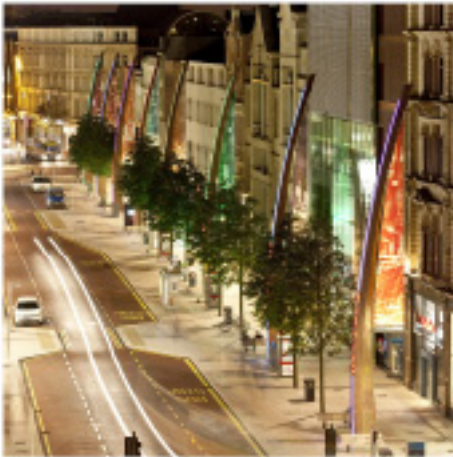Department for
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Urban Regeneration and Community Development Policy Framework

Consultation Document

Urban Regeneration and Community Development Group
Department for Social Development   2012

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Ministerial foreword

As Minister with responsibility for urban regeneration and community development, the wellbeing of our communities is one of my key concerns. I firmly believe that for Northern Ireland to truly prosper, we need to come together to tackle deprivation, strengthen the competitiveness of our towns and cities and develop connected, cohesive and engaged communities - communities that can identify their own needs and work with government and others in meeting those needs and that are connected to and engaged with those around them. The Executive's Programme for Government sets out a challenging agenda and DSD is a key player in delivering key outcomes across all 5 of its priorities.

The success of the Victoria Square development in Belfast and the connections that the Peace Bridge in Londonderry make are examples that demonstrate the potential of our urban areas, the imagination of our communities and what we can achieve when we work together in a purposeful way. I want to see that focus and imagination harnessed for the cause of urban regeneration and community development in Northern Ireland.

To realise this, my Department will need the co-operation of not only the other government departments and the wider public sector but also the support of the private and voluntary and community sectors. This co-operation is essential in this increasingly challenging financial and economic environment – an environment which has highlighted the need for government to be more innovative and cost effective in the way in which we address both the symptoms and causes of deprivation. We need to focus on results ahead of process and eliminate duplication wherever it exists. We must make every penny count.

This strategic Urban Regeneration and Community Development Policy Framework represents a considerable step towards the realisation of these outcomes. The sense of purpose it seeks to implement in our work will help ensure that DSD's investment genuinely adds value, tackles inequality and helps everyone to contribute to, and share in, economic prosperity – as well as increasing the impact of government investment. It is a key element in ensuring that the Executive's objective of "building a shared and better future for all" is realised.

I invite you to take part in this consultation. I encourage all stakeholders to consider this high level draft framework and contribute to producing a final policy framework for urban regeneration and community development that will serve all the citizens of Northern Ireland well in the future.

Nelson McCausland

Minister for Social Development

About this Consultation

The purpose of this consultation document is to seek your views on the proposed Urban Regeneration and Community Development Policy Framework for Northern Ireland.

This document will: set out the context for the introduction of the Framework, detail the proposed policy and enabling objectives for urban regeneration and community development in Northern Ireland and outline the linkages with the objectives of other stakeholders.

The document also proposes the adoption of an outcomes-focused approach to the development of policies and programmes which will be guided by the Framework. To clarify the objectives, resources, activities and outputs needed to achieve these outcomes the use of the Logic Model has been recommended as a key component of implementation.

We are keen to hear from all interested stakeholders. In responding to this document, you will have an opportunity to put forward your views to help finalise the shape of the Framework.

How to respond

The consultation questionnaire which accompanies this document at page 8, will assist you in submitting your views. You should feel free to answer as many or as few questions as you wish. We would very much welcome your participation in this consultation.

Alternative formats of the document can be made available on request and you should forward any such requests using one of the methods detailed below.

Additional copies of this consultation document can be obtained from the Department for Social Development by:

Telephone   028 90 829445/ 028 90 829382

Emailing   URCDPolicy.Framework@dsdni.gov.uk

Writing to: Urban Policy Review Branch, URSD, 3rd Floor Lighthouse
                     Building, Gasworks, Ormeau Road, Belfast, BT7 2JB

The documents can also be viewed and downloaded from the DSD website at www.dsdni.gov.uk or the NI Direct Website at www.nidirect.gov.uk. **Responses must be received no later than 25 October 2012** and should be posted to the above address or emailed to URCDPolicy.Framework@dsdni.gov.uk

Freedom of Information Act 2000

The Freedom of Information Act 2000 gives the public access to any information held by a public authority, namely, the Department in this case. This right of access to

information includes information provided in response to a consultation. Your response, and all other responses to the consultation, may be published or disclosed on request. If you would like your name and/or the content of your response to be treated as confidential, please indicate this clearly.

Executive Summary

This document sets out the Department for Social Development's proposal for an Urban Regeneration and Community Development Policy Framework for Northern Ireland. The Framework will shape the strategic direction of urban regeneration and community development policy over the coming years. It will set out for DSD and its partners, 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. The Framework is informed by the Northern Ireland Executive's Programme for Government 2011 – 2015, DSD's Corporate Plan 2011 – 2015 and the European Commission's 'Europe 2020 A European Strategy for Smart, Sustainable and Inclusive Growth'.

Four policy objectives have been developed, which will focus on the underlying structural problems in urban areas and also help strengthen community development throughout Northern Ireland. The **policy objectives** are as follows:

- Policy Objective 1 – To tackle area-based deprivation:

- Policy Objective 2 – To strengthen the competitiveness of our towns and cities:

- Policy Objective 3 – To improve linkages between areas of need and areas of opportunity: and

- Policy Objective 4 –To develop more cohesive and engaged communities.

In creating a more conducive policy and financial environment for the Framework, we have also identified four **enabling objectives**, as follows:

- Enabling Objective 1 – To maximise the potential of urban regeneration and community development by establishing an evidence-based policy environment:

- Enabling Objective 2 – To maximise the resources available for urban regeneration and community development by supporting an innovative financial environment:

- Enabling Objective 3 – To develop skilled and knowledgeable practitioners in urban regeneration and community development: and

- Enabling Objective 4 – To promote an effective and efficient voluntary and community sector.

A key element of our proposals in developing this Framework is the intention to strengthen our commitment to an **outcomes-focused approach** to our operational activity, as exemplified by the adoption of the Logic Model. The focus of this approach will be on improving the quality, quantity and sustainability of outcomes achieved by placing results ahead of process; drawing on a sound empirical base; responding to the evidenced priority needs of the community; and improving the co-ordination and integration of public services in order to achieve shared outcomes.

A Departmental Equality Screening form has been completed for the draft Framework and is available to view at the following link. (http://www.dsdni.gov.uk/urcd-policy-framework-equality-screening-form.doc)

CONSULTATION QUESTIONS

Framework Questions

1. Do you agree that the four policy objectives in the Framework for urban regeneration and community development are the right ones?

2. Are there any additional policy objectives which should be included in the Framework?

3. Do you agree that the enabling objectives in the Framework are the right ones?

4. Are there any additional enabling objectives which should be included in the Framework?

5. Do you feel that the emphasis on an outcomes-focused approach, as exemplified by the use of the Logic Model, is appropriate?

6. Do you agree with the Department's definition of "urban" or should a more flexible approach be taken in future?

7. Do you agree with the Department's definition of "regeneration"?

8. Do you agree with the Department's definition of "community development"?

9. Is there anything else you would like to add?

Equality Screening Questions

10. Are you content with the conclusion reached in the DSD Equality Screening document? (http://www.dsdni.gov.uk/urcd-policy-framework-equality-screening-form.doc)

11. Are there any issues that have not been addressed? If so, what are these and what measures could be implemented to mitigate against any adverse impact on people in the Section 75 equality groups?

1. **The Need for an Urban Regeneration and Community Development Policy Framework**

1.1. Following a comprehensive review of our urban regeneration and community development policies and programmes, DSD has identified a number of areas where lessons can be learned and improvements made. Some of our current programmes are coming to the end of their intervention timescales and there is a need to reassess their effectiveness within the context of the proposed policy objectives. The draft Framework aims to set out, for DSD and its partners in government, the private sector and the voluntary and community sector, clear priorities for urban regeneration and community development programmes, for both now and after operational responsibility for these are transferred to councils under the reform of local government.

1.2. Northern Ireland's urban areas continue to face persistent problems of deprivation and inequality. The major changes in the world economy, combined with a shift in employment patterns in Northern Ireland from manufacturing to the service industries, have produced uneven effects on both places and communities. Northern Ireland is not isolated from the world economy and has seen sharp rises in unemployment and a significant decrease in economic growth. Many of our citizens struggle to connect with the changing economic environment, both in terms of skills development and access to new employment opportunities.

1.3. These problems have been compounded by decades of conflict and disturbances which have created an additional set of barriers to regeneration and community development. The legacy of the conflict continues to dominate the lives of many, either because of the continued segregation or because of the persistence of deprivation that continues to blight communities. These separations are negative and destructive when they exist in housing, employment and social life. The draft Framework reflects this legacy and the actions required to address the problems caused by it.

1.4. As a result, many communities have come to rely on services provided by the voluntary and community sector to mitigate the symptoms of deprivation. This sector will be under considerable financial pressure in coming years and must adapt to deal with the new circumstances. This will put into sharp relief the capacity of communities themselves and the need to develop the capability within communities to participate in their own regeneration particularly through the support and promotion of volunteering. During the difficult time ahead, it is vital that the values, work and impact of community development, which has grown over many years, is maintained and strengthened where it contributes to the attainment of sustainable towns and cities. DSD's mission "Together tackling disadvantage, building sustainable communities" sets out the Department's overall aspirations for the future of all our communities.

1.5. Government has a clear role to play in successful urban regeneration and community development. One of the most important reasons for government intervention is the need to tackle social deprivation. In recent years,

government intervention has approached this using its legislative powers and public resources, aided and enhanced by investment from both the private sector and the voluntary and community sector. However, despite some success in tackling deprivation, significant challenges remain.

1.6. The changing relationship between central and local government and the increasingly challenging financial and economic situation make this an appropriate time to take stock and rethink how we can best achieve more cohesive and engaged communities. At its best, successful regeneration will help build effective forms of participation and inclusive decision making, stimulate investment into areas where the private sector is weak and transform the quality of the environment in our towns and cities.

1.7. The Programme for Government 2011 – 2015 (PfG) provides the overarching direction for the Department's work and together with the Budget and Investment Strategy establishes the basis for setting our priorities and plans going forward. As a Department, we contribute directly and indirectly to all of the PfG priorities and its central aim of building '**a shared and better future for all**'. The Framework is also complimented by the work being co-ordinated by OFMdFM under the Delivering Social Change agenda.

1.8. The draft Framework has been informed by the Department's strategic objectives, which include:

- Providing access to decent, affordable, sustainable homes and housing support services;

- Meeting the needs of the most vulnerable by tackling disadvantage through a transformed social welfare system, the provision of focussed support in the most disadvantaged areas and encouraging social responsibility; and

- Bringing divided communities together by creating urban centres which are sustainable, welcoming and accessible to all to live, work and relax in peace.

1.9. A number of other organisations within or connected to DSD and its wider social policy role, have key roles to play in helping to achieve the objectives set out in the Framework. Within DSD, these include the Social Security Agency (SSA), Child Maintenance and Enforcement Division (CMED) and Housing Division. Linked organisations include the Northern Ireland Housing Executive (a non departmental public body) and ILEX the urban regeneration company for Londonderry (jointly sponsored with OFMdFM).

1.10. SSA has responsibility in Northern Ireland for the assessment and delivery of welfare benefits. The Agency also provides advice and guidance on those benefits, encourages take up and supports people by helping them move closer to work. In October 2013 SSA will implement Universal Credit as part of the wider Welfare Reform agenda. The overall policy intent of Universal

Credit is to break the cycle of deprivation and address poverty through reducing unemployment and benefit dependency creating a system where being in work is always more beneficial than being on benefits. Implementation of Universal Credit will have important synergies with the strategic policy objectives outlined in the draft Framework.

1.11. CMED through its statutory maintenance service, the promotion of the financial responsibility of parents and its provision of information and support on support options for children also has synergies with the strategic aims of the draft Framework.

1.12. Housing Division has overall control and responsibility for preparing and directing social housing policy in Northern Ireland and works closely with the Northern Ireland Housing Executive and Registered Housing Associations in implementing social housing policies. Housing policy is central to the draft Framework as it binds our communities, helps shape the places we live and provides a central core through which we can tackle deprivation and strive to improve health, education and life chances. There are clear opportunities for housing to play a fuller role in regenerating communities, particularly those which have experienced population decline, empty houses and blight.

1.13. In developing the draft Framework we have had to define what we mean by 'urban', 'regeneration' and also what we consider the definition of 'community development' to be. Our current definition of **urban** is that which was proposed in the Northern Ireland Statistics and Research Agency (NISRA) 'Report of the Inter-Departmental Urban-Rural Definition Group' in which **settlements of over 4,500 people are considered urban and those below that figure rural** (A table listing these settlements is included at Annex A to this document). In future we may want to have a more flexible approach to this definition to allow for better integration of all funding opportunities that are available for urban and rural communities. **Regeneration** can mean different things to different people but for the draft Framework we define it as **activities that reverse economic, social and physical decline in areas where market forces will not do this without the support of government**.

1.14. We have defined **community development** activity as **the main means by which we can be better engaged with local people and support their involvement in improving the neighbourhoods they live and work in.** It 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; and

- Take action to help themselves and make a difference.

2. The Evidence Base for the Framework

2.1. In 2009, the Department appointed a consortium of academics and practitioners, organised and led by Community Places, to analyse current urban regeneration and community development policy and make proposals to formulate the new Policy Framework. The consortium supplied a number of academic papers (available in full on DSD's website. http://www.dsdni.gov.uk/urban-regeneration-community-development.htm) and held focused stakeholder workshops to discuss the proposals. The findings of this work provide the evidence base for the proposed Urban Regeneration and Community Development Policy Framework.

2.2. This work was informed by existing strategies, research and evaluation of Departmental policies, relating to:

- Neighbourhood Renewal[1];

- The Concordat between the Voluntary and Community Sector and the Northern Ireland Government[2];

- Community capacity building[3];

- Measuring the added value of voluntary and community sector activity[4];

- Good practice in town and city centre regeneration[5]; and

- Volunteering Strategy and Action Plan for Northern Ireland[6].

2.3. In developing the Framework proposals we have also examined and learnt from the best practice of others - in the UK, in Europe and further afield. In the course of this examination, a number of common themes have emerged which have steered our thinking in the formulation of this Framework:

- There is a persistent nature to urban decline and concentrations of spatial disadvantage and the best interventions are long term, integrated, participatory led; we should not expect immediate results to complex structural economic, social and environmental problems.

- The best policies strengthen both the competitiveness of urban areas and their social cohesion and also see connectivity to sites of opportunity, labour markets and educational opportunities as a key aspect of successful towns and cities.

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[1] http://www.dsdni.gov.uk/index/urcdg-urban_regeneration/neighbourhood_renewal/nru_publications.htm
[2] http://www.dsdni.gov.uk/consultation-concordat-for-relationships-between-govt-vc-sector.pdf
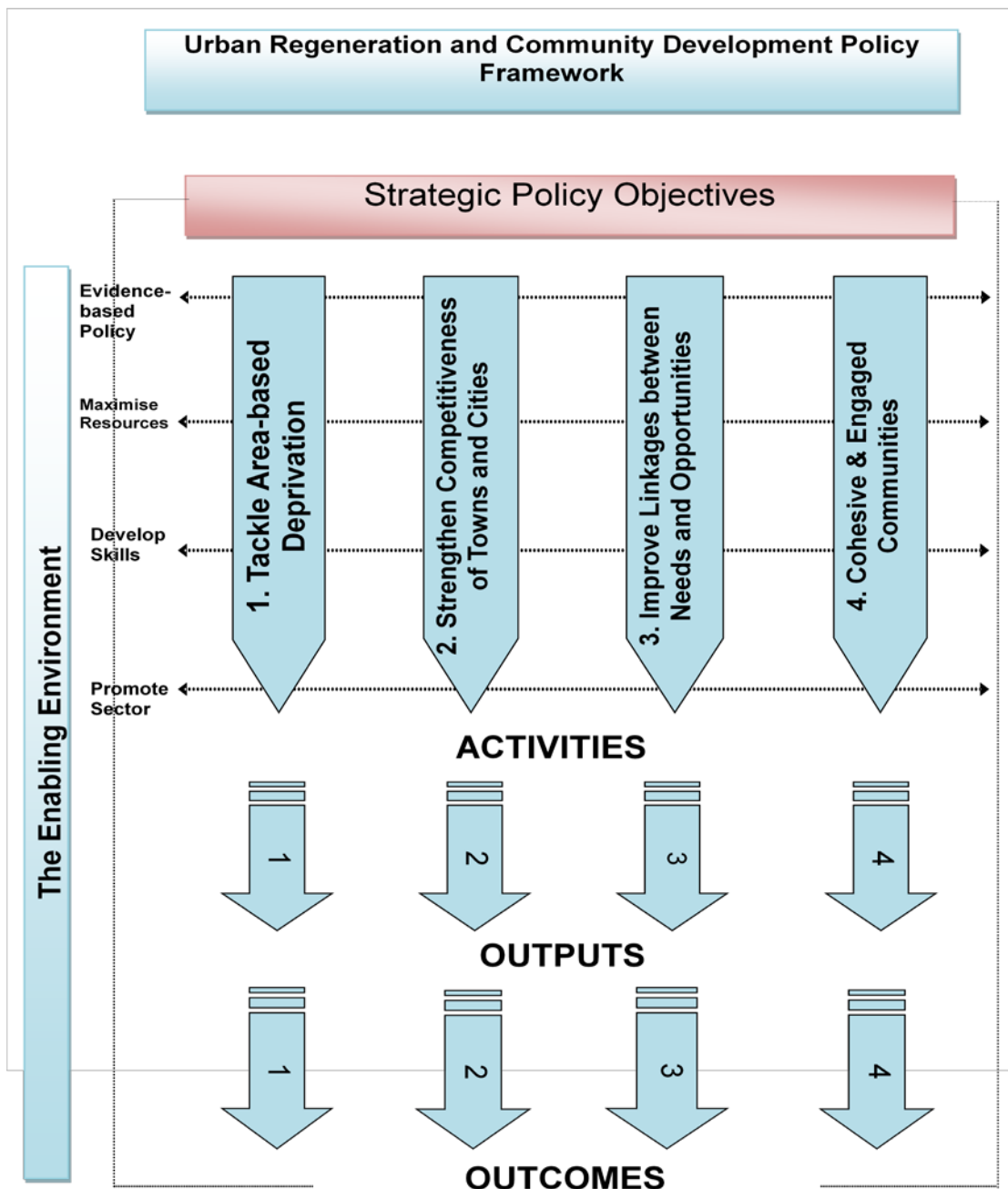[3] http://www.dsdni.gov.uk/vcni-community-capacity-building.pdf
[4] http://www.dsdni.gov.uk/index/voluntary_and_community/vc-publications/vc-guidance.htm
[5] http://www.dsdni.gov.uk/urcdg-vital-viable
[6] http://www.dsdni.gov.uk/join-in-get-involved-2012.pdf

- There is an increasing interest in building sustainable places and communities; places and communities which are not just environmentally sound, but which also offer community cohesion, economic progress and social justice.

- The scale of intervention needs to be both strategic and local; 'strategic' to ensure that we link policy to wider economic, demographic and social changes; and 'local' to ensure that processes of regeneration impact on the neighbourhoods most in need.

- Local engagement is crucial in ensuring that people shape their own destinies as far as possible and that programmes have an impact on those most in need.

- There is an increasing emphasis on the integration of expenditure in local areas and the driving out of duplication. The overall goal of these new approaches is the enhancement of policy outcomes and impacts at a local level. This is taken forward via an outcomes-focused approach using the Logic Model which is set out in Section 5 below. In an era of resource constraint it is essential to avoid duplication in order to ensure the best possible use of all resources.

- The community sector has also restructured to be better skilled, especially in strengthening the economic base of disadvantaged communities, recycling cash in local economies and better linking people to jobs and opportunities across towns and cities.

2.4   These trends, as well as the research of our current policies and programmes, have been taken fully into account in the creation of the draft Framework. The draft Framework has four strategic policy objectives which address the underlying structural problems in urban areas and also help strengthen community development throughout Northern Ireland. These are supported by four enabling objectives which will create a more conducive policy and financial environment. Operational activity will be strengthened by an outcomes-focused approach. This is illustrated in the diagram below.

3. The Framework Policy Objectives

3.1 Policy Objective 1 – To Tackle Area-based Deprivation

3.1.1 Far too many of our citizens lack access to emerging economic and social opportunities, and the capacity to take advantage of these opportunities when they arise. This means inequalities in areas such as health and education ensure that deprivation persists from generation to generation in many of our neighbourhoods. While our intervention has meant that real gains have been made in tackling deprivation in our most disadvantaged communities, there is still much more to do to enable everyone to achieve their potential.

3.1.2 We will aim to tackle deprivation and promote inclusion by reducing the socio-economic gaps between areas and communities. Key actions in the delivery of this objective will include:

- Supporting programmes that aim to reduce worklessness and enable people to reach their full potential;

- Collaborative working with other departments and agencies in order to improve the life chances of people in disadvantaged areas, in particular focusing on early interventions targeting children and young people;

- Supporting projects and programmes that address the specific needs of socially excluded people and groups, and enabling public services to operate in more targeted and locally-engaged ways;

- Preparing and collating research and statistics on deprivation in order to help set local priorities and plan effective collective action;

- Promoting social economy interventions, to retain finance within disadvantaged communities; and

- Using financial instruments to stimulate investment especially where it meets local needs or offers local services and facilities.

3.2 Policy Objective 2 – To Strengthen the Competitiveness of our Towns and Cities

3.2.1 We will aim to drive economic growth by ensuring that we have competitive town and city centres, with Belfast as the economic driver for the region. In Northern Ireland, our towns and cities form a hierarchy of settlements. We will aim to ensure that their relationships to one another, the interdependencies between their functions, and their links with their rural hinterlands, support and contribute to the economic and social development of the region as a whole. To flourish, they require quality infrastructure and a sustainable transport system, as well as the ability to attract and retain new and existing businesses and provide

people with access to jobs and accommodation. Facilitating and incentivising investment in these urban centres is a vital part of our economic modernisation. It also adds to areas, something that was noted in the first NI Peace Monitoring Report[7] published in February 2012. It recognised the value of new confident and vibrant shared urban spaces.

3.2.2 Key actions in the delivery of this objective will include:

- Ensuring effective planning of town/city centres, such as masterplanning that integrates planning policies, investment, regeneration and public realm improvements in our Central Business Districts (including clear links to the reformed planning system);

- Supporting the development of shared and safely accessible commercial centres and development sites;

- Supporting the diversification of town/city centre uses (such as town centre living and non-retail uses), including strengthening the night-time economy;

- Undertaking site assembly and purchase of land and buildings for development in the public interest;

- Undertaking initiatives that will bring together key stakeholders to benefit town/city centres (for example, through marketing and promotion or through the use of BIDS);

- Undertaking initiatives that improve the quality of urban design, distinctiveness and townscape quality; and

- As in policy objective 3, working with others to increase physical access to services, facilities and opportunities for employment.

3.3 Policy Objective 3 – To Improve linkages between Areas of Need and Areas of Opportunity

3.3.1 One of the main economic challenges of our towns and cities in Northern Ireland has been the exclusion of disadvantaged communities from economic and social opportunities both in established commercial districts and in newly regenerated places, a problem further exacerbated by the physical and cultural barriers that exist as a result of our history.

3.3.2 We will aim to ensure that people in disadvantaged, isolated or segregated areas have increasing opportunities to benefit from

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[7] www.community-relations.org.uk/fs/doc/publications/NIPMR_2012_new_1.pdf

economic growth, by improving the linkages between these areas and urban assets and employment opportunities, and by tackling interfacing and promoting open interaction between communities as long as this is safe, practicable and desirable. Key actions in the delivery of this objective will include:

- Strengthening the connection between key investment sites (such as town/city centres, particularly high-performing service centres) and disadvantaged neighbourhoods or segregated communities;

- Physical regeneration of interface areas, including environmental improvement, remodelling, securing the release of development sites and the agreed removal of interface barriers where this is safe, practicable and desirable;

- Sustainable brownfield redevelopment, including the protection and improvement of buildings and open spaces, preservation of historic and cultural heritage, and development of community gardens, allotments and green spaces;

- As in policy objective 1, strengthening networks and cross-interface schemes to develop positive community responses to social, economic and environmental problems;

- Working with others, including the planning and housing authorities, to strengthen the balance of urban communities in terms of their tenure, income, religious and social mix; and

- As in policy objective 2, working with others to increase physical access to services, facilities and opportunities for employment.

3.4 Policy Objective 4 – To Develop More Cohesive and Engaged Communities

3.4.1 Communities are at their most vibrant when people have a strong degree of self-determination, becoming active citizens who shape and participate in their own community. This engagement is the foundation on which our policies and programmes should be built, yet it is often in the most disadvantaged areas that people are least equipped to engage. The voluntary and community sector in Northern Ireland has a long and distinguished track record in supporting disadvantaged areas, and we want to build on this by making it easier for communities to engage with government.

3.4.2 We will promote engagement by ensuring that people are at the heart of shaping the regeneration of their own communities. Key actions in the delivery of this objective will include:

- Developing volunteering and active citizenship;

- Developing networks, partnerships and participation within and between communities, to empower local people to contribute to improving their neighbourhoods and town centres;

- Strengthening networks and cross-interface schemes to develop positive community responses to social, economic and environmental problems; and

- Supporting local asset ownership and management by communities, to meet their needs and create opportunities for development of facilities e.g. Community Asset Transfer / Development Trusts.

4.   The Framework Enabling Objectives

4.1 To support the 4 strategic policy objectives for the draft Urban Regeneration and Community Development Framework outlined in this document DSD recognises that a more conducive policy and financial environment is required and considers the 4 enabling objectives outlined below will support and develop this environment. In doing this these enabling objectives will help:

- attract the maximum flow of public spending to urban regeneration and community development;

- lead policy innovation;

- consider financial instruments that lever additional resources;

- build the skills and competencies of practitioners across sectors; and

- create more sustainable forms of financial support for under invested communities.

4.2 Enabling Objective 1 – To Maximise the Potential of Urban Regeneration and Community Development by Establishing an Evidence-based Policy Environment

4.2.1   The Department will aim to create an effective enabling environment for urban regeneration and community development, by developing innovative policies and programmes which are effective, evidence-based and adaptive to local needs. Key actions in the delivery of this objective will include:

- Collation of data, research and analytical intelligence on urban regeneration and community development, to enable ongoing monitoring and evaluation of policy impacts and expenditure;

- Monitoring and evaluation of the impact of expenditure in terms of effectiveness, efficiency and value for money; and

- Research and dissemination on the efficacy of interventions.

4.3 Enabling Objective 2 – To Maximise the Resources available for Urban Regeneration and Community Development by Supporting an Innovative Financial Environment

4.3.1 The Department will aim to support an effective enabling environment for urban regeneration and community development by maximising the available resources. Key actions in the delivery of this objective will include:

- Examining the feasibility and potential of suggested new instruments to maximise the financial opportunities for urban regeneration and community development; and

- Negotiating with relevant government departments and agencies to better integrate the spatial effects of public spending in urban regeneration and community development through the use of financial oversight and accounting tools.

4.4 Enabling Objective 3 – To Develop Skilled and Knowledgeable Practitioners in Urban Regeneration and Community Development

4.4.1 We will facilitate learning for practitioners in urban regeneration and community development, by identifying accredited sources of learning and promoting these to practitioners. This will include consideration of technical skills concerning financial management, project planning and investment; mediation, negotiation and bargaining skills that have relevance in regenerating contested places; and analytical skills that strengthen understanding of impacts and outcomes, and how to shift direction in delivery. Key actions in the delivery of this objective will include:

- Identifying accredited sources of relevant training, e.g. National Occupational Standards for Community Development that will be of value to public sector urban regeneration and community development practitioners (and in some cases partners in other sectors), and signposting practitioners to these;

- Identifying gaps in the supply of skills, knowledge and learning across the region and taking action to address these; and

- Ensuring that effective learning systems and examples of best practice are highlighted and transferred, within and between sectors.

4.5 Enabling Objective 4 – To Promote an Effective and Efficient Voluntary and Community Sector

4.5.1 Effective partnership between government and the voluntary and community sector can make a valuable contribution to more responsive and people-centred public services. The voluntary and community sector encompasses a wide spectrum of activity, including community development, the arts, sport, faith-based, education, neighbourliness, youth, environmental, health and direct care activity.

4.5.2 We will aim to work with the voluntary and community sector as social partners to build a participative, peaceful, equitable and inclusive community in Northern Ireland. Key actions in the delivery of this objective will include:
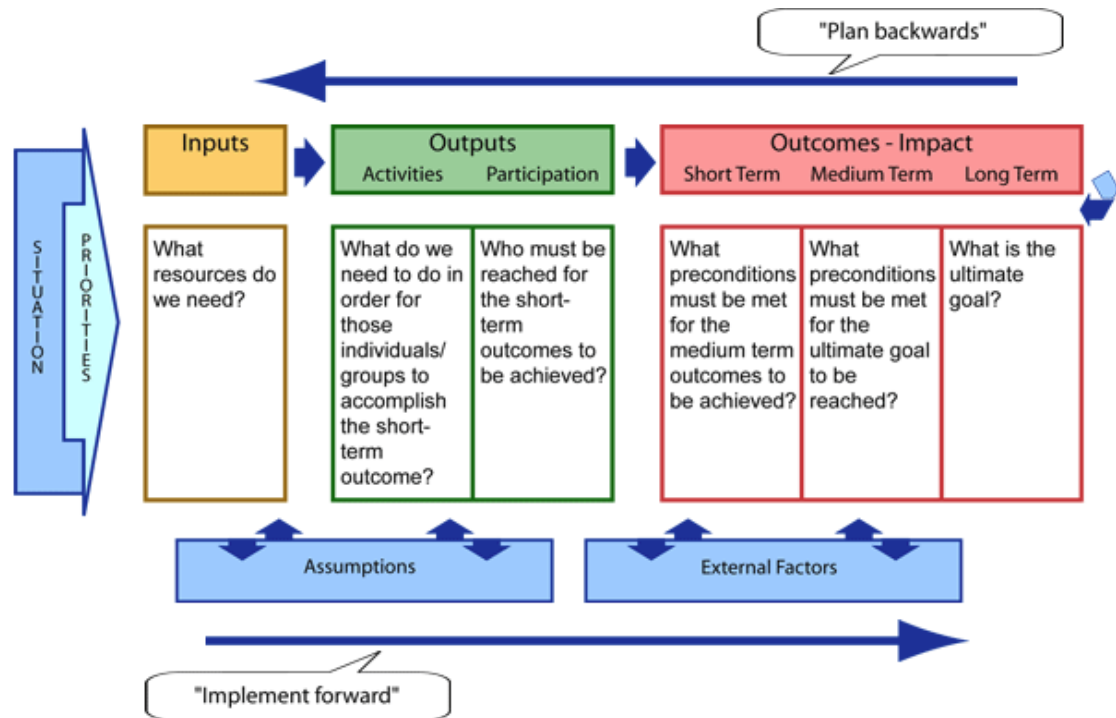
- Recognising the independence of the sector and its right to campaign within the law, to comment on and, where appropriate, to challenge government policy;

- Working together with the sector to remove duplication of services, systems or overheads where this exists;

- Maximising opportunities for voluntary and community sector participation in procurement processes;

- Developing proposals, in discussion with the sector, for embedding full cost recovery within contractual arrangements between public sector and voluntary and community sector organisations;

- Investigating the potential for community asset management and ownership; and

- Considering and utilizing the wide range of funding mechanisms and contractual arrangements that are potentially available to support an outcomes-focused approach.

5. An Outcomes-focused Approach (The Logic Model)

5.1 There is a growing consensus that the public sector requires a greater focus on priority outcomes rather than activities. This is driven both by a desire to actually achieve results and also to deliver services in more innovative and cost effective ways. In its most general sense, an outcomes-focused approach uses the desired outcome as its starting point and works backwards to define the outputs, activities, resources and rationale. This outcome is then measured using a set of evidence based indicators.

5.2 The Logic Model describes logical linkages among programme resources, activities, outputs, audiences, and short, intermediate, and long-term outcomes related to a specific problem or situation. With this model the planning sequence is inverted, thereby focusing on the outcomes to be achieved - we ask ourselves "what needs to be done?" rather than "what is being done?" Logic models link the problem (situation) to the intervention (our inputs and outputs), and the impact (outcome).

The diagram below illustrates the logical path of the outcomes model.

A further overview of the Logic Model is available on the following link:
www.uiweb.uidaho.edu/extension/**LogicModel**.pdf

5.3 Considering our research and the evidence base we have gathered, we believe that an outcomes-focused approach offers the best way forward for urban regeneration and community development investment in Northern Ireland. In practice, this means policies and programmes that flow from the Framework will focus on:

- results ahead of process

- using evidence to support action

- working in ways that are more responsive to community needs and more collaborative across and within sectors.

5.4 In agreeing outcomes to support the policy Framework DSD will have to work with others (within the department, other departments, public bodies and the voluntary and community sector) to ensure the resources invested in urban regeneration and community development are maximised. Evaluation of the implementation of the outcomes approach is also important in that it allows changes to be made speedily to address imbalance or unsuccessful activity.

5.5 The outcomes-focused approach to support the policy Framework will be taken forward through operational programmes as part of its implementation. This will involve close liaison with all stakeholders.

6. The Way Forward

6.1 Following consultation on the high level policy objectives and enabling objectives proposed in this document, we will publish the Framework document. Existing policies and programmes will be assessed to ensure compliance with the Framework. New policies and programmes will be developed within this context. We will commence detailed discussions with our partners in central and local government, the private sector and the voluntary and community sector to take forward the Framework and agree associated outcome measures. These discussions will be conducted in parallel with the proposed implementation of the reform of local government, but if circumstances require, will be taken forward as a stand-alone piece of work by DSD.

AREAS

	Population
Urban Areas	**1,096,616**
Band A: Belfast Metropolitan Urban Area	**579,554**
Bangor	58,388
Belfast Urban Area	276,459
Carrickfergus	27,201
Carryduff	6,595
Castlereagh Urban Area	54,990
Greenisland Urban Area	5,050
Groomsport & Crawfordsburn	1,404
Helen's Bay	1,362
Holywood Urban Area	12,037
Lisburn Urban Area	71,465
Milltown (Lisburn Local Government District)	1,361
Newtownabbey	62,056
Seahill	1,186
Band B: Londonderry Urban Area	**90,736**
Culmore	2,960
Londonderry	83,699
Newbuildings	2,496
Strathfoyle	1,581
Band C: Large Town	**223,884**
Antrim	20,001
Ballymena	28,717
Coleraine	24,089
Craigavon Urban Area (inc Bleary)	57,685
Larne	18,228
Newry City	27,433
Newtownards	27,821
Omagh	19,910
Band D: Medium town	**100,625**
Armagh City	14,590
Banbridge	14,744
Cookstown	10,646
Downpatrick	10,316
Dungannon	11,139
Enniskillen	13,599
Limavady	12,135
Strabane	13,456

Band E: Small Town	**101,817**
Ballycastle	5,089
Ballyclare	8,770
Ballymoney	9,021
Ballynahinch	5,364
Coalisland	4,917
Comber	8,933
Donaghadee	6,470
Dromore (Co Down)	4,968
Kilkeel	6,338
Magherafelt	8,372
Newcastle	7,444
Portrush	6,372
Portstewart	7,803
Randalstown	4,956
Warrenpoint	7,000

Linkages

Other Departments

In formulating the Framework and in taking forward actions from it DSD will take account of and link with a number of policies and strategies led by other departments that have an impact on urban regeneration and community development. These include:

- the ***Programme for Government 2011- 2015***, which sets out the Executive's priorities for the current mandate;
- the ***Economic Strategy***, which sets out how the Executive plans to grow a prosperous local economy over the short, medium and longer term to 2030;
- the ***Regional Development Strategy 2035 (Building a better future)***, which sets the context for planning the longer-term growth and balanced development of the hierarchy of urban settlements in Northern Ireland;
- ***Lifetime Opportunities,*** the anti-poverty and social inclusion strategy, which gives particular priority to the needs of children and young people, the importance of employment and a decent earned income as the best welfare during people's working lives, and the vulnerability and needs of older citizens;
- ***The Delivering Social Change Programme*** led by OFMdFM which aims to foster cross-Departmental working in order to focus efforts and resources on ensuring a sustainable reduction in poverty especially child poverty;
- the ***Everyone's Involved: Sustainable Development Strategy and Focus on the Future: Sustainable Development Implementation Plan 2011 - 2014***, which aims to identify and develop actions that will improve quality of life for current and future generations;
- the ***Architecture and the Built Environment for Northern Ireland*** policy, which aims to strengthen the quality of design, construction and performance of publicly funded development especially in major capital investments;
- the draft ***Rural White Paper,*** which examines issues and challenges facing rural communities, the ***Rural White Paper action plan*** which is an initiative aimed at addressing the key issues and challenges facing rural areas;
- a ***Healthier Future: A Twenty Year Vision for Health and Well Being in Northern Ireland 2005-2025***, which emphasises the link between poverty and poor health, the particular needs of children and the importance of community development approaches to reducing health inequalities;
- the ***Strategic Framework for Education*** in Northern Ireland, which highlights the need for equality, including and valuing young people and developing systems that allow every child to reach their full potential;

- ***Success Through Skills (Transforming Futures)***, the skills strategy for Northern Ireland, which highlights the need to address the problems of the most disadvantaged and economically inactive people in our society, particularly where this requires addressing the barriers to employment and employability;
- the ***Social Economy Enterprise Strategy 2011 - 2012***, which aims to increase awareness of the sector, develop business strength and support action, especially through urban regeneration, to support social enterprises and entrepreneurial action:
- ***Improving Children's Life Chances*** - *the* ***Child Poverty Strategy*** which sets out the actions proposed by the NI Executive to address child poverty; and
- the ***Public Health Strategic Framework (Investing for Health)*** which is currently under development.

The Framework will take account of the above strategies, and other relevant approaches as they emerge, with the aim of ensuring that DSD's urban regeneration and community development spend genuinely adds value, tackles inequality and helps everyone to contribute to, and share in, economic prosperity.

Business Improvement Districts (BIDS) – a defined geographic area of commercial activity within which local businesses agree, through a local ballot, to pay an additional charge on their business rates in order to improve and enhance services and environmental conditions.

the Budget – Northern Ireland Executive's Budget 2011-15 which sets out in more detail the spending plans for Northern Ireland departments over the period 2011-2 to 2014-15.

Central Business District – the commercial and often geographic heart of the city or town.

CMED – Child Maintenance and Enforcement Division.

Community Assets – land and buildings owned or managed by voluntary and community sector organisations that can be enjoyed by a wide variety of groups.

Community Asset Transfer – where central or local government transfers land or buildings into the ownership or management of a voluntary and community sector organisation.

Community Development – community development activity is the main means by which we can be better engaged with local people and support their involvement in improving their neighbourhoods they live and work in.

the Department – the Department for Social Development unless otherwise stated.

DETI – the Department of Enterprise, Trade and Investment.

Development Trust – community organisations which are owned and managed by the local community; aim to achieve the sustainable regeneration of a community or address a range of economic, social, environmental and cultural issues within a community; are independent but seek to work in partnership with other private, public and voluntary and community organisations; aim to reduce dependency on grant support by generating income through enterprise and the ownership of assets. Surpluses are principally reinvested in the organisation or community.

DSD – the Department for Social Development.

the Economic Strategy – Strategy setting out the Northern Ireland Executive's vision and priorities for sustainable economic growth and prosperity, aimed at improving the economic competitiveness of the Northern Ireland economy.

EQIA Guidance – Practical Guidance on Equality Impact Assessment published by the Equality Commission for Northern Ireland in February 2005.

the Framework – the Urban Regeneration and Community Development Policy Framework, which sets out the strategic direction, organisation and the monitoring/ evaluation systems for urban regeneration and community development policy in Northern Ireland over the coming years.

ILEX – the urban regeneration company for Londonderry.

the Investment Strategy – Investment Strategy for Northern Ireland 2008-2018 or Draft Investment Strategy for Northern Ireland 2011-2021, which identifies priority areas for infrastructure investment in the years ahead and helps stakeholders in public, private and voluntary and community sector partners plan for the challenge of delivering the infrastructure programme.

the Logic Model – outcomes-focused model which describes logical linkages between programme resources, activities, outputs, audiences, and short, intermediate and long-term outcomes related to a specific problem or situation.

MDM/Multiple Deprivation Measures 2010 – the Northern Ireland Multiple Deprivation Measure (NIMDM) 2010 report identifies small area concentrations of multiple deprivation across Northern Ireland. It updates and replaces the NIMDM 2005 as the official measure of deprivation in Northern Ireland.

Neighbourhood Renewal – Neighbourhood Renewal Strategy launched in 2003; this long term (7 – 10 year) strategy targets those communities throughout Northern Ireland suffering the highest levels of deprivation. This is a cross government strategy and aims to bring together the work of all government departments in partnership with local people to tackle deprivation in all aspects of everyday life.

NISRA – the Northern Ireland Statistics and Research Agency.

OFMdFM – Office of the First Minister and deputy First Minister.

Outcome – the results (caused or prevented) of a policy, activity, project, programme or investment as experienced by a stakeholder of that action or activity.

Outcome Indicators – measures/indicators used to determine whether or not a particular outcome has occurred.

the Programme for Government (PfG) – Programme for Government 2011-15 articulates the Northern Ireland Executive's strategic priorities and key plans for 2011-5 – with 'growing the economy' as the top priority.

Regeneration – activities that reverse economic, social and physical decline in areas where market forces will not do this without the support of government.

Rural – as defined in the NISRA Report of the Inter-Departmental Urban-Rural Definition Group i.e. settlements with population of less than 4,500.

Section 75 – section 75 of the Northern Ireland Act 1998.

Social Economy Enterprise (SEE) – across government departments, definition includes those organisations that have a social, community or ethical purpose, operating using a commercial business model and have a legal form appropriate to a not for personal profit status.

Spatial – of, or relating to, space.

SSA – the Social Security Agency.

Urban – for the purposes of this document, as defined in the NISRA Report of the Inter-Departmental Urban-Rural Definition Group.

Notes

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Department for
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Development

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