCay, Head of Economic Initiatives, ext 3459

1	Relevant Background Information
1.1	Members will be aware that Belfast City Council has been playing a key role in supporting the development of the creative industries in Belfast, since 2004, with a key focus on the film, television, digital media, music and design sectors.
1.2	A key project within this support plan has been participation at the South by Southwest (SXSW) music and media conference in Austin, Texas. SXSW is the premier global event focusing on the creative side of the music and entertainment business which takes place in Austin, Texas each year. It involves a conference and exhibition as well as a series of pre-arranged meetings and music shows. The 2013 event will be held from 12 to 17 March.
1.3	Over the course of the last three years, we have helped local musicians and music businesses to secure new contracts to the value of more than \$500,000 with international labels and publishing companies.

2	Key Issues
2.1	The creative industries have been identified in a number of recent economic strategies and studies as being central to the future economic growth of Northern Ireland. The majority of creative businesses are based in Belfast and recent investments in the creative infrastructure – e.g. opening of two new studios at Titanic Quarter, redevelopment of Paint Hall studios – are central to capitalising on this potential growth.

2.2	Belfast City Council's work in supporting creative businesses has focused on business development initiatives, capability development programmes and infrastructure investment. SXSU is a key business development initiative for companies in the priority sectors of Film, Television, Digital Media, Music and Design. We are currently looking at the potential of investing in the development of creative hub – as identified in the Investment Programme – and are carrying out a feasibility study to establish the demand and, if appropriate, identify the way forward, for this project.
2.3	In recent years, Belfast City Council has been part of a collaborative attendance at SXSU by partners from Northern Ireland. Other organisations taking part include Invest NI and the Department for Culture, Arts and Leisure (DCAL). This has proved to be a cost-effective method of engagement and has enhanced the profile of the individual companies and organisations taking part.
2.4	Discussions are currently under way with DCAL, Invest NI and Digital Derry – an umbrella organisation bringing together infrastructure and production companies working in the digital sector in the city of Derry – with a view to planning a potential collaborative presence at SXSU in 2013. This will build on a similar collaboration at last year's event.
2.5	Members will recall that Council support for SXSU and other international initiatives for the sector was approved at the 21 August 2012 meeting of Development Committee. Council resources will be used to match the funding already in place from the other partners and will contribute towards costs for the hire of the exhibition stand, networking venue, PR, marketing and delegate passes.
2.6	In order to assess the impact of the Council's contribution towards the event, a series of outcomes and targets will be established in advance of the visit and reviewed after the event. This information will be used to inform where and how the Council should prioritise its resources for the sector in future years and will inform a funding application to Invest NI for match-funding support for this and other creative industries activities.
2.7	In order to maximise the benefits from the event, it is proposed that the Chair and Deputy Chair of Committee (or nominees) along with two officers attend the SXSU event.

3	Resource Implications
3.1	<p><u>Financial</u></p> <p>Budget for SXSU engagement approved at 21 August 2012 Development Committee. It is recommended that, as part of this budget, funding be set aside for participation by the Chair and Deputy Chair of Development Committee (or nominees) along with two officers.</p>

4	Equality and Good Relations Considerations
	There are no specific equality and good relations considerations attached to this Report.

5	Recommendations
	<p>Members are asked to:</p> <ul style="list-style-type: none"> - Note the proposals to engage in a collaborative trade mission to the SXSW event in Austin, Texas in March 2013 - Approve attendance at the event by the Chair and Deputy Chair of Development Committee (or nominees) along with two officers.

6	Decision Tracking
Progress report on outcomes to be presented to Committee in June 2013.	
Timeframe:	June 2013
	Reporting Officer: Shirley McCay

7	Key to Abbreviations
DCAL	– Department for Culture, Arts and Leisure
SXSW	– South by South West

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Report to:	Development Committee
Subject:	PEACE III Funding
Date:	6 November 2012
Reporting Officer:	John McGrillen, Director of Development, ext 3470
Contact Officers:	Shirley McCay, Head of Economic Initiatives, ext 3459

1	Relevant Background Information
1.1	Members will be aware that Council was awarded funding under Priority 1.1 of the EU Peace III programme to support programmes and projects which are working to create shared space and positive relations in Belfast.
1.2	The Tourism, Culture and Arts Unit has secured funding of £600,000 under PEACE III Phase 2 to deliver two projects, City of Festivals II and Creative Legacies II. The projects are 100 per cent funded by Peace III. The Development Department has received a Service Level Agreement for each of the two projects.
1.3	Members are now being asked to approve the issue of a City of Festivals II tender process to allocate £50,000 of PIII funds to develop 5 small/medium festivals (target: 5 festivals) and to delegate award authority of same to the Director of Development.

2	Key Issues
2.1	The two Peace III Phase 2 projects are:
2.2	<p><u>City of Festivals II</u> This project incorporates four strands under a total budget of £300,000:</p> <ul style="list-style-type: none"> – Support for large festivals (8 contracts have been awarded to support the development of 15 2012-2013 festivals): £200,000.00. NOTE: 4 x £10k contracts to be issued in early 2013, target is 14 large festivals. – Management contract to support the development of small to medium community festivals: £50,000. – To fund half of a full time post of 37 hours per week over 18 months: £27,000. – Festivals Forum support for cross-border networking, evaluation, skills and audience development: £23,000.00.

2.3	<p><u>Creative Legacies II</u></p> <ul style="list-style-type: none"> – The programme incorporates six strands under a total budget of £300,000: – 15 x Development and Outreach Projects: £240,000. – To fund half of a full time post of 37 hours per week over 18 months: £27,000. – Creative Legacies Events (workshops, forums; exhibition, training): £18,000.
2.4	<ul style="list-style-type: none"> – Creative Legacies Communications (advertising, marketing, photography, evaluation): £15,000.00 <p>The £50,000.00 development contract will be procured with assistance from the Procurement Unit and advertised in Your EU magazine, issued by the SEUPB.</p>

3	Resource Implications
3.1	N/a – The projects are 100% funded by PEACE III and costs will be recouped from SEUPB.

4	Equality and Good Relations Considerations
4.1	The programmes are designed to improve access among targeted Section 75 Dimensions.

5	Recommendations
5.1	<p>It is recommended that Members;</p> <ol style="list-style-type: none"> 1. note the contents of this report; 2. approve the issue of the tender process and 3. provide the Director Of Development with delegated authority to award the contract to the successful contractor.

6	Decision Tracking
An update report in relation to the impact of funding will be brought to Committee.	
Timeframe: September 2013	Reporting Officer: Shirley McCay

7	Key to Abbreviations
SEUPB – Special EU Programmes Body.	



Report to: Development Committee

Subject: Support Measures for Lagan Village Youth and Community Group

Date: 6 November 2012

Reporting Officer: John McGrillen, Director of Development, ext 3470

Contact Officers: Cate Taggart, Community Services Manager

1	Relevant Background Information								
1.1	Community Services have funded Bridge Community Association (BCA) for more than 15 years. In recent years this has included funding under our revenue, summer scheme, project and community chest grants streams.								
1.2	Grants allocations in 2011/12 were:- <table border="1" data-bbox="440 1308 895 1451"> <tbody> <tr> <td>Revenue Grant</td> <td>£18,733.86</td> </tr> <tr> <td>Summer Scheme</td> <td>£3,000.00</td> </tr> <tr> <td>CDP Grant</td> <td>£500.00</td> </tr> <tr> <td>Total</td> <td>£22,233.86</td> </tr> </tbody> </table>	Revenue Grant	£18,733.86	Summer Scheme	£3,000.00	CDP Grant	£500.00	Total	£22,233.86
Revenue Grant	£18,733.86								
Summer Scheme	£3,000.00								
CDP Grant	£500.00								
Total	£22,233.86								
1.3	In May 2012, Belfast Regeneration Officer make raised concerns over the financial position of the organisation due to an over spend in one of the projects (Education by Choice) and that this over spend has a major impact upon the viability of the organisation. The group are currently working with DSD on a recovery plan. Council staff have been liaising with the group and and have formal correspondence confirming this position.								
1.4	As a direct result, BCC revenue grant funding for 2012/13 was put on hold pending completion of our annual monitoring return for the previous year and confirmation of the group's current financial position. On the 7 th August the Bridge Community Association confirmed that the organisation would close on the 30 th September with the Community Centre in Balaret Street reverting to DSD.								

<p>1.5</p> <p>1.6</p> <p>1.7</p> <p>1.8</p> <p>1.9</p>	<p>BCA confirm the over spend relates to the Education by Choice project and that the youth and community activities had not been a contributing factor. It is apparent that the EBC project had anticipated an income stream which did not actualise. BELB reduced the guaranteed income to this project when they cut the number of pupil places they would fund on this alternative programme. However an internal investigation concluded that the project was not downgraded to reflect this reduction in finance rather increasingly the expenditure was covered via the BCA bank overdraft facility</p> <p>DSD have confirmed they have no issue in regards to any financial irregularities and they have concluded that all the grant monies provided by them was spent appropriately.</p> <p>As noted above the BCC annual revenue grant award to BCA of £19,000 was withheld because BCA did not pass the monitoring exercise. BCA have listed BCC as creditors to the amount of £7,000, however, this wholly relates to withheld grant and BCC is not therefore liable.</p> <p>BCC do not fund the Education by Choice project which concluded in June 2012, in line with the academic year. Also, there were no elected members on the BCA Committee so there is no related liability risk.</p> <p>BCA suggest any further investigation will now be carried out by the insolvency practitioners.</p>
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<p>2</p> <p>2.1</p> <p>2.2</p> <p>2.3</p> <p>2.4</p>	<p>Key Issues</p> <p>BRO and BCC were approached to see if they would allow the centre to operate under the management of a newly constituted group, Lagan Village Youth and Community Group (LVYCG). This group has been formed from representatives from the existing user groups and from local people. It can be noted that in their private capacity, two local councillors and a MLA also sit on the committee. There is no involvement from previous committee members of the Bridge C.A. This new group is seeking to ensure that the local community continue to have access to the centre and to the services that can take place within it.</p> <p>DSD have initially granted a 4 week lease of the centre. This short lease was put in place to allow the group to officially take control of the centre and to start operating while allowing officials to finalise proposals to the Minister to consider authorisation of the lease renewal on a rolling 3 month basis.</p> <p>BRO are continuing to fund the 2 Youth and Community salaries through the East Belfast Community Development Agency (EBCDA).</p> <p>In order to support the ongoing provision of local service, and in line with DSD and BRO actions, officers recommend that committee consider the following measures:</p> <ul style="list-style-type: none"> - The re-allocation of community services grant support contracts from the Bridge Community Association to the newly formed Lagan Village Youth and Community Group from 1st October 2012.
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	<ul style="list-style-type: none"> - All grant to be subject to our agreed monitoring requirements, however, to support compliance we suggest grant should be released on a quarterly basis while the group continue to demonstrate compliance. - Work with EBCDA to agree and deliver a management training programme for LVYCG similar to that offered to Ballymacarrett /Connswater Community & Leisure Services Ltd. This programme will assess and then provide training and support to ensure the new group have adequate management skills and operational capacity. - Allocate related officer time to both support and monitor LVYCG - Continue to allocate BCC play staff to deliver services in the centre - Implement a programme of Community Development Outreach support to identify local need and seek increased local involvement. This will include seeking ways to work in a more coordinated way with neighbouring community groups, for example, Willowfield Parish Community Association, Oasis Caring in Action, Short Strand Community Association, Lower Castlereagh Community Group etc. - Ongoing BCC officer and grant support will be reviewed to take account of the outcome of the current audit investigation.
2.5	If agreeable, these measures could be put in place for a period of 18 months up to 31 st March 2014 to allow the group to become established and to apply for grant support in their own right.
2.6	This time-frame is in line with the committee approved extension of grant contracts to support the development of the new Belfast Community Investment Programme.

3	Resource Implications
3.1	If agreed, the related grant commitment can be met from within the agreed 2012/13 Community Services Grant Aid programme budget and our revenue estimates for 2013/14.
3.2	The 2012/13 grant package would be allocated to LVYCG on a pro rata basis.
3.3	The 2013/14 Revenue grant to LVYCG would be approved as part of the committee agreed extension to all current revenue grant contracts in order to support the design of BCIP.
3.4	LVYCG would be eligible to apply for 2013/14 community services small grant funding including Summer Scheme and Project Grants.
3.5	Proposed officer support within current staffing arrangements.

4	Equality and Good Relations Considerations
4.1	There is no anticipated negative equality and good relations impact.

5	Recommendations
5.1	<p>Members are asked that, subject to continued support from BRO, they consider and agree the following:</p> <ol style="list-style-type: none"> i. the package of officer and support measures as outlined ii. the pro-rata transfer of current grant commitments from Bridge Community Association to the newly formed Lagan Village Youth and Community Group for the period to 31st March 2014 iii. All support would be subject to LVYCG fully engaging in the BCC officer support programme and their meeting all monitoring and related compliance requirements on a quarterly basis. iv. Support arrangements to be informed by and reviewed in light of audit recommendations.

6	Decision Tracking
<p>The implementation of this project will be monitored by Community Services officers on a monthly basis with the production of quarterly reports to Service management.</p> <p>Responsible Officer: John Nelson</p>	

7	Key to Abbreviations
<p>BCA – Bridge Community Association BRO – Belfast Regeneration Office DSD – Department Social Development MLA – Member Legislative Assembly LVYCG – Lagan Village Youth And Community Group EBCDA – East Belfast Community Development Association BCC – Belfast City Council CC&LSLtd – Coneswater Community & Leisure Services Ltd BCIP – Belfast Community Investment Programme</p>	

8	Documents Attached
N/A	



Belfast City Council

Report to:	Development Committee
Subject:	Belfast City Council response to DSD's Urban Regeneration and Community Development Policy Framework for Northern Ireland
Date:	6 November 2012
Reporting Officer:	John McGrillen, Director of Development, ext 3470
Contact Officer:	Cate Taggart, Community Services, ext 3525

1.0	Relevant Background Information
1.1	The Department for Social Development (DSD) are running a public consultation on the Government's proposals for an Urban Regeneration and Community Development policy framework for Northern Ireland. The consultation ends on 25 October 2012.
1.2	DSD state that the new framework will: <ul style="list-style-type: none"> - shape the strategic direction of urban regeneration and community development policy over the coming years, and - set out clear priorities for urban regeneration and community development programmes, both before and after the operational responsibility for these is transferred to councils under the reform of local government.
1.3	The Development Department led on the co-ordination of the council's response working with the Centre for Local Economic Strategies (CLES) and the Chief Executive's Strategic Planning & Policy team. Given its obvious cross-departmental implications input was gathered from across the council via a number of methods: <ul style="list-style-type: none"> - A special meeting of the Development Committee was held in September, to which all Members of the Council were invited; - A facilitated workshop for relevant officers from all departments; and - A facilitated workshop for CMT
1.4	The three meetings all considered a series of questions which were used to frame the draft corporate response: <ul style="list-style-type: none"> - What were the council's priorities for urban regeneration and community development? - How could the new framework contribute to these priorities? - How could the council best work with DSD post-RPA? - How could the council work strategically to support DSD to shape the final framework and its delivery.

2.0	Key Issues
2.1	The final draft council response (attached as Appendix One) broadly welcomes the new Framework and suggests that it has the potential to set a clear direction for the future in its stated intention to establish clear priorities for urban regeneration and community development.
2.2	The response also endorses the policy objectives that are set out within it, particularly those which outline the ongoing focus on tackling deprivation and on city competitiveness. The response suggests that these are central to the success of any framework for urban regeneration and community development.
2.3	<p>However, the council response also provides a series of challenging recommendations which would strengthen the final DSD framework. These are summarised below:</p> <ol style="list-style-type: none"> 1. The framework should act as a catalyst for discussions on the future source and allocation of resources for urban regeneration and community development; 2. The economic and social potential of Northern Ireland is dependent upon effective urban regeneration and community development in Belfast City; 3. It must support the future role of local government in place making, post local government reorganisation; 4. Urban regeneration and community development must be fully integrated within the Framework to achieve positive social and economic outcomes; 5. The language of urban regeneration and community development used in the Framework should consider using an asset based approach, which recognises the opportunities as well as the challenges; 6. The private sector must be included as a partner in the process of urban regeneration and community development if progress towards a more balanced economy is to be realised; 7. The Framework must acknowledge that urban regeneration and community development in Belfast and other parts of Northern Ireland is still affected by the context of post conflict and sectarianism and aim to work towards a shared future; 8. It must reflect the important role of culture in regeneration.
2.4	The response notes that Belfast City Council looks forward to engaging with the department in the on-going development of the model. It suggests there is the opportunity, through joint working on key regeneration projects in the city, to test out and enhance the framework further in advance of the transfer of functions post RPA.
2.5	The draft response was approved by SP&R committee and will now be forwarded to DSD with a note explaining that the response is subject to endorsement by Council in November.

3.0	Resource Implications
3.1	None.

4.0	Equality and Good Relations Implications
4.1	None.

5.0	Recommendations
5.1	Members are asked to note the response to the consultation.

7.0	Key to Abbreviations
CD	Community Development
CLES	Centre for Local Economic Strategies
DSD	Department for Social Development
UR	Urban regeneration

8.0	Documents Attached
Appendix 1: Draft council response to the DSD Urban Regeneration and Community Development framework.	

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DSD Consultation on a New Framework for Urban Regeneration and Community Development

Consultation response: Belfast City Council's view

Belfast City Council welcomes the new Framework for Urban Regeneration and Community Development and suggests this framework has the potential to be a 'high level' strategic document which sets a clear direction for the future in its stated intention to establish clear priorities for urban regeneration and community development.

We strongly endorse the policy objectives set out in the Framework: particularly objectives one and two which outline the ongoing focus on tackling deprivation and on city competitiveness. We believe these objectives to be absolutely vital and therefore central to the success of any framework for urban regeneration and community development. Furthermore, these objectives are supportive of the key policy drivers set out in the Regional Development Strategy and in the Programme for Government and they highlight the strategic importance of Belfast as 'the economic driver for the region'. This should form the basis on which resources are allocated to inform delivery against the framework.

Belfast City Council believes the framework might be strengthened in a number of key areas. Our recommendations include:

1. the economic and social potential of Northern Ireland is dependent upon effective urban regeneration and community development in Belfast City;
2. the framework could act as a catalyst for discussions on the future source and allocation of resources for urban regeneration and community development;
3. the Framework should support the future role of local government in place making, post local government reorganisation;
4. urban regeneration and community development must be fully integrated within the Framework to achieve positive social and economic outcomes;
5. the language of urban regeneration and community development used in the Framework should consider using an asset based approach, which recognises the opportunities as well as the challenges;

6. the private sector must be included as a partner in the process of urban regeneration and community development if progress towards a more balanced economy is to be realised;
7. the Framework must acknowledge that urban regeneration and community development in Belfast and other parts of Northern Ireland is still affected by the context of post conflict and sectarianism and aim to work towards a shared future;
8. the Framework should reflect the important role of culture in regeneration;
9. Belfast City Council looks forward to engaging with the department in the on-going development of the model. There is the opportunity through joint working on key regeneration projects in the city to test out and enhance the framework further in advance of the transfer of functions post RPA.

Future drafts of the strategy should explore these areas in more detail in order to effectively support successful urban regeneration and community development in Northern Ireland and Belfast City Council is keen to work with the Department to this end.

This consultation response therefore sets out Belfast City Council's views on the new Framework in relation to the recommendations identified above; and includes detailed responses to each of the consultation questions in Appendix 1.

Reflecting the importance of urban regeneration and community development in Belfast, the City Council has developed this response from a series of facilitated workshops with Council Members, the Corporate Management Team and policy officers across the Council.

1. The economic and social potential of Northern Ireland is dependent upon effective urban regeneration and community development in Belfast City

Belfast has a key position within the Framework for Urban Regeneration and Community Development because of its economic role as a driver for growth in Northern Ireland. However, regeneration and community development are also priorities because of concentrations of deprivation in the city, which constrains, not only Belfast's economy but the economy of Northern Ireland as a whole. Subsequently, there is an urgent need to prioritise support for those communities living in the city who experience deprivation, worklessness and poverty.

As identified in both the Regional Development Strategy for Northern Ireland and the Programme for Government, the new framework highlights the strategic importance of Belfast as *'The economic driver for the region'*¹. Belfast is a focus for the majority of economic activity and transactions in the region (e.g. Belfast accounts for 28% of the total employment in Northern Ireland, a figure which rises to 46% within the Belfast metropolitan area). The city is also a focal point for tourism in Northern Ireland. Belfast however also has some of the most serious regeneration challenges in the region. Fifteen of Northern Ireland's 10% most deprived neighbourhoods are located within the city (out of total of thirty six across Northern Ireland)². Many of these areas have been relatively *'untouched'* by the economic growth that occurred in the late 2000s³. Whilst there is a not only a strong social justice argument as to why these areas should be supported, there is also a strong economic justification; social deprivation not only limits Belfast's economic competitiveness but the competitiveness of Northern Ireland.

Deprivation in communities also weakens the resilience of our region to withstand future economic, social and environmental shock. Subsequently, supporting Belfast's role as the key economic driver whilst addressing the deprivation that prevents the city fulfilling its potential is critical to achieving the outcomes identified in the Executive's Programme for Government and should form a key element of the Framework.⁴

These should therefore form the basis on which resources are allocated to inform delivery against this framework.

2. The framework should act as a catalyst for discussions on the future source and allocation of resources for urban regeneration and community development

An important question which remains unanswered in the Framework is from where future resources for regeneration and community development will come and how these resources will be allocated. Given the reduction in funding available generally for urban regeneration and community development, this new Framework needs to to act as

¹ From the Urban Regeneration and Community Development Policy Framework: Consultation Document (2012) Page 15, paragraph: 3.2.1

² Source: DSD website:

http://www.dsdni.gov.uk/index/urcdg-urban_regeneration/neighbourhood_renewal.htm

³ Source: Belfast City Masterplan (draft) Review: 2012

⁴ Northern Ireland Executive (2011) Programme for Government 2011-2015 Building a better future.

catalyst for new ideas and innovative thinking about how to fund urban regeneration and community development in the future.

Resource challenges

Nationally, the collapse of the banking sector and subsequent recession has led to deep cuts in public funding, as outlined in the 2010 Comprehensive Spending Review and reiterated in the Budget 2012. Given the fact that the UK has slipped back into recession, there may be further reductions in expenditure announced in the Autumn Budget statement, expected on 5 December 2012. At the same time, specific funding programmes in Northern Ireland are also due to complete their current cycle in 2013. There has also been a gradual reduction in funding available from large philanthropic funding sources, such as Atlantic Philanthropies and the Building Change Trust,⁵ although nationally, the UK government, through initiatives such as the Big Society Capital⁶, have placed a greater emphasis on philanthropy as a potentially important source of funding for regeneration and community development in the future.

The Comprehensive Spending Review significantly reduced funding for area based regeneration in England, phasing out specific programmes such as the neighbourhood renewal and housing market renewal programmes.

Instead, greater emphasis was placed upon targeting long term unemployment through welfare reform. The key outcome of this reform, Universal Credit, is due to be launched across the UK in October 2013.

There has also been a change in the way in which the community and voluntary sector work, with funders placing a much greater emphasis on social enterprise, income generation, sustainability and public service commissioning; however the ability and resources to evolve to this new model of working varies enormously due to the diversity of the community and voluntary sector. Belfast City Council is working closely with the third sector to support organisations to develop capacity and assess the feasibility of this

⁵ Charity Bank and Ulster Community Investment Trust (2012) Social Finance in Northern Ireland: Innovative Thinking and Action

⁶ More information on Big Society Capital can be found here: <http://www.bigsocietycapital.com/>

new model of working, particularly through its Community Development Strategy and Support Plan.⁷

Resource opportunities

The new EU Programme provides a real opportunity to the DSD and local government to resource an integrated urban strategy for regeneration and community development across Northern Ireland. Of particular interest are the opportunities for Northern Ireland in pursuing financial investments such as JESSICA. In their recently published regeneration strategy, the Scottish Executive have already established a regeneration investment fund, part funded from SPRUCE, which is the Scottish JESSICA funding programme worth £50m and providing loan support to thirteen eligible areas.

There is also much that can be learned from Belfast City Council's planning and pilot work on a new community development strategy and support plan, particularly work to develop the Belfast Community Investment Programme (BCIP). This will play a key role in strengthening the capacity of community development infrastructure organisations. This is a model of supporting community development and regeneration that could be replicated in other areas post local government reorganisation.

Belfast has also been working closely with the DSD on a number of strategic projects including the BCIP, the University of Ulster relocation in North Belfast, City Centre redevelopment, and Glen 10. All of the joint working on these projects provides key learning for future initiatives as to how to effectively resource and project manage urban regeneration and community development in the future.

Finally, the Framework makes no reference to the potential role of local government financing (e.g. the role of levers such as council business rates, public procurement and local government borrowing may play in supporting future urban regeneration activities). These are key tools for understanding how to maximise the role of public money in urban regeneration (e.g. using public procurement to support positive economic and social outcomes through the use of social benefit clauses).

3. The Framework must support the future role of local government in place making, post local government reorganisation

⁷ A copy of the Community Development Strategy and Support Plan can be found here: <http://www.belfastcity.gov.uk/communitysupportplan/cspconsultation.asp>

The Framework states that it will shape the strategic direction for urban regeneration and community development in the future by setting out clear priorities, both before and after local government reorganisation. However, whilst the document sets out four clear policy objectives for the future, there is a lack of clarity about the role of partners in responding to them, particularly local government who will be taking on new responsibilities for regeneration, planning and community development from 2015 onwards. In this new operational context, local government will play a key role as a place maker⁸ in the new council areas, providing a leadership role for the community and voluntary sector and the private sector. How will this impact on urban regeneration and community development activity? How will this change and impact upon the current systems of delivery? These types of questions are not addressed in the Framework, but for preparations towards the reorganisation of local government, these issues are critical.

The document also attempts to combine both strategic visioning and delivery through the policy objectives and key actions, but without identifying outcomes or local government partners. Belfast City Council believes that this Framework should establish a clear strategic vision for the future of urban regeneration and community development, which firmly establishes these functions as integral across the Executive for the development of a successful and shared future for all. A redrafted Framework with a clear focus on strategy could then be used to establish clear roles and responsibilities for local government and other partners in the design and delivery of urban regeneration and community development. Local councils like Belfast could then respond to this strategic vision with a plan of implementation.

4. Urban regeneration and community development must be fully integrated to achieve the positive social and economic outcomes

In parts of the Framework, urban regeneration and community development are portrayed as separate entities which, whilst complementary, are nevertheless undertaken separately. Belfast City Council firmly believe that, based on experience in the city's most deprived communities, community development is both an enabling

⁸ Department of Communities and Local Government (DCLG) (2007) Place shaping: a shared ambition for the future of local government. HMSO

objective for regeneration and a positive outcome of regeneration. The importance of community development has also been recognised by the European Commission who describes it as '*an effective and efficient tool in the delivery of development policies*'⁹. The EU also describes how community led development links to economic priorities suggesting that it helps to improve the '*quality of growth and the need to ensure that it is inclusive and sustainable.*'¹⁰

Belfast City Council are currently finalising a new community development strategy for the city and would welcome the opportunity to contribute some of the learning from this process with the DSD to inform future iterations of the Framework.

Belfast City Council believe the framework should be a positive enabler to support integrated approaches to urban regeneration and community development and would point DSD to current demonstration projects, for example, the relocation of the University of Ulster and the regeneration of the Titanic Quarter. These initiatives successfully demonstrate the capacity of multi-agency approaches to affect combined and mutually re-enforcing impacts across physical, social and economic indicators.

5. The language of urban regeneration and community development used in the Framework should consider using an asset based approach, which recognises the opportunities as well as the challenges

Belfast City Council is increasingly reconceptualising regeneration activity in a way which attempts to present regeneration as a positive activity, aimed at making the most of the opportunities and strengths that exist within communities, rather than simply an activity responding to need or market failure. The language of the Framework is at times problematic and overly negative, defining places in terms of 'areas of need' and 'areas of opportunity'. In recent years, there has been a move away from this type of categorisation because of its potential to problematise communities and further blight their reputation and potential¹¹. We suggest that a different narrative, where the emphasis is one focused on the assets rather than the disadvantages that define communities, would be beneficial.

⁹ EU Commission (2011) Factsheet on Community Led Community Development Cohesion Policy 2014-2020. EU Commission page

¹⁰ Ibid

¹¹ For example numerous examples quoted by, Imrie, R. and Raco, M. (2003) *Urban Renaissance? New Labour, Community and Urban Policy* Routledge and Porter and Shaw (2010) *Whose Urban Renaissance? An International Comparison of urban regeneration strategies.* Routledge

6. The private sector must be included as a partner in the process of urban regeneration and community development if progress towards a more balanced economy is to be realised

The focus of this Framework is upon the public and voluntary and community sectors; there is no mention of the role that the private sector can potentially play in regeneration. In a time of public sector austerity, the private sector is a key partner in regeneration, (e.g., in inward investment, employment and skills development). The private sector's role is also important in the context of Northern Ireland's Economic Strategy¹² and regional development strategy both of which stress the importance of rebalancing the economy by reducing the region's dependence on public sector employment.

7. The Framework must acknowledge that urban regeneration and community development in Belfast and other parts of Northern Ireland is still affected by the context of post conflict and sectarianism and aim to work towards a shared future

It is important that the Framework does not lose sight of the fact that this work is still taking place in a post conflict context. Whilst the context for regeneration and community development has changed significantly, there are still serious divisions in society and community tensions, as demonstrated by the sectarian violence in North Belfast during August and September 2012. It is no accident that areas with the highest levels of deprivation, poor educational attainment and low levels of employment are also those areas who continue to experience social unrest. This context presents a set of very unique challenges for regeneration and community development, whereby traditional market failure is compounded by the legacy of conflict and social division.

Whilst the Framework suggests that housing led regeneration may be a solution to some of these problems, Belfast City Council believe that in the short and medium term, the priority should be to tackle not only the physical barriers of division but the social manifestations of sectarianism which persist in society. This means that despite the challenge of recession, resourcing and reform, the Framework must face up to these challenges honestly, otherwise the work that has been undertaken to date by DSD and partners to create a better and shared society for all will be lost.

¹² For a copy of the strategy: <http://www.northernireland.gov.uk/economic-strategy>

8. Why culture's role in regeneration must be recognised in the Framework

The role of the arts, music and language is increasingly recognised as making an important contribution to economic prosperity and community wellbeing, but unfortunately is not acknowledged in the Framework. Creativity and knowledge are now key drivers for the creation of new jobs, enterprise and investment, something recognised by the EU Commission's Green Paper '*Unlocking the Potential of Cultural and Creative industries*' published in 2010¹³ and more widely in academic literature.¹⁴ In addition, culture has played a significant role in Northern Ireland in recent years, particularly in Belfast, and the City Council has established culture as a key driver for regeneration in the '*Integrated Cultural Strategy for Belfast*.'¹⁵ Culture led regeneration was also central to the development of the Titanic Quarter of the city. Elsewhere in Northern Ireland, culture also plays a crucial role (e.g. the forthcoming city of Culture festival in Derry/Londonderry in 2013).

¹³ European <http://www.northernireland.gov.uk/economic-strategy> Commission (2010) European Commission's Green Paper Unlocking the Potential of the Cultural and Creative Industries. European Commission

¹⁴ Boddy, M. and Parkinson, M. (2004) City Matters Competitiveness, cohesion and urban governance

¹⁵ Belfast City Council (?) *An Integrated Cultural Strategy for Belfast* Belfast City Council

Appendix 1: Detailed responses to consultation questions

Consultation response: The Framework's policy objectives

Belfast City Council strongly endorses the policy objectives set out in the Framework: particularly objectives one and two which outline the ongoing focus on tackling deprivation and on city competitiveness. We believe these objectives to be absolutely vital and therefore central to the success of any framework for urban regeneration and community development. Furthermore, these objectives are supportive of the key policy drivers set out in the Regional Development Strategy and in the Programme for Government and they highlight the strategic importance of Belfast as 'the economic driver for the region'. This should form the basis on which resources are allocated to inform delivery against the framework.

We would however make the following observations in order to strengthen the framework:

- **Make the objectives more specific:** The objectives are extremely ambitious but, in their current state, too broad and generic. They lack focus and are not specific enough, neither geographically nor thematically.
- **Present framework outcomes:** The Framework refers to the importance of an outcomes based approach, and presents the logic model as a means whereby practitioners work backwards from the outcomes to design and deliver interventions. However, despite this sentiment, the Framework contains no outcomes and instead moves from policy objectives and enabling objectives straight to key actions. This means that it is difficult for respondents to the Framework to have clarity on how success against the objectives will be understood and measured. Belfast City Council is currently working in partnership with DSD (BCIP) to develop outcomes for community development and would welcome the opportunity to share some of this thinking to inform the Framework.
- **Balance the current focus on physical and economic development with social development:** The policy objectives are overly focused on physical and economic development. There needs to be greater exploration of people based development and

social issues (e.g. the alleviation of child poverty, the removal of barriers to education, and consideration of health and wellbeing issues).

- **Integrate the objectives across government departments to ensure connectivity:** Achieving the objectives outlined in the Framework will necessitate an integrated approach on the part of the Executive and local government. Tackling the challenges of area based deprivation, improving competitiveness, developing infrastructure, and working towards a shared society will all require government departments to work together. This includes health, education, OFMDFM, regional development, and planning.

This Framework will fail if it is simply the responsibility of DSD alone. There must be commitment from other departments to endorse the Framework's objectives and ensure that community development is of key importance across government departments. In the context of local government reorganisation, the Framework should also make reference to the current and future role of local government in the delivery of urban regeneration and community development. This can be informed from the significant historical and ongoing partnership between Belfast and DSD on the development of many strategic regeneration sites.

Consultation response: The Framework's enabling objectives

The enabling objectives do seem to be appropriate for this Framework. They could however be strengthened, in that there are other enabling objectives which will also help to support future community development and urban regeneration. These enabling objectives require further work to ensure they reflect the existing work of councils like Belfast on community development.

- **Enabling objectives reflect what is already happening in Belfast:** The Framework presents the enabling objectives as a new approach. It needs to acknowledge that this type of work is already taking place in Belfast and other parts of Northern Ireland, and that the Framework is only attempting to build on this existing good practice. A key example of current practice is the BCIP Programme which is due to come into place in 2014. Other councils may be able to learn lessons from this work.
- **The enabling objectives make no reference to other mechanisms:** Planning policy, particularly the community planning agenda, will potentially be powerful enabling

objectives for helping to support urban regeneration and community development. However, there is no reference made to these mechanisms, neither in the enabling objectives nor in the rest of the document.

- **Enabling objective 2 – maximising the resources available:** Enabling objective 2 makes reference to the use of new financial instruments, which is also a theme of UK national policy. However, there is no reference to what these new financial instruments might be and their usefulness in Northern Ireland (e.g. mechanisms such as Accelerated Development Zones (ADZs), Tax Increment Financing (TIF), charitable bonds and crowdsourcing). It would be helpful, particularly in the context of a reduced funding environment, if a redrafted Framework could present an options analysis which outlines the possible strengths and weaknesses of these new financial instruments for the context of Northern Ireland. It would also be useful if this analysis could look specifically at the options for social finance, building on previous research such as the recent report by Charity Bank and the Ulster Community Investment Trust.¹⁶ It may also be important to examine the feasibility of the Big Society Capital model and its application in the Northern Ireland context.
- **Enabling objective 4 – appreciate the diversity of the community and voluntary sector:** This enabling objective makes assumptions about the capacity and composition of community and voluntary organisations, treating it as a clearly identifiable, distinct and measurable sector. However, this sector is extremely diverse and generalisations are difficult; therefore any interventions which attempt to work with this sector need to appreciate this complexity in both designing and delivering interventions. In addition, the policy objective of developing greater cohesion and engagement needs to be the responsibility of all partners across the public, private and community and voluntary sectors.
- **The language of the framework is clumsy at times:** The language of the Framework is not always appropriate (e.g. over emphasis on 'efficiency' in enabling objective 4 is not necessarily appropriate for the community and voluntary sector). In particular, it suggests that voluntary and community sector organisations have the capacity to bid for and deliver public service contracts.

¹⁶ Charity Bank and Ulster Community Investment Trust (2012) Social Finance in Northern Ireland: Innovative Thinking and Action

Consultation response: The logic model

Belfast City Council welcomes the use of the logic model in the Framework because it enables project managers to reflect on whether 'what we are doing is working?' This is a well known and understood model for managing projects and programmes. However, the logic model has been presented in the Framework with no tangible outcomes; so whilst the model itself is not problematic, the decision to present the model with no associated outcomes against the Framework's policy objectives certainly makes it difficult to assess the model's long term usefulness. Whilst broadly supportive, Belfast City Council would also like to highlight some of the limitations of the logic model which should be acknowledged in any future guidance¹⁷:

- logic models can be overly reliant upon quantitative data which may not always be appropriate to develop a thorough understanding of community development, where qualitative data collection and analysis can be extremely important;
- logic models present an idealised way of understanding how programmes and projects work. They aim to generate positive outcomes but may also result in unexpected or unintended consequences which can only be identified by listening to the real life experiences of community members;
- the forces which change and impact upon communities can be extremely varied and any programme for urban regeneration and community development needs to consider the broader context for the intervention;
- logic models can be extremely difficult and complex to create and monitor. Thought needs to be given as to how this logic model for urban regeneration and community development will be developed for interventions in Northern Ireland. It would be useful if the DSD could provide examples of where the logic model has been used in Northern Ireland and with what success.

Consultation response: Definition of urban

The definition of urban, as set out in the Framework, is restrictive and does not reflect the geographies generally associated with regeneration and community development. A more

¹⁷ The Community Tool Box: http://ctb.ku.edu/en/tablecontents/sub_section_main_1877.aspx

flexible approach should be taken in the future. The key issues for Belfast City Council are as follows:

- the definition does not make clear how the settlement types set out in Annex A of the Framework relate to the RPA context, (e.g. how will the settlement type relate to resource allocation). In addition, there is no reference to the area based policy of distributing funding (e.g. will future resource be allocated on a per head basis or in relation to levels of deprivation?);
- the definition of 'urban' at a population of 4500 means that the range of urban areas varies enormously. This variation makes generalisation about urban regeneration difficult;
- it would be useful if the DSD could provide greater clarification on their ideas as to how the definition of urban can become more flexible to allow for better integration of funding opportunities;
- whilst the Framework recognises the economic role of Belfast as a key driver for competitiveness, the strategic importance of the city for economic growth, particularly the role of the city centre as a generator of taxes and income, could be given greater consideration within the document. Given the context of low economic growth, it may be more useful for the Framework to work towards greater economic resilience, rather than simply growth.

Consultation response: Definition of regeneration

The term 'regeneration' is a contested and complex activity involving many types of place; it is not only complex but is 'an evolving problem' which develops and changes according to the temporal and spatial context. Whilst the definition of regeneration used in the Framework reflects that used in other regeneration strategies, (e.g. the Scottish Government's regeneration strategy published in December 2011), Belfast City Council are of the opinion that the definition is overly focused on economic outcomes, thereby neglecting the wider social importance of regeneration.

The language used in the Framework's definition is overly negative; the word 'failure' suggests regeneration is about reacting to a problem, rather than a proactive activity which

aims to make the most of the current and potential opportunities to create job opportunities and support private investment.

The conceptualisation of regeneration is also narrow and potentially restrictive. This conceptualisation is underpinned by the assumption that the challenges in Northern Ireland are the result of market failure, and that market failure should be the only premise for state intervention. However, in a context of ongoing social unrest, a legacy of conflict and the very physical barriers that still exist between communities, additional blocks to economic growth are created and perpetuated, preventing investment, entrepreneurship and growth. These challenges require more than a standard economic response to supply and demand. In order to build a shared future, economic responses to these issues must be developed alongside social people based regeneration responses, in order to fully address the complex inter-community divisions that still exist in neighbourhoods. This process can only be done through linking regeneration with a community development approach.

To this end, a more appropriate definition of regeneration could reflect the sentiments of the 1999 Urban Task Force definition of regeneration, which instead of focusing on the market, described regeneration as *a 'comprehensive package of regeneration measures to address both the physical regeneration of an area and the economic and social needs of the local population.'*¹⁸ Or it might define regeneration as simply about *'reinvestment in a place after a period of disinvestment.'*¹⁹ The definition may also want to draw more on the growing interest in the concept of resilience. Resilience is defined as *'the ability of a place to respond to the challenges that it faces.'*²⁰ In the context of the poor economic context, resilience is becoming increasingly recognised as a useful concept which helps policy makers broaden their approach away from a preoccupation with economic growth²¹.

Finally, a definition of regeneration which focuses specifically on the market fails to recognise the role of the state as a provider of services such as health, housing, education, and community safety.

¹⁸ Urban Task Force Report '*Towards a Strong Urban Renaissance*' HMSO

¹⁹ Porter, L, and Shaw, K (2009) *Whose Urban Renaissance?* Routledge, Taylor and Francis. London and New York

²⁰ Centre for Local Economic Strategies (CLES) (2010) *Productive Local Economies: Creating resilience places*

²¹ Dawley, S. Pike, A. and Tomaney, J. (2010) *Towards the Resilient Region?* *Local Economy* 25. 650:

These are key services which have a direct link to the delivery of regeneration outcomes; therefore regeneration is not simply about achieving economic outcomes or creating competitiveness. Instead, all departments need to recognise their role within regeneration and the role that public services can play in tackling area based deprivation.

Consultation response: Definition of community development

The definition of community development reflects that of Belfast City Council's own consultation on community development within the city. However, whilst this definition is clear, within the Framework the relationship between community development and regeneration is unclear. There appears to be uncertainty about how community development supports regeneration and vice versa. Community development is a key outcome for regeneration and needs to be more fully woven into the Framework in a way that gives the impression of being more than tokenistic. Belfast City Council takes the view that regeneration and community development are not separate activities but part and parcel of the same agenda. We would suggest that the Framework develops a definition of urban regeneration and community development which illustrates how they operate together and the synergistic effect of both activities for communities. An example of how this could work is presented below.

Box 1: Joint definition of urban regeneration and community development

A comprehensive package of regeneration measures to address both the physical regeneration of Northern Ireland's communities and the economic and social needs of the people who live in areas with high levels of deprivation. Effective regeneration also helps to achieve the outcome of higher place resilience which better equips communities to withstand social, environmental and economic shocks in the future.

Community development is a very successful and effective mechanism for helping to deliver urban regeneration outcomes because it is the main means by which we can better engage with local people and support their involvement in improving the neighbourhoods they live and work in. Community development enables people to come together to:

- influence or take decisions about issues that matter to them and affect their lives;
- define needs, issues and solutions for their community;
- take action to help themselves and make a difference.