



Subject:	Belfast City Centre Regeneration & Investment Strategy 10 Year Stock Take Update
Date:	9 October 2024
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Call-in	
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1.0	Purpose of Report/Summary of Main Issues
1.1	The purpose of this report is to update Members on the 10 year stock take of Belfast City Centre Regeneration & Investment Strategy, as agreed as an in year deliverable in the City Growth & Regeneration Committee Plan 24/25.
2.0	Recommendation
2.1	<p>The Committee are asked to note:</p> <ul style="list-style-type: none"> • The emerging findings from the Belfast City Centre Regeneration and Investment Strategy (BCCRIS) 10-year stock take, in the context of the existing strategy. • The proposed BCCRIS Summit event to launch the key messaging. • Request for Members to provide any further comments to inform the final stocktake report.
3.0	Background
3.1	As Members will be aware the Committee agreed as part of the Committee Plan for 24/25 <i>“to take forward a ten-year review of the Belfast City Centre Regeneration & Investment Strategy (BCCRIS) building on the work of the recent Regeneration Trackers to inform city and Council priorities going forward”</i> .
3.2	By way of background, BCCRIS launched in 2015 and is the adopted regeneration policy for the city centre. BCCRIS recognised that the city centre is one of the most important places in the Region, where investment impact can be maximised, where rates are generated and where momentum can be built to support growth in the surrounding neighbourhoods and wider region. Belfast as the capital city, and regional economic driver generates £16.2bn GVA with 14.3% of Northern Ireland’s business base and accounts for 30% of total employee jobs. The stocktake has evidenced that this is very much the case today, it is clear that Belfast is everyone’s main city and has an important role to play as a centre for commerce, culture, tourist attractions, recreation, entertainment, learning and employment. Its core centre area needs to ensure collective efforts are intensified to ensure it can continue to perform these important roles for all areas of the city and the region to derive benefit.
3.3	<p>The Strategy sets out the context for developing the city centre and outlines collective aspirations for the continued growth and regeneration of the city core and its surrounding areas. The Strategy is based on the following core principles, which are referred to as the policy areas:</p> <ul style="list-style-type: none"> • Increase the Employment Population • Increase the Residential Population

	<ul style="list-style-type: none"> • Manage the Retail Offer • Maximise the Tourism Opportunity • Create Regional Learning and Innovation Centres • Create a Green, Walkable, Cyclable Centre • Connect to the City Around • Shared Space and Social Impact
3.4	<p>To facilitate the implementation of these policies the strategy also identified a series of projects and a number of opportunities. The projects were intended to focus efforts on discrete initiatives which will help to achieve the policies and create a liveable and economically thriving city. Five Special Action Areas were identified for parts of the centre where it recommended that more intensive local plans should be prepared.</p>
3.5	<p>At the time of publication of BCCRIS and as part of Local Government Reform in 2015 the Council were preparing for the planned transfer of regeneration powers; however these did not transfer to Councils. In 2016, the Department for Social Development (predecessor of Department for Communities) agreed a joint working arrangement with Belfast City Council, where they adopted BCCRIS going forward as their regeneration policy, although noting that as DSD were considering the evaluation of its area-based Neighbourhood Renewal Programme they could not specifically adopt the 5 Special Action Areas within the Strategy at that time.</p>
3.6	<p>The stocktake involves looking back at what was envisaged through BCCRIS and taking stock in order to assist in a focus to looking forward. The stocktake is not intended to be an in-depth analysis of all the elements of the strategy but rather an overview of progress over the 10- year period and a consideration of the high-level priority areas going forward in the context of what was contained within the existing strategy. It is not seeking to rewrite the strategy, which was subject to extensive consultation at the time of its development including cross party-political support from the Council Party Group Leaders and adopted by DSD (DfC) as their regeneration policy for the city centre. The stocktake has provided an opportunity to look at progress to date and identify future opportunities through the lens of how the city centre has evolved, and the role of the city centre for all users. It builds on existing agreed principles as set out in our Inclusive Growth Strategy, the Belfast Agenda and A Bolder Vision, all key aspects which have come forward since the launch of the strategy in 2015.</p>
3.7	<p>Importantly, when BCCRIS was published in 2015, it was recognised that in order to deliver on the collective ambition collective and collaborative working would be required across the</p>

	<p>public sector, third sector and private sector, and this is still very much the case today. Given the comprehensive nature of BCCRIS and recognising that the ambition is collective and would require significant partnership working it has been important that the stocktake be shaped not only by the information contained in the annual regeneration and development trackers (which charts physical development activity and previously reported to Committee), but by engagement across all sectors and partners.</p>
4.0	Main Report
4.1	<p>Shaping the stocktake</p> <p>The stocktake has been shaped by a programme of engagement, revisiting the extensive engagement which was carried out in 2015. Joe Berridge (Urban Strategies) worked with the Council to develop BCCRIS back in 2015 and he has played a key part in the current stocktake exercise. This stocktake exercise has included:</p> <ul style="list-style-type: none">• Party Group Leaders Engagement• Two online focused community workshops.• Facilitated community and public in person evening workshop.• Internal cross departmental engagement.• Industry conversations (Business & Development).• Central Government Departments including DfI and DfC.• City centre site visits.• Desk based research, including taking cognisance of the breadth of engagement undertaken by the Council in recent years with relevance to the city centre. <p>4.2</p> <p>Members are asked to note the emerging stocktake summary points below, which are in the context of the existing strategy, noting that there is also reference to policy landscape change since 2015 in terms of Local Government Reform; including transfer of planning powers, development of the LDP and the publication of the Belfast Agenda: A couple of overarching comments include:</p> <ul style="list-style-type: none">• The Role of the City Centre: In 2015, it was recognised that the city centre is one of the most important places in the region. City centres are where investment impact can be maximised, where rates are generated and where momentum can be built to support growth in the surrounding neighbourhoods and wider region. Importantly for Council this enables the redistribution of growth, to ensure inclusive growth across our city. The generation of rates income from the city centre also supports the delivery of our vital services and our significant physical programme across the city, bringing much needed investment into communities. The findings of the stocktake evidence that this

is very much the case today, and that Belfast, as the regional economic driver is the regional centre for commerce, culture, tourism, recreation, entertainment, learning and employment, and contributes £47million in non-domestic district rates (2022/23). City centre jobs represent c.37% of all Belfast jobs and 11% of all jobs in Northern Ireland. The emerging messaging from the stocktake reinforces the need to set out the role of Belfast, our city centre and support needed to strengthen its role in positioning the wider region for inclusive investment and innovation.

- **Much has been achieved since 2015, and there is still room and the to grow – sustainably:** The stocktake review underscores a very positive trajectory of development over the period from 2015, recognising also the significant impact that Covid has had on the city centre, and highlights areas where further focus is required. Engagement feedback from across a broad spectrum of stakeholders recognises that there has been significant regeneration progress across a number of sectors which has been very positive, but also an opportunity now (in the context of the existing strategy) to take stock on what our collective priorities are as a city going forward and seek to address the challenges that exist. This is particularly important given the return of the Executive and publication of draft Programme for Government, coupled with a continued interest in development in the city, the changing nature of how the city centre is used and the need to ensure the existing residential and business communities continue to play an important role in the future sustainable development of the city centre.
- **A Number of Game Changers have taken place since 2015:**
The stocktake highlighted the positive progress over the last decade, completed game changing developments including Ulster University relocation, Belfast Grand Central Station, Waterfront Hall extension, the introduction of the first phase of the Belfast Rapid Transit, development along the waterfront area (including Titanic Quarter and City Quays). There has also been significant levels of development across a range of asset classes, particularly offices, tourism / hospitality and student accommodation. The stocktake also highlighted a degree of frustration at the slow pace of progress in other areas including city centre living, improved connectivity, public realm and public and green spaces. The importance of connectivity and public transport, as well as the city centre 'hours of activity' are emerging strongly as key findings. Whilst good placemaking has been identified as being critical, city management, 'place keeping' and the importance of the city centre as a safe, clean, compassionate and inclusive space have also been highlighted.

➤ **Emerging Key Points in relation to the 8 policy areas:**

4.3

- **Increase the Employment Population:** BCCRIS focused on the need to increase Grade A offices given the lack of new city centre office development at that time, coupled with a significant marketing programme for occupiers and investors, and consideration as to how BCC could de-risk private sector investment in Grade A office accommodation. Over the BCCRIS period to date there has been significant investment in office space and increases in employment targets set. In 2015 BCCRIS set a target of 1.5m sq ft of new office space to be delivered by 2030, by 2024 over 2m sq ft of new office space had been delivered. The number of employee jobs in the city centre increased by 12% (above the regional average) from 77,255 in 2015 to 86,427 in 2024. The stocktake did however highlight that vacant secondary office accommodation will be a challenge going forward.

4.4

- **Increase the Residential Population:** In 2015 BCCRIS noted the low overall city centre residential population and that a significant residential population is highly important for the successful functioning of the city centre, referencing knowledge workers, younger newcomers to the city, and empty nesters, and recognised the importance of existing communities bordering the city centre. It also highlighted the opportunity for student housing development, recognising the importance of students and with a need for a balanced approach to student housing development. Opportunities for market and private rented sector housing were noted, including identification of key residential sites, marketing of publicly owned sites and if necessary, preparation of financial models to underpin and support funding applications. It highlighted that city centre living is not a case of 'build it and they will come' and that a compelling attractive and secure environment is essential. Improvements to open space, public realm, food and entertainment offerings, connectivity and 'buzz' are as important as ensuring availability of appropriate sites.

The 2021 Census indicates a city centre residential population of 13,654 which has increased to an estimated 14,793 people live in the city centre today (2022 Mid-Year Estimates). By early 2024, 5,223 student beds had been completed (with more than 1000 beds under construction), with a recognition that students represent an important source of city centre housing demand not only whilst studying but after they graduate and commence their careers. BCCRIS had set a target of at least 6,000 new homes by 2030, however by 2024 there has been limited development, with less than 500 new homes completed. Although c1,000 are currently under construction and a number of recent planning approvals granted across various tenures including Build To Rent and

social which suggests a degree of progress. However, there are a number of residential units in the city centre that have received planning approval, but development has not progressed. City centre living has emerged as one of the most important priorities going forward. Viability issues and lack of specific regeneration and housing funding to unlock housing development comparative to other UK cities have been identified as significant barriers. Council's approach to securing a Private Sector Partner to deliver a significant programme of Housing Led Regeneration on city centre lands was noted as a positive step.

However, a key theme from the stocktake is a need to address funding, viability and water infrastructure issues to help unlock the delivery of city centre living. Members will also recall recent reports brought to Committee on a Place Based Growth Proposition for the city which provides insight into the economic growth potential for the city on foot of increased regeneration and housing development. The proposition also highlights the significant gap in specific regeneration and housing related funding streams in Northern Ireland / Belfast compared to other UK cities (eg High Street Fund, Brownfield Infrastructure Levy Fund etc) which arguably puts Belfast at a distinct disadvantage in terms of city competitiveness and the ability to drive forward city regeneration priorities such as increased city centre living.

4.5

- **Manage the Retail Offer:** BCCRIS noted the fundamental changes to retail across the UK, including online shopping and out of town retail. Reference was made to ensuring a viable future for the North East Quarter (North St /Royal Ave area), as well as the opportunity to re-brand the centre as a retail and leisure destination and develop policies to support speciality and artisanal shopping. The stocktake noted that vacancy rates have decreased over the past few years (eg decrease from 23% in 2022 to 21% in 2024), although still above the UK average, it is recognised that a significant proportion of this is due to vacancy in stalled regeneration schemes. Unlocking stalled regeneration schemes and particularly the Tribeca site, given its scale and location in the heart of the city core and with significant dereliction and vacancy in this area, was noted as a key priority in the stocktake.

BCCRIS had highlighted that given Belfast's regional role there was the potential to attract a greater number of multinational retailers, as well as the benefit of increasing the number of independent retailers to create a point in difference. The stocktake shows that 57% of the city centre retailers are independent versus 43% in 2015. There is also evidence of confidence in Belfast from multinational brands, with a number of recent new to market entrants and first to island brands. Over the time period other

major retailers have also expanded or located flagship stores. BCCRIS had identified opportunities for schemes that encouraged start-ups and attracting new businesses to the city centre. To date, Council's £1m Vacant to Vibrant Pilot Capital Grant Scheme has incentivised a large number of property owners and occupiers to bring vacant space back into use for independents and SME's, supporting the city centre's revitalisation, including reuse of heritage buildings. The stocktake has shown however that retail, in line with other UK cities, remains challenging and stakeholder feedback also highlights that 'place keeping', cleansing, social and environmental issues are a priority in order to create a safe, welcoming and clean environment for customers, coupled also with events, animation and programming to attract people to come into the city. Having people living in the city centre will also be key to supply the retail sector.

4.6

- **Maximise the Tourism Opportunity:** BCCRIS had noted the positive trajectory of tourism indicators in 2015, but with great untapped potential remaining. It referenced the need for more hotel rooms as well as the opportunity for a new major tourist attraction; concerted tourism marketing to build on Belfast is unique brand; increasing events and working with local organisations to amplify the food, music and cultural events. The stocktake highlighted that the vision for tourism proposed in BCCRIS in 2015 has been exceeded, with a very positive progress in increasing hospitality, food & beverage and tourism facilities. By early 2024, 1,928 hotel rooms were completed (with over 300 rooms under construction and c 1,250 rooms with planning approval and others pending). It also noted the successful and ongoing promotion of Belfast as a tourism and cultural destination including increased business tourism; the completion of the extension at Belfast Waterfront/ICC; significant increase in cruise tourism and the wide ranging cultural and tourism events programme, the Cultural Strategy 'A City Imagining' as well as the ongoing Belfast 2024 programme of activities. In 2015, BCCRIS had highlighted potential for a significant new tourism destination within the city centre, and suggested use of heritage buildings on offer. The progress of Belfast Stories as one of the flagship City projects is noted in the stocktake as being catalytic for the city centre.

4.7

- **Create Regional Learning and Innovation Centres:** BCCRIS references the importance of the University of Ulster development and city centre linkages; increasing skills base and innovation as positive developments since 2015. The stocktake has found the Belfast Region City Deal has significantly advanced innovation and learning and noted there are now 40,000 students across two universities and further education campuses. One of the main game changers for city

centre has been the Ulster University Campus relocation- £364m development which has delivered £1.4bn in regeneration impact.

4.8

- **Create a Green, Walkable, Cyclable Centre:** BCCRIS had noted the lack of green space; the need to rebalance the scales between tarmac and soft landscaping, the need for transformation of the inner ring road; developing a transformative vision for the river corridor, progressing cycle and bike rental and parking facilities and developing key bike routes. The stocktake has found that whilst some progress has been made, there are opportunities which have not. Positives include Belfast Bikes, Cathedral Gardens proposed redevelopment, various public realm improvements being progressed (Little York Street; 5C's; Blackstaff Square etc), pedestrianisation of Union Street, BRT Phase 1, City Quays Gardens, the Entries Programme etc are all positive signs. However there was a strong desire to see significantly enhanced public realm, open space and cycling facilities. Delivery of priority schemes from the emerging Eastern Transport Plan (ETP) City Centre Chapter and alignment with A Bolder Vision are seen as critical going forward.

4.9

- **Connect to the City Around:** BCCRIS had highlighted how the hard boundaries of the river and the arterial roads contribute to lack of connectivity with surrounding neighbourhoods and the river. A range of enhanced connectivity measures and improvements were recommended. It was felt that commitment to what BCCRIS envisaged has come forward through A Bolder Vision. This is an ambitious blue print to explore a shared approach to creating a more attractive and connected city. This includes a collective commitment to a number of priority thematic areas and proposals where there is an opportunity to intervene to transform critical parts of the city to create a green, people focused, connected city centre. Four key priorities were agreed, including a strong civic spine, reimagining the inner ring road, infrastructure to support city centre living and embracing the River Lagan. It is clear from the stocktake that whilst A Bolder Vision provides the blue print for this alongside the Eastern Transport Plan, there is the need now to see delivery on key schemes and interventions. On completion of the ETP for the city centre (envisaged early 2025) there is an opportunity to make this and the outworkings of A Bolder Vision a priority for the city centre will be subject to funding and resources.

4.10

- **Shared Space and Social Impact:** BCCRIS highlighted that the city centre needed to be a place for everyone, with design and management fostering that sense of space for everyone, focusing on what appeals and attracts all citizens. It recommended making public spaces friendly for all ages; informal leisure and sports uses; increased

water activity on the river etc and ensuring social benefit is an integral element of city investments. There have been positives on this including for example use of 2 Royal Avenue as a civic and cultural space and opening up of the rear area into Bank Square; Cathedral Gardens pop up park and current redevelopment; incorporation of public space within designs for Belfast Stories; diversification of some retail space for leisure uses (e.g. Castlecourt); various place making schemes, parklets, pavement cafes etc as well as cultural and animation programming. There remains a need to continue to embed this within future development and activity.

4.11

➤ **Additional Levers for Change (Post BCCRIS 2015)**

- **Belfast Region City Deal:** A £1 billion programme of co-investment across central and local government and regional partners.
- **Local Development Plan:** In 2023 Belfast formally adopted the Local Development Plan Strategy, which will shape the physical future of the city. The Plan Strategy provides a statutory basis for the eight policy areas of the BCCRIS to be part of decisions made on development in the city. The LDP provides a 15-year planning framework, and following adoption of the Plan Strategy, work is now underway on the Local Policies Plan which will include the local policies, allocations and site specific proposals to deliver the vision and objectives as set out in the Plan Strategy.
- **Community Planning:** BCCRIS was developed in the context of council's new responsibility to produce a Community Plan for the city, the Belfast Agenda, which was launched in 2017 and underwent a statutory refresh in 2024 with delivery of focused action plans. The development of the city centre is a priority area in the Belfast Agenda.
- **A Bolder Vision:** An ambitious blueprint brought forward by BCC/DfI/DfC to help shape how spaces and places are used with a people focus. Priorities include a strong Civic Spine; Inner Ring Road; Waterfront and City Centre Living. Alignment with the emerging ETP is key.
- **Climate Change:** Belfast declared a Climate Emergency in 2019 with a Climate Commission and Carbon Roadmap in place in 2020, which includes a key focus on the built environment and transport and the need to decarbonise, upgrade and retrofit. Local Area Energy Plan was recently launched. Belfast Agenda has 'Our Planet' as a key priority including resilience and sustainability of built environment.

4.12

Emerging Areas of Focus from Stocktake for the next 5 – 10 years (within context of existing strategy):

- Increasing **city centre living and addressing viability, funding, policy and water infrastructure issues**, noting the economic and social benefits which come from

having a bustling lived in city centre. This is also in the context of the recent **Place Based Growth Proposition** report that was brought to Committee highlighting the growth potential of the city but noting the lack of specific regeneration funding (including for city centre living) comparative to other UK cities to help unlock this.

- **Unlocking major regeneration opportunities and particularly the Tribeca site;** given its scale and location in the heart of the city core and with significant dereliction and vacancy in this area.
- **Delivery of A Bolder Vision** priority projects including public realm development, open space, capital infrastructure (inc major junctions) proposals and inclusive placemaking, recognising that the **Eastern Transport Plan Belfast City Centre Chapter** provides an opportunity to give focus and direction to this. This also includes **removing severance and barriers** to movement between the centre of Belfast and the surrounding communities, the waterfront and Titanic Quarter.
- Continuing the transformation of the **Waterfront** area through the vision of the Belfast Waterfront Promenade Framework and ensuring communities are fully engaged.
- Support to **existing retailers and businesses**, as well as **attracting new businesses and retailers, SME's and social enterprises**.
- **Belfast Region City Deal** and the delivery of transformative, catalytic projects including **Belfast Stories** and **BRT 2**.
- Consideration on the **future use of secondary vacant office space**
- A **multi-agency** approach required in the **management and 'place keeping'** of the **city centre** to ensure it is clean, safe, compassionate and inclusive.
- The importance of **climate considerations** in the development of the built environment including the protection and **preservation of our built heritage**
- Ensuring the city centre is **vibrant, unique and thriving** through **animation, shared space and diversification of uses**– capitalising on Belfast's distinct draw which will support hospitality, retail, SMEs, social enterprises, tourism and night-time economy. A specific focus on **Night-Time Economy** and the opportunities and challenges, including transport.
- The importance of developing **family friendly, shared and safe spaces** with diversification of uses to attract a range of users.

4.13

Key Levers & Ways of Working:

- On the basis that BCCRIS is a collective vision for the city centre and its surrounding areas, as relevant in 2015 as it is today, there is a need for **continued partnership working, across public, private and third sectors** to properly leverage the ambition

and further potential of the city centre for the benefit of the city as a whole and the wider region.

- A collective approach to the recommendations set out in the **Place Based Growth Proposition** that seek to help address the **institutional, physical and market issues** that contribute towards barriers to future inclusive growth and development. To include Belfast **seeking parity with the core cities** in other policy areas including capacity (revenue) funding, place based financial incentives and specific regeneration funding.
- **Increased collaborative ways of working**, and importantly models which ensure the people of Belfast are part of this process. It is estimated that to deliver on the inclusive growth ambitions of the Belfast Agenda, with the city centre identified as a priority, it is likely to require **investment of c£7.5bn**, which will require **private sector funding alongside public / third sector** and collaborative working being critical.
- **Prioritisation** across public sectors, working alongside private / third sector of **catalytic regeneration and infrastructure projects** that will deliver optimal outcomes for the city.
- **The need to look at funding models** to deliver on key priorities and help address viability, infrastructure and placemaking challenges.
- Importance of **inclusion of city centre communities** (inc those that bound the city centre) in regeneration activities and ensuring that **the social impact from development of the built environment** is maximised.
- Recognising that the **development and management of the built environment** and transportation and infrastructure development should be **people focused**.

4.14

Proposed Launch Event – BCCRIS Summit

It is proposed to hold an event to consider the stocktake findings i.e. a BCCRIS Summit on 25 November, in Belfast City Hall. It is proposed that the event will bring together representatives from the public, private and third sectors to celebrate the key BCCRIS achievements delivered over the past decade whilst providing an opportunity to consider the challenges and opportunities going forward. It will provide an opportunity to discuss collective areas of focus and priorities to support the continued inclusive growth and regeneration of the city core and its surrounding areas to 2030. Proposed participants include political representation; original author of BCCRIS Joe Berridge, together with public sector, business and community representation.

4.15

Moving Forward:

As noted above this stocktake is **not a re-write of the existing strategy** for the city centre and the emerging areas of focus are based on the current strategy and the feedback from the stocktake. Deliverability will require a continued collaborative approach across public, private

4.16	<p>and third-party sectors. From a Council perspective, many of these emerging areas of focus are incorporated within the Belfast Agenda Action Plans, the Corporate Plan, CG&R Committee Plan, A Bolder Vision and with a further policy context via the LDP and emerging Local Policies Plan for the city centre. Members will also recall the recent report brought to committee on a Place Based Growth Proposition for Belfast which highlighted the potential for significant enhanced economic growth of the city but with a disparity of funding and powers currently comparative to other city regions. A further report will be brought back to Members on proposed next steps for the Place Based Growth Proposition.</p> <p>Members are asked to provide any further comments on the emerging findings of the stocktake and which can be reflected in the final stocktake report. Following the proposed BCCRIS summit and finalisation of the stocktake report, further updates will be brought back to Committee as appropriate.</p>
5.0	<p><u>Financial and Resource Implications</u></p> <p>Met within existing and approved budget.</p>
6.0	<p><u>Equality or Good Relations Implications/Rural Needs Assessment</u></p> <p>There are no Equality, Good Relations or Rural Needs implications associated with this report.</p>
7.0	<p>Appendices - Documents Attached</p>
	<p>None</p>