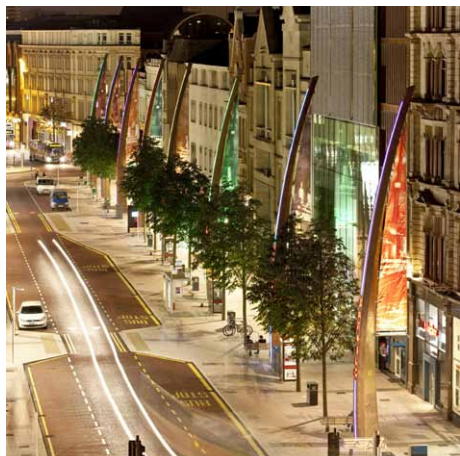




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Urban Regeneration and Community Development Policy Framework



Urban Regeneration and Community Development Group
Department for Social Development July 2013

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Ministerial Foreword

The Northern Ireland Executive's Programme for Government 2011-2015 (PfG) aims **"to build a shared and better future for all"**, with the primary focus being to grow the economy and tackle disadvantage.

DSD plays an important role in contributing to the PfG challenges and commitments through a significant amount of investment in both urban regeneration and community development activity. As Minister for Social Development I firmly believe that for Northern Ireland to truly prosper we need to work together to tackle deprivation, strengthen the competitiveness of our towns and cities and develop connected, cohesive and engaged communities.



Whilst the Department's Mission statement **"Together, tackling disadvantage, building sustainable communities"** and our Vision **"Helping people change their lives for the better"** reflect the reasoning for our activity and investment, it is acknowledged that there is limited clarity around the objectives and outcomes associated with the urban regeneration and community development programmes we deliver.

This Policy Framework, for the first time, establishes an overarching structure for the Department's urban regeneration and community development activity. The need for a Policy Framework stems from the requirement to ensure proper governance and accountability for the Department's interventions and to be able to demonstrate outcomes that contribute to DSD's key priorities and Mission statement. This is especially important given not only the major changes in the global economy but also the Reform of Local Government in 2015 when Councils will be given a greater role in regeneration and community development. This Framework will shape the way that regeneration and support for the voluntary and community sector are delivered in Northern Ireland in the future.

The Framework contains four **policy objectives** which have been developed to focus on the underlying structural problems in urban areas and help strengthen community development throughout Northern Ireland. To support these policy objectives and to help create a conducive policy and financial environment the Framework also contains four **supporting actions**.

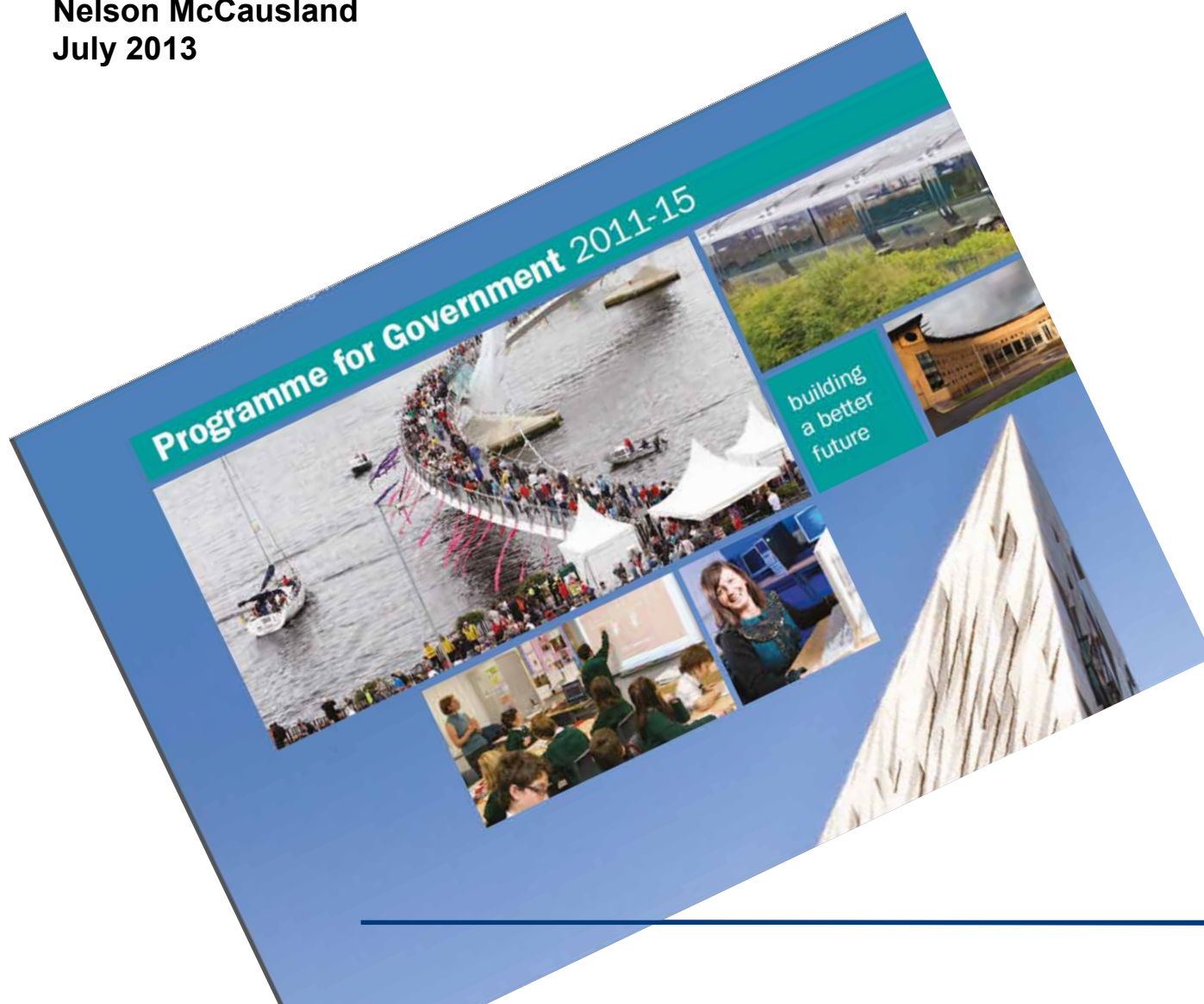
In implementing our new Framework, programmes will be developed and adapted as necessary to meet the challenges in these policy areas. For our operational activity we will adopt '**the Logic Model**'. We believe this approach has the potential to deliver real change in the quantity, quality and sustainability of outcomes achieved for our communities. It is defined by its focus on results ahead of process; its strong use of evidence (drawing upon research and evaluation); its responsiveness to the priority needs of the community and its joined-up nature, in that it places considerable emphasis on improving the co-ordination and integration of public services in order to achieve shared outcomes.

The Policy Framework will aim to ensure that DSD's investment in urban regeneration and community development genuinely adds value, tackles inequality and helps everyone to contribute to, and share in, economic prosperity.

I am committed to the successful implementation of this Policy Framework and to working with partners, across government, both local and central, and private and voluntary and community sectors to help people to change their lives for the better.

Nelson McCausland

Nelson McCausland
July 2013



Executive Summary

This Policy Framework sets out the Department for Social Development's policy objectives for urban regeneration and community development in Northern Ireland for at least the next decade. It will provide a clear strategic direction for DSD and inform its partners in central and local government and in the voluntary and community sector.

The Framework sets out four policy objectives that will form the basis of any future policy or programme development in urban regeneration and community development. The **policy objectives** are:

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

It also contains a set of four supporting actions which will help develop a more conducive policy and financial environment in which the Policy Framework will operate. The four **supporting actions** are:

- **Supporting Action 1 – We will maximise the potential of regeneration and community development by supporting an evidence-based policy environment.**
- **Supporting Action 2 – We will maximise the resources available to regeneration and community development by supporting an innovative financial environment.**
- **Supporting Action 3 – We will support the development of skilled and knowledgeable practitioners in regeneration and community development.**
- **Supporting Action 4 – We will promote an effective and efficient voluntary and community sector.**

In addition the Policy Framework contains DSD's commitment to adopt an outcomes-focused approach (*'the Logic Model'*) to operational activity on urban regeneration and community development. This approach will focus on results ahead of process, using evidence to support action and working in ways that are more responsive to community needs and more collaborative across and within sectors.

To ensure that the Policy Framework is relevant to wider government policy it has been designed taking into account the Northern Ireland Executive's 'Programme for Government 2011-2015', the European Union's 10 year growth strategy 'Europe 2020 – A Strategy for Smart, Sustainable and Inclusive Growth' and has at its core the 'Department for Social Development's Corporate Plan 2011-2015'. The Policy Framework will be reviewed following major amendment or replacement of any of these key strategic documents to ensure it remains contemporary.

1. Introduction

This Urban Regeneration and Community Development Policy Framework sets out the strategic direction for the delivery of urban regeneration and community development policies and programmes in Northern Ireland both before and after the Reform of Local Government (RLG).

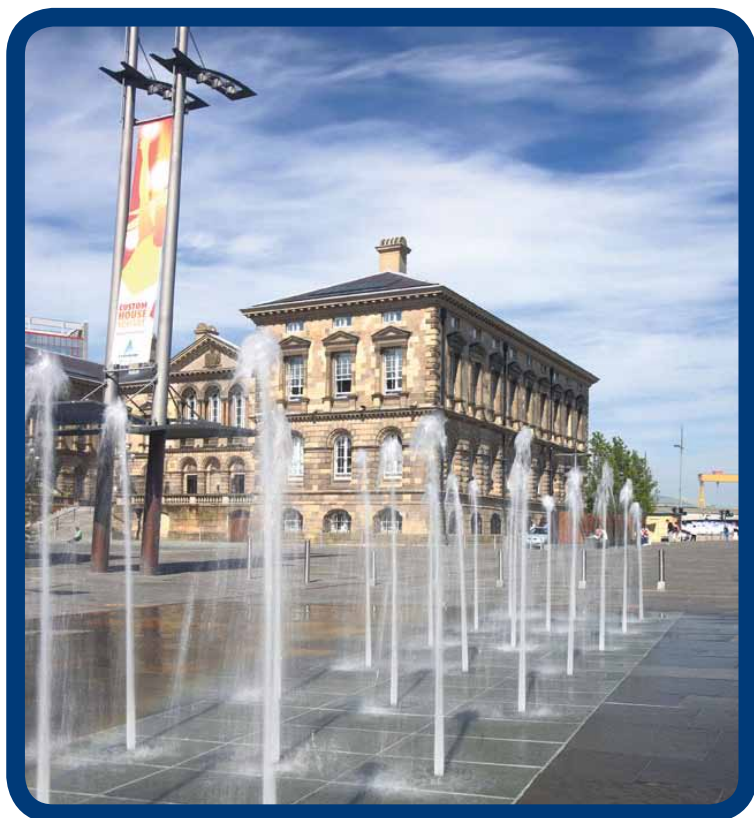
A Policy Framework is defined as a tool that guides decision making, sets future direction, identifies important connections and supports the alignment of policies and programmes both inside and outside an organisation. This Urban Regeneration and Community Development Policy Framework therefore has three main goals, namely:

- **To clarify what we are trying to achieve.**
- **To help coordinate activities between DSD and other stakeholders and to ensure policy alignment and consistency.**
- **To influence our work in urban regeneration and community development by providing strategic direction to both our planning and policy development.**

This Framework has been developed using an evidence base that includes a review of the performance of DSD urban regeneration and community development policies and programmes, a review of such policies elsewhere, an analysis of urban regeneration and community development conditions in Northern Ireland and a number of focused workshops. The findings of these reviews

provide the evidence base for the Framework and are available in full on the DSD website¹.

The public consultation on the Framework concluded in October 2012. An analysis of responses to the consultation was undertaken and reported to the Social Development Committee of the Northern Ireland Assembly in January 2013². The analysis indicated broad support for the Framework, the proposed policy objectives and supporting actions and the use of 'the Logic Model' in the design and implementation of programmes. A number of responses to the consultation made comment on the implementation of the Policy Framework; these will also help to shape the design of future policies and programmes.



¹ <http://www.dsdni.gov.uk/ur-community-development-policy-framework.htm>

² <http://www.dsdni.gov.uk/ur-community-development-policy-framework.htm>

The Framework has been informed by the NI Executive's 'Programme for Government 2011 – 2015' and the European Union's 10 year growth strategy – 'Europe 2020 – A strategy for smart, sustainable and inclusive growth', and has at its core the 'Department for Social Development's Corporate Plan 2011-2015' and its three key strategic priorities, namely:

- To provide access to decent, affordable, sustainable homes and housing support services.
- To meet the needs of the most vulnerable by tackling disadvantage through a transformed social welfare system, the provision of focused support to the most disadvantaged areas and encouraging social responsibility.
- To bring divided communities together by creating urban centres which are sustainable, welcoming and accessible to live, work and relax in peace.

The remainder of this document sets out:

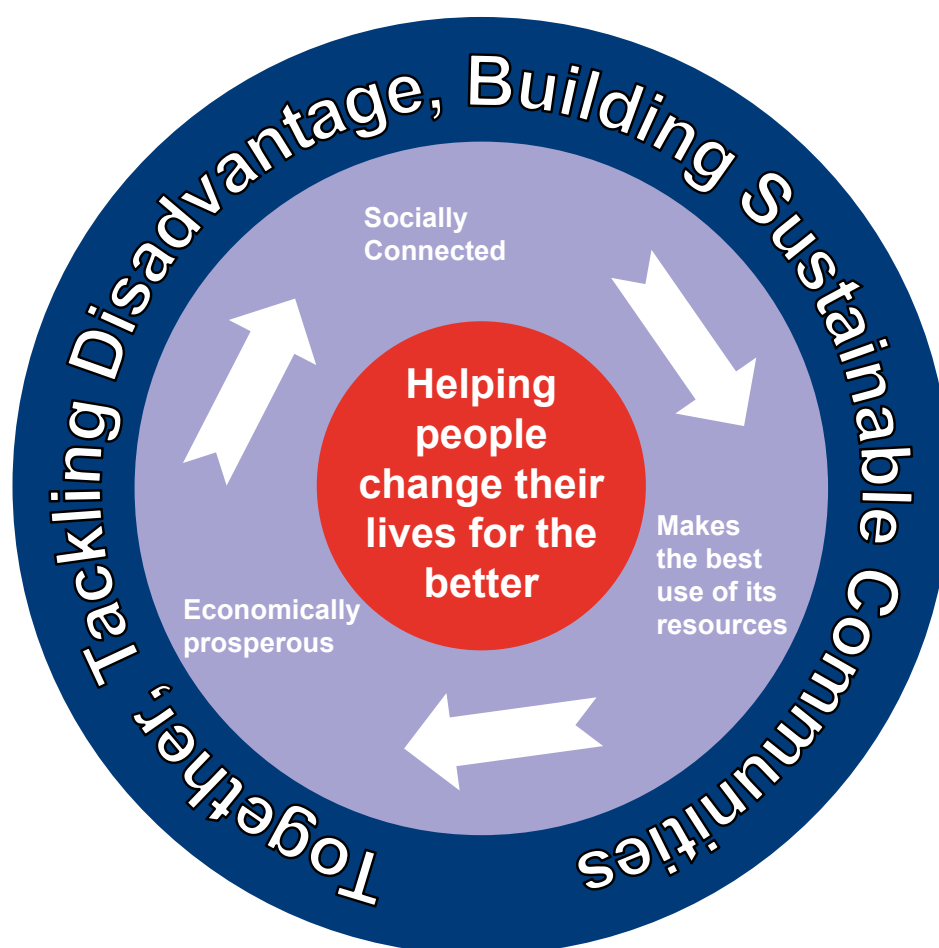
- The links to the Department's mission, vision and aims.
- A definition of the key terms used.
- The need for the Policy Framework.
- The evidence base informing development of the Framework.
- The *policy objectives* that will frame our future urban regeneration and community development policies and programmes.
- The *supporting actions* which will help provide the evidence-based policy and financial environment to support the policies and programmes.
- The outcomes-focused approach (*'the Logic Model'*) which will guide operational intervention.
- The linkages with other departmental policies and strategies.
- Information as to what we will do next.

2. DSD Mission, Vision and Aims

The Department's Mission is **'Together, tackling disadvantage, building sustainable communities.'** This describes broadly our aspirations for the future of communities in Northern Ireland.

Our Vision is **'Helping people change their lives for the better'**, improving the quality of life and well-being of our society which aligns with the Programme for Government aim of **'a shared and better future for all.'**

Figure 1 DSD Mission, Vision and Aims



Aims

We want Northern Ireland to be a sustainable society underpinned by the principle of social responsibility, a strong and shared community; a society in which people from all walks of life, regardless of their political persuasions, race, sexuality, disability or none, marital status, or income, share facilities and environments and have a stake in a common future.

Over the longer term our work will be firmly focused on delivering positive and lasting changes that will create a society which is:

- **Socially Connected** – encouraging and supporting positive engagement between people in communities to create a greater sense of participation, responsibility and shared purpose.
- **Sustainable in its use of Resources** – encouraging communities to take up the baton of responsibility for maintaining and caring for their environments in an appropriate manner to support the Department's investment in their area; and responding to the diverse needs of the population, providing opportunity and choice and contributing to a better quality of life and a general sense of well-being.
- **Economically Prosperous** – encouraging and promoting economic activity in communities, attracting inward investment, seeking to improve public services in a value for money way and promoting sharing of resources between communities with the aim of helping to reduce relative levels of poverty and an increase in the prosperity of the general population.

These are long-term aims. We have to be realistic about what we can achieve over the short to medium term given that the present difficult economic climate is unlikely to change soon. However, we will do all that is possible to maximise the resources that are available to us. We will aim to work more smartly and more efficiently - joining up across the Department and wider Government and involving local communities and other sectors to deliver on our commitments. We will firmly focus on our longer term aspirations by exploring new and more effective and sustainable solutions to the problems faced by individuals, families and communities.

3. Framework Definitions

As one of the purposes of the Policy Framework is to bring clarity to the objectives and outcomes associated with the ‘urban regeneration’ and ‘community development’ programmes we deliver, it is important to define these terms for the purposes of the Framework.

The Northern Ireland Statistics and Research Agency (NISRA) ‘Report of the Inter-Departmental Urban-Rural Definition Group (2005)’ proposed that settlements of over 4,500 people are considered **urban** and those below that figure rural. It is this clear definition that has guided our interventions. However we acknowledge the need, expressed by a number of respondents to the consultation, to adopt a more flexible approach to this definition and will work with the Department for Agriculture and Rural Development (DARD) on commitments in the Rural White Paper Action Plan to:

- Better co-ordinate urban and rural regeneration needs.
- Maximise and, where possible, integrate funding opportunities available for regeneration of urban and rural communities.

Regeneration for the purposes of this Framework means:

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

Regeneration addressing **Economic decline** means to strengthen the local economy and create wealth by tackling worklessness and promoting job creation. It also aims to change behaviour, encouraging and supporting people to become more entrepreneurial.

Regeneration addressing **Social decline** means improving conditions for communities and neighbourhoods through creating safer environments and better coordinating public services.

Regeneration addressing **Physical decline** means improving the physical fabric of buildings and the public realm to create attractive, safe and sustainable places in which to live, work and visit.

This definition is built upon the research and analysis underpinning the Framework and the experience of the Department in delivering regeneration programmes over many years. It is also consistent with that used in other administrations across the UK. This definition was also endorsed by respondents to the consultation.

We have defined **community development** as the process by which we can be better engaged with local people and communities of interest and support their involvement in improving the neighbourhoods and communities they live and work in. The process enables people to organise and work 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.

The Department acknowledges that a definition of community development is a contested one and not just in Northern Ireland. In the consultation the Department sought views about outcomes for the wider population from community development activity rather than specifically on the sector or sectoral infrastructure and whilst there were differences in interpretation in the responses there was also general agreement that the community development process was about people coming together to engage and take forward issues that relate to their communities.

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

Whilst the Department's mission statement **"Together, tackling disadvantage, building sustainable communities"** and our vision **"Helping people change their lives for the better"** reflect the reasoning for our activity and investment, it is acknowledged that there has been limited clarity around the objectives and outcomes associated with the urban regeneration and community development programmes we deliver.

This Policy Framework, for the first time, establishes an overarching structure for the Department's urban regeneration and community development activity. The need for a Policy Framework stems from the requirement to ensure proper governance and accountability for the Department's interventions and to be able to demonstrate outcomes that contribute to DSD's key priorities and mission statement.

This is especially important given not only the major changes in the global economy but also the proposed conferring of powers relating to regeneration and community development to local government in 2015.

The downturn in the wider economy, combined with the historic shift in Northern Ireland from traditional employment to the service sector, has produced uneven effects on places and communities. Places that used to rely on traditional industries have seen disinvestment, dereliction and an increase in poverty – prolonging or setting off a cycle of deprivation and widening inequality in which people without the education or skills to access the new economy increasingly rely on welfare benefits and experience higher levels of ill-health and isolation. In order to combat this deprivation and inequality, it is vitally important that these communities are better connected to the opportunities that exist in the modern economy.

Competing against other towns and cities throughout Europe in attracting new investment, jobs and skills has also emphasised the necessity of regenerating sites and strengthening the economic potential and attractiveness of town and city centres in Northern Ireland.

Over the years, DSD has played an important role in addressing the problems associated with deprivation. The implementation of a number of successful urban regeneration and community development programmes has helped build effective forms of participation and inclusive decision making; stimulated investment into areas where the private sector was weak and transformed the quality of the environment in many of our towns and cities. Government has been helped in this task by the private sector and by the voluntary and community sector across Northern Ireland who have worked to improve the economic and social conditions in their areas.

DSD investment has helped to create a strong community infrastructure and strengthened capacity in terms of supporting networks of relationships within and between communities together with the level and effectiveness of community organisations. The present recession has further strengthened the need for local community solutions at the same time as the voluntary and community sector is under growing pressure to become more self-reliant and sustainable. It is therefore vitally important that the assets of strong community infrastructure and capacity in the voluntary and community sector are maintained, strengthened and effectively utilised in both increasing the sustainability of the voluntary and community sector and in effecting local community solutions in urban regeneration and community development.

As we move forward, the changing landscape created by the prospect of new local government structures and the much more challenging financial situation for central and local government make it essential that we all now rethink how we best address both the symptoms and causes of deprivation, particularly in urban areas.



5. The Evidence Base for the Framework

The evidence base informing development of the Framework included a review of the performance of DSD urban regeneration and community development policies and programmes, review of such policies elsewhere, an analysis of urban and community development conditions in Northern Ireland and a number of focused workshops.

The findings of these reviews provide the evidence base for the Framework and are available in full on the DSD website³.

The review of DSD's urban regeneration and community development policies and programmes identified the following areas where lessons can be learned and improvements made:

- There are too many programmes that lack effective coordination to build a more coherent and sustainable urban system.
- Despite the need to integrate physical and social regeneration having been recognised for at least 10 years, the Department has found it difficult to properly connect initiatives to develop town and city centres with programmes to regenerate disadvantaged areas.
- New programmes are added whilst old ones are not replaced or integrated into a refreshed approach.
- There are too many governance structures with overlapping, competing and at times marginal roles.
- In implementing the policy of targeting resources at the most disadvantaged communities, the deprivation indicators have been applied rigidly rather than used as a guide to where intervention may be required. As a result, initiatives to address spatial deprivation have targeted all areas which qualify, regardless of their size, and have been too concerned with defining the boundaries of the target areas thus making it difficult to address underlying structural economic and labour market dynamics.
- The integration of government funding within the context of area based regeneration and Neighbourhood Renewal in particular has had important impacts but needs to be comprehensively strengthened in order to tackle the cycle of urban deprivation and maximise the effect of investments.

³ <http://www.dsdni.gov.uk/ur-community-development-policy-framework.htm>

In developing the Framework we have also examined and learnt from the best practice of others – in the UK, in the Republic of Ireland, in Europe and further afield. The following common themes emerged, which steered our thinking in the formulation of the Framework:

- There is a persistent nature to urban decline and concentrations of spatial disadvantage.
- The best interventions are long term, integrated, participatory led and do 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, labour markets and educational opportunities as a key aspect of successful cities.
- 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.
- At a local level expenditure should be integrated to remove duplication or any unnecessary multiple organisational presence.
- The community sector needs 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.

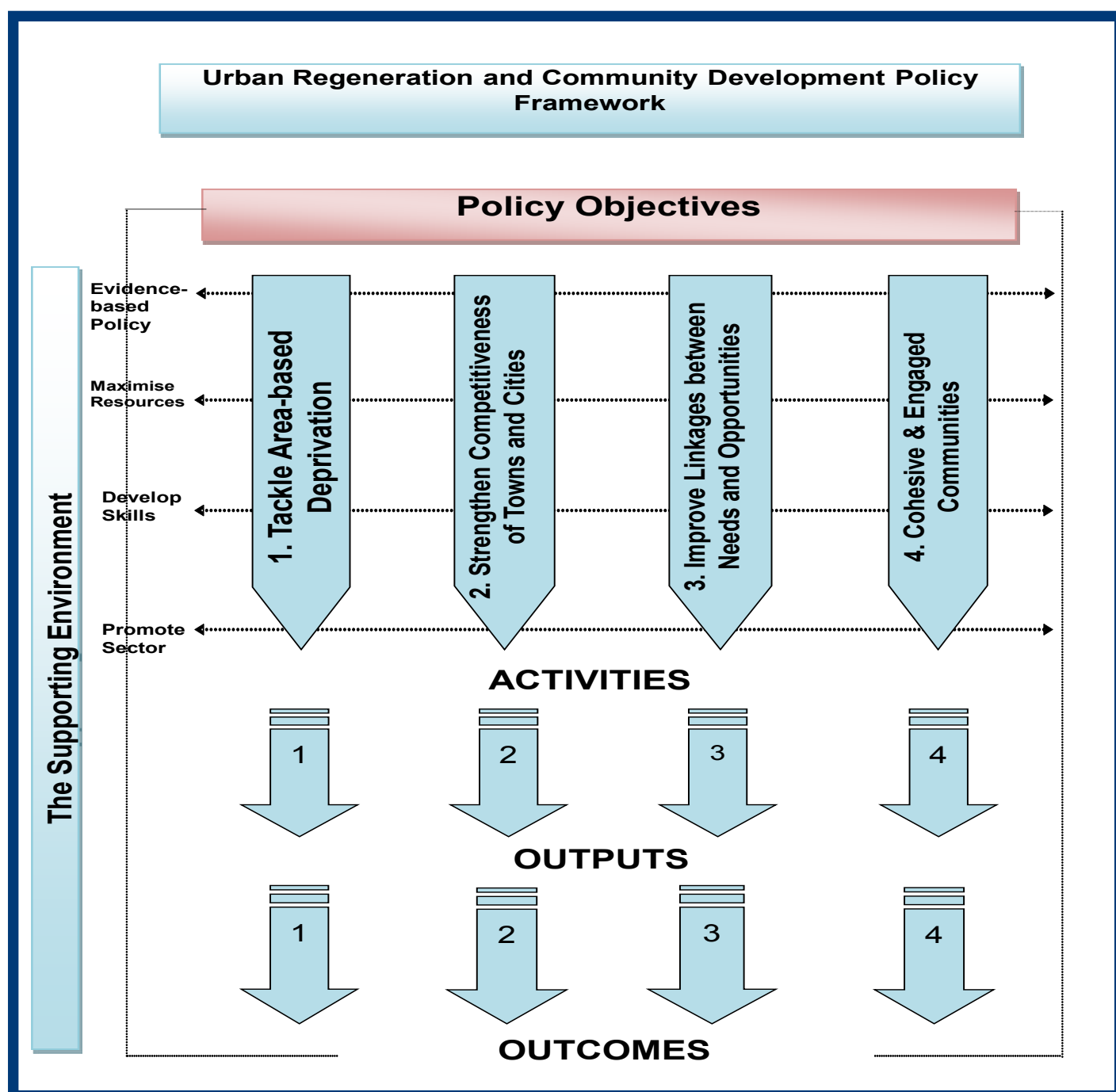
These themes, as well as the issues with current DSD urban regeneration and community development policies and programmes, have been taken fully into account in the creation of the Framework.

Whilst DSD is the lead department for urban regeneration and community development, we recognise that acting alone we cannot fully deliver against our strategic priorities and objectives which flow from them. All Government departments are required to use their resources to benefit the most disadvantaged people, groups and areas in our society and to change the way things are done so that programmes and services are organised and delivered in more helpful and effective ways. One example of the cooperation between Departments that will be crucial in helping DSD achieve its mission and vision is the Office of the First Minister and the deputy First Minister’s ***Delivering Social Change*** initiative. ***Delivering Social Change*** is a framework that seeks to co-ordinate key actions across Government Departments to take forward work on priority social policy areas. It aims to deliver a sustained reduction in poverty and associated issues across all ages but it is also seeking to secure an improvement in children and young people’s health, well being and life opportunities thereby breaking the long term cycle of multi-generational problems.

6. The Policy Framework – Policy Objectives and Supporting Actions

The Framework sets out the future direction for urban regeneration and community development policy in Northern Ireland and is structured around four **policy objectives** which aim to address the underlying problems of urban areas and maximise the impact of community development and four **supporting actions** which will help develop a more conducive policy and financial environment to support the policy objectives.

Figure 2 Framework Overview



Whilst each policy objective and supporting action is set out and explained separately in sections 7 and 8 below, it should be stressed that they are inextricably linked with each other and that there is considerable overlap in terms of the types of activities associated with each objective and action. Taken as a collective whole these objectives and actions are, however, seeking to ensure:

- **A more targeted anti-poverty approach by better addressing the underlying causes of spatial deprivation and exclusion.**
- **A stronger emphasis on the outcomes of the resources spent on urban regeneration and community development and the way it changes neighbourhoods.**
- **Our towns and cities direct the economic performance of Northern Ireland.**
- **Urban regeneration is delivered at a scale that will help create more connected urban areas, especially where the most excluded are marginalised from opportunities, jobs and investments.**
- **We have the skills to deliver more effective policy that values experience, learning from past successes and failure and the knowledge base of practitioners in the region.**
- **The maximum resources possible are used to develop more sustainable forms of urban regeneration and community renewal across Northern Ireland.**

‘Outputs’ and ‘outcomes’ referenced in the diagram are explained in section 9 below.

7. The Policy Objectives

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

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. Our review has shown that whilst DSD intervention has meant real gains have been made in tackling deprivation in our most disadvantaged communities across Northern Ireland, for too many the post-conflict period has not brought real economic and social benefits and therefore there is still much more to do to enable everyone to achieve their potential.



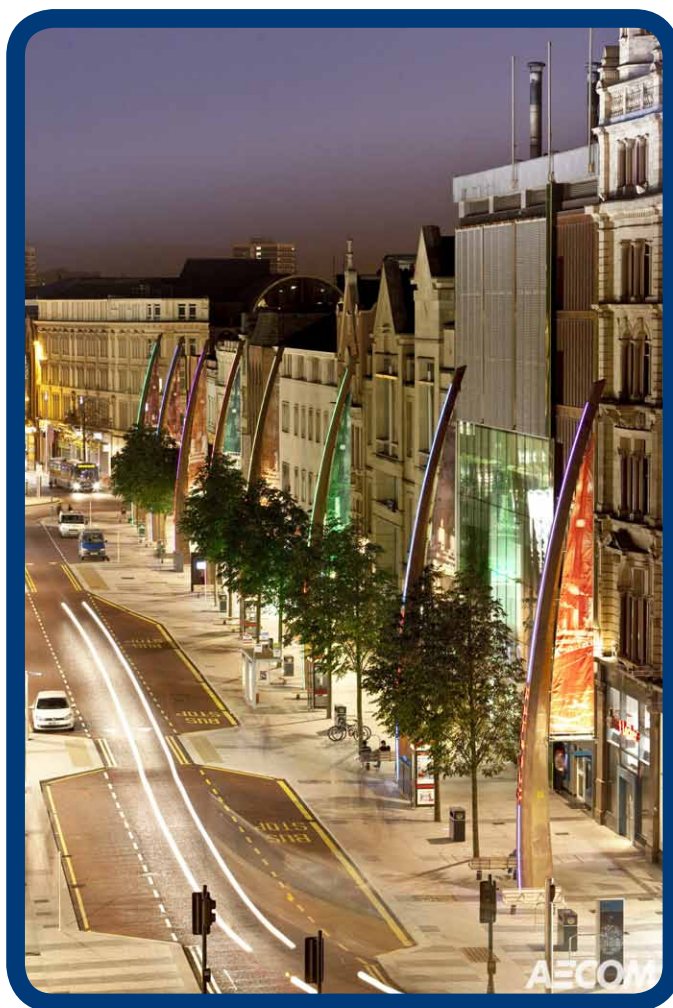
We will aim to tackle deprivation and promote inclusion by reducing the socio-economic gaps between disadvantaged areas/communities and the rest of Northern Ireland. Key actions in the delivery of this objective may include:

- **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, young people and parents.**
- **Supporting projects and programmes that address the specific needs of specially 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 collection action.**
- **Promoting social economy interventions, to retain finance within disadvantaged communities.**
- **Using financial instruments to stimulate investment especially where it meets local needs or offers local services and facilities.**

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

Our towns and cities are not as competitive as their national or European counterparts with our evidence base showing lower levels of employment, enterprise, entrepreneurship, population base and density. Urban regeneration has a critical role to play in enabling areas to both catch up and do better. It can make towns and cities more investment ready and there is evidence that the right strategic direction can make a difference. Often Foreign Direct Investment is not only attracted by financial incentives but also by the heritage, individuality and character of places and what they have to offer in terms of quality of life, schooling standards and their capacity to support innovation and learning. In this respect our towns and cities can play a vital role. In DSD's 'High Street Taskforce Report'¹ we have recognised that there is a more strategic challenge for central and local government and that is to be more innovative in assisting the diversification of the high street from predominately retail centric locations to multifunctional social centres, not simply competitors for consumers.

We will aim to drive economic growth by ensuring that we have competitive town and city centres, with Belfast as the regional economic driver and Londonderry as the principal city of the North West, whilst also recognising the importance of the towns and cities classified as 'Hubs' in the Regional Development Strategy 2035 ('Building a Better Future'). 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 and accessible 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 Report² published in February 2012. It recognised the value of new confident and vibrant shared urban spaces.



4 <http://www.dsdni.gov.uk/dsd-high-street-taskforce-report.pdf>

5 www.community-relations.org.uk/fs/doc/publications/NIPMR_2012_new_1.pdf

Key actions in the delivery of this objective may 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 including Community Planning).
- 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 Business Improvement Districts (BIDS)).
- Undertaking initiatives that improve the quality of urban design, distinctiveness and townscape quality.
- As in policy objective 3, working with others to increase physical access to services, facilities and opportunities for employment.



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

Urban areas work best where there are connections between town and city centres and disadvantaged neighbourhoods and between commercial areas and investment sites. Yet one of the main economic challenges of our towns and cities has been the exclusion of disadvantaged communities from the economic and social opportunities in newly regenerated places and commercial districts – a problem further exacerbated by the barriers, both physical and cultural, that exist in Northern Ireland as a result of our history.

We will aim to ensure that people in disadvantaged, isolated or segregated areas have increasing opportunities to benefit from economic growth, by improving the linkages, physical and otherwise, between these areas and urban assets and employment opportunities, and by tackling interfacing and promoting open interaction between communities. Key actions in the delivery of this objective may 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.**
- **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.**
- **Working with others to develop an integrated transport network and accessible and inclusive public realm.**
- **Working with others to improve linkages through removing social and economic barriers.**
- **As in policy objective 2, working with others to increase physical access to services, facilities and opportunities for employment.**

Policy Objective 4 – *To develop more cohesive and engaged communities*

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 communities especially those in disadvantaged areas, and we want to build on this by making it easier for communities to recognise their common interests, reconcile differences and cooperate so that they can influence political, planning and decision making processes and engage with decision makers/government.

DSD is best placed to lead on this as it has policy responsibility for the management of relationships between the voluntary and community sector and the Northern Ireland Government through the 'Concordat between the Voluntary & Community Sector and the Northern Ireland Government'.

We will promote engagement by ensuring that the whole community are at the heart of shaping the regeneration of their own areas by being aware of the opportunity to engage and by being actively encouraged to do so together. Key actions in the delivery of this objective may include:

- **Supporting volunteering and active citizenship.**
- **Supporting the development of 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.**
- **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.**



8. The Supporting Environment – Supporting Actions

To support the four policy objectives of the Framework DSD recognises that a more conducive policy and financial environment is required and considers the four supporting actions outlined below will support and develop this environment. These actions will help:

- Lead policy innovation.
- Attract the maximum flow of public spending to urban regeneration and community development.
- Consider financial instruments that lever additional resources.
- Build the skills and competencies of practitioners across sectors.
- Create more sustainable forms of financial support for under invested communities.

Supporting Action 1 – *We will maximise the potential of regeneration and community development by supporting an evidence-based policy environment*

The origins of current urban regeneration and community development policy especially in relation to attracting investment can be traced back to the 1970s. Weaknesses in these policies have been exposed by the recent economic downturn. In addressing these weaknesses there is a need for greater efficacy and innovation by ensuring that lessons learnt and the use of evidence from other sources is used to inform the formulation of future policies and programmes.

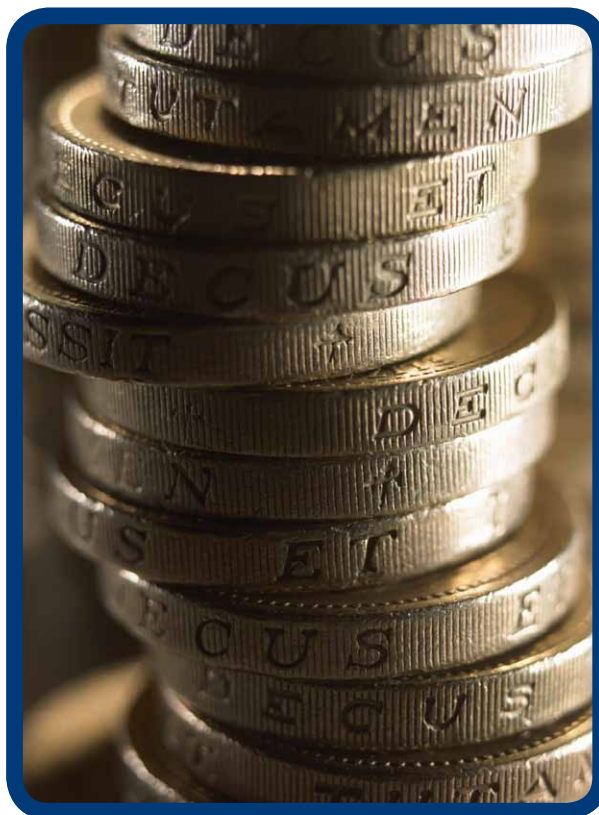
The Department will aim to create an effective supporting environment for regeneration and community development by developing an evidence-based policy environment which will inform Councils post Reform of Local Government and which will be effective and adaptive to local and sectoral needs. In supporting an evidence-based policy environment DSD will:

- **Collate data, research and analytical intelligence on urban regeneration and community development, to enlarge the evidence base required for innovative policy development at the appropriate spatial level.**
- **Monitor and evaluate the policy impacts and expenditure in terms of effectiveness, efficiency and value for money.**
- **Conduct research and dissemination on the efficacy of interventions elsewhere.**
- **Provide policy guidance for local government.**

Supporting Action 2 – *We will maximise the resources available to regeneration and community development by supporting an innovative financial environment*

The existing structures for funding urban regeneration and community development need to be re-worked if we are to break the cycle of deprivation and deliver the real and sustainable change that our communities deserve. There is a need for government to be more innovative and cost effective in the way in which we address both the symptoms and causes of deprivation.

To unblock the serious and long-standing economic and social problems that exist in certain areas it is vital for central government to create a more effective supporting environment by developing or using innovative financial instruments to maximise the resource flows into these areas. This task is made all the more important by the fact that we are now experiencing a period of serious resource constraint.



In supporting an innovative financial environment DSD will:

- **Examine the feasibility and potential of suggested new instruments to maximise the financial opportunities for urban regeneration and community development** (see *Annex A* for examples of alternative financial mechanisms under consideration).
- **Negotiate 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, monitoring and accounting tools.**

Supporting Action 3 – *We will support the development of skilled and knowledgeable practitioners in regeneration and community development*

In recent years, a widespread view has emerged across the UK that more effort should be made to improve the skills and knowledge of people involved in regeneration and community development. This includes consideration of *technical skills* concerning financial management, project planning and investment; *generic skills* such as negotiation and bargaining that have particular relevance in regenerating contested places and *analytical skills* that strengthen our understanding about programme impacts and how to shift direction in delivery.

Improving the skills and capabilities of regeneration and community development practitioners is important for achieving higher quality and more durable outcomes. As such, there needs to be a more planned approach to how practice, knowledge and learning are all developed to support delivery in more effective ways. The types of capacities that have been needed in the past require to be supplemented by a range of new competencies and knowledge. In addition, we need better knowledge about how communities and urban systems change, what works and what does not and how regeneration instruments impact on problems and opportunities.



In supporting the development of skilled and knowledgeable practitioners DSD will:

- **Identify accredited sources of relevant training that will be of value to urban regeneration and community development practitioners (and in some cases partners in other sectors) and signpost practitioners to these.**
- **Identify gaps in the supply of skills, knowledge and learning across the region and work with others to address these.**
- **Ensure that effective learning systems and examples of best practice are highlighted and transferred within and between sectors.**

Supporting Action 4 – *We will promote an effective and efficient voluntary and community sector*

Effective partnership between government and the voluntary and community sector can make a valuable contribution to more responsive and people-centred public services and is recognised in the 'Concordat between Government and the Voluntary and Community sector in Northern Ireland'. 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.



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. In promoting an effective and efficient voluntary and community sector DSD will:

- **Recognise the independence of the sector and its right to campaign within the law, to comment on and, where appropriate, to challenge government policy as per the Concordat.**
- **Work together with the sector to remove duplication of services, systems or overheads where this exists.**
- **Maximise opportunities for voluntary and community sector participation in procurement processes.**
- **Develop proposals, in discussion with the sector, for embedding full cost recovery within contractual arrangements between public sector and voluntary and community sector organisations.**
- **Investigate the potential for community asset management and ownership.**
- **Consider and utilise the wide range of funding mechanisms and contractual arrangements that are potentially available to support an outcomes-focused approach.**

9. An Outcomes-focused approach ('The Logic Model')



Success for DSD is about measuring the impact of our interventions against our 'Programme for Government' and 'Corporate Plan' aims and it is right that we should judge this impact by tangible improvements in the areas in which we invest.

A key principle of our proposals has been to put a greater focus on outcomes as the means of measuring impact rather than on activities funded or associated outputs. This is driven both by a desire to actually achieve results on the ground and also to deliver services in more innovative and cost effective ways. An outcomes-focused approach encourages a focus on the difference that we make and not just the inputs or processes over which we have control.

The primary purpose and value of using an outcomes-focused approach is to get a clearer understanding of the difference and contribution these activities will make. 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. Progress towards this outcome is then measured using a set of indicators.

Table 1 below provides a definition of the terms commonly associated with this approach.

Table 1 Terms Used and Definitions

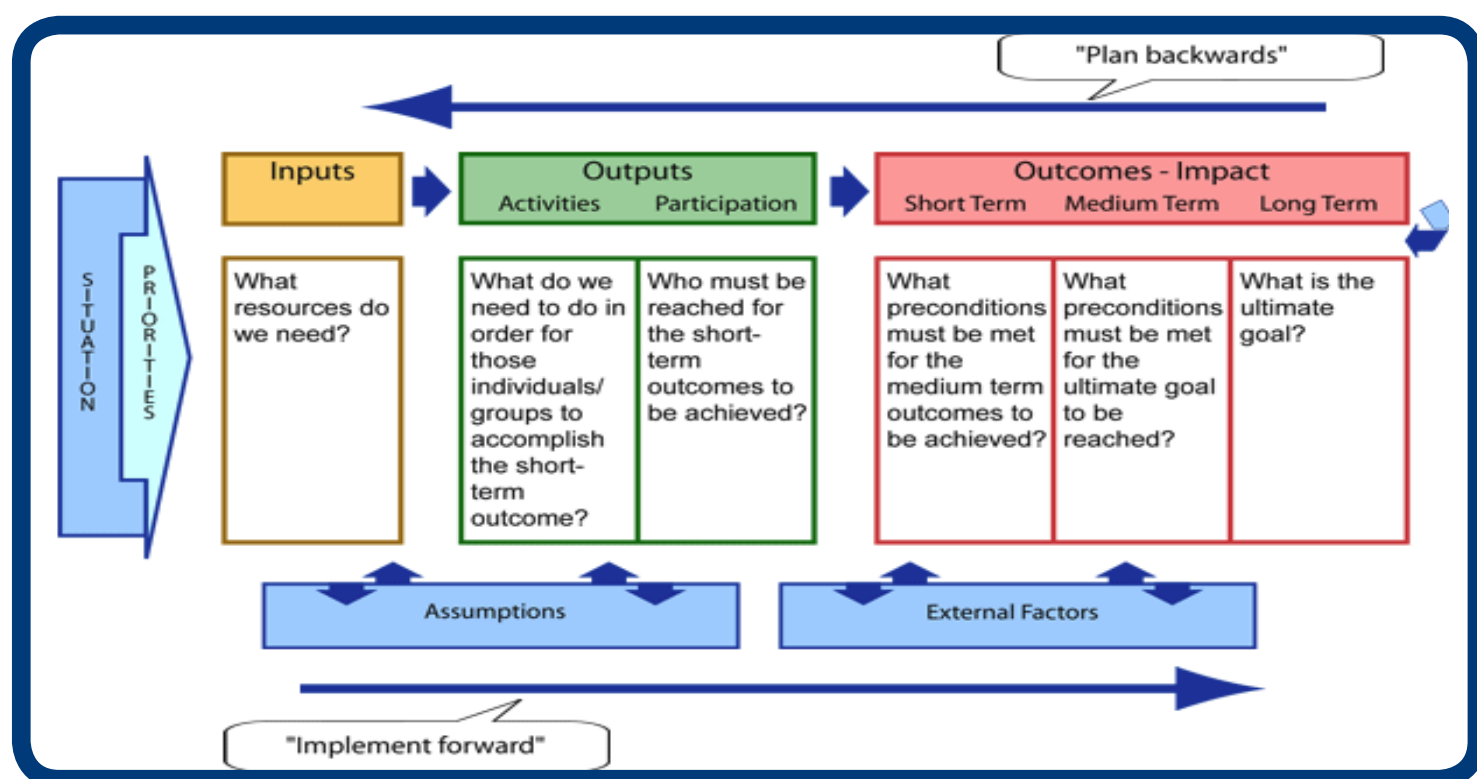
| Term | Definition | Examples |
|--|--|--|
| Inputs | The resources required to achieve the policy objectives. | Resources used to deliver the policy. Inputs are the financial resources, in-kind contributions and time inputs made to each project. These will come from a variety of sources, including DSD itself, EU sources, partner organisations, voluntary sector, community groups and the private sector. |
| Activities | What is delivered to the beneficiaries? | Provision of seminars, training events, consultations etc. |
| Outputs | What is directly achieved with the resources, advice/ training received, or intervention relevant to them? | The number of completed training courses. Outputs are the direct services or products provided or funded by a project. The nature of the activities will differ according to the nature of each project. |
| Intermediate outcomes (short to medium term) | The intermediate outcomes of the policy produced by the recipient. | Jobs created, turnover, reduced costs or training opportunities provided. |
| Long-term outcomes (Impacts) | Wider economic and social outcomes. | The change in personal incomes and, ultimately, wellbeing. |

On the basis of our research and the evidence base we have compiled, we believe that an outcomes-focused approach using ‘the Logic Model’ offers the best way forward for 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 (drawing upon research and evaluation).
- Working in ways that are more responsive to community needs and more collaborative across and within sectors.

'The Logic Model' described in this document is one example of a tool which is used to evaluate effectiveness. It is a graphical depiction of the logical relationships between the resources, activities, outputs and outcomes of a programme or intervention. It 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). **Figure 3** below illustrates the logical path of the outcomes model.

Figure 3 'The Logic Model'



A further overview of 'the Logic Model' is available on the following link:

www.uiweb.uidaho.edu/extension/LogicModel.pdf

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 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.

Outcomes

Our focus will be on the outcomes that are achieved as a result of all our activities. The term **outcome** is used to describe the influence that these interventions have on the economic, social or environmental conditions in an area. To measure the impact that activities and outputs have on the achievement of our objectives it is necessary to adopt outcome indicators for each of our objectives across a number of key domains.

Changes on these outcome indicators over time will tell us about the success or otherwise of our activities. The Framework's policy objectives set the context for a range of activities which will be designed to lead to outcomes that will see:

- A reduced gap between the most deprived areas and the rest on key deprivation, social and economic indicators.
- A more resilient economy in which towns and cities function as the social and economic drivers for the region.
- People in deprived areas are connected to emerging and existing economic and social developments.
- Communities are empowered to represent their interests more effectively.

Progress against the four objectives will be monitored through the collection of information on a range of outcome indicators. **Annex B** to this document provides a set of indicative outcome indicators associated with each of the four policy objectives. These do not represent an exhaustive list but are designed to illustrate the nature of the activities and outputs required to achieve the objectives. Some of these may be achieved over different time frames; short, medium or longer-term.

Annex C to this document provides example outcomes and indicators for each of the four policy objectives.

Annex D provides a worked example in relation to policy objective 2 demonstrating how the outcomes-focused approach might work in practice in a way which links the 'Programme for Government 2011-2015' through to outcomes in town and city centres.

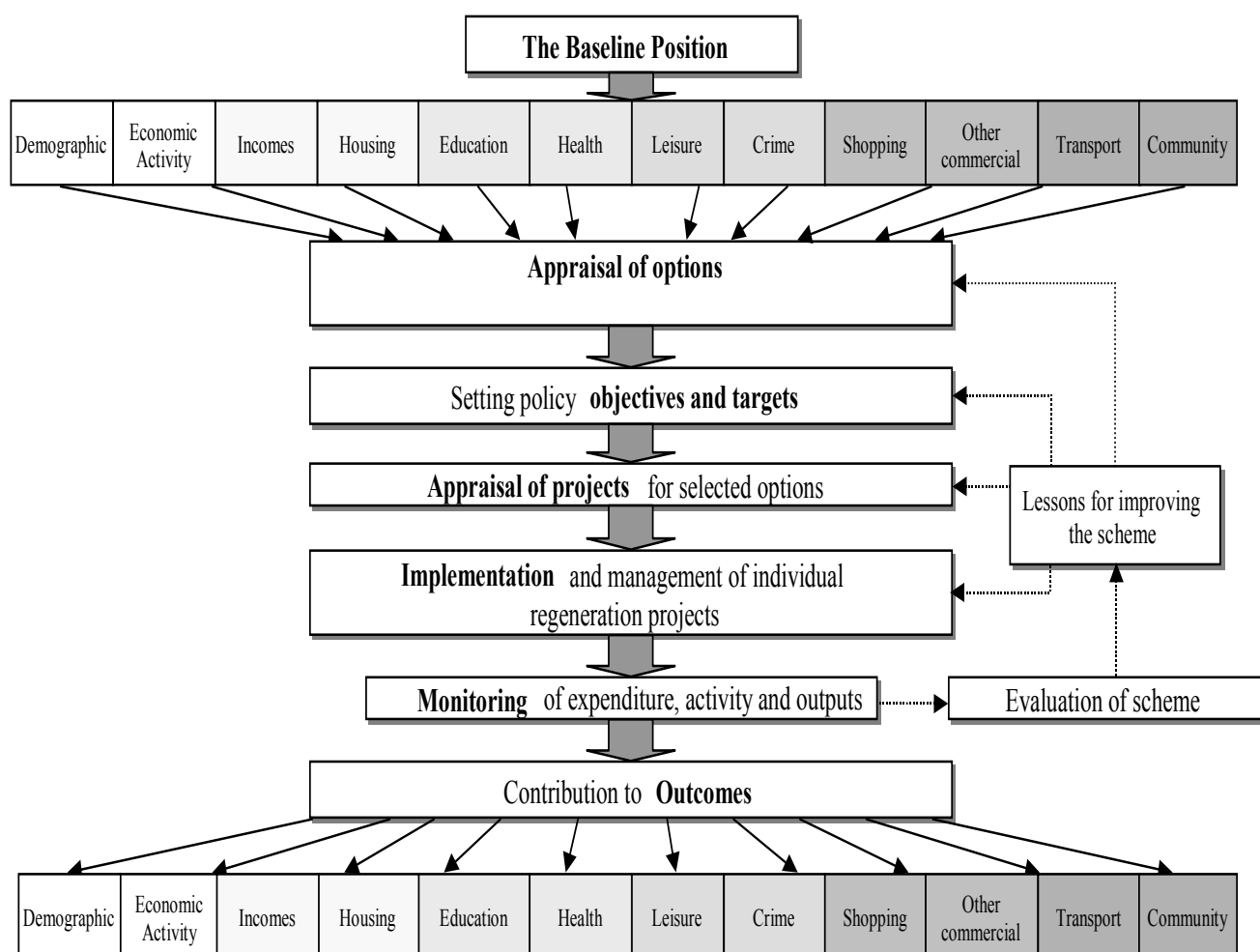
Performance Measurement

The outcomes-focussed approach advocated in this Framework will require the establishment of a new performance measurement toolkit to monitor progress against the policy objectives. **Figure 4** below represents the key elements of the performance measurement toolkit, these are:

- The establishment of baseline positions.
- The adoption of key output indicators.
- The adoption of key outcome indicators.

If the programmes implemented in support of the Framework are to be successful then they must, over time, bring about real and sustained improvements in the outcomes associated with the four policy objectives. For example, in relation to tackling deprivation we must see improvement to the domains of improved health, reduced crime and fear of crime, increased educational standards, raised employment levels (i.e. reduced worklessness) and in addition increase satisfaction with other aspects that affect quality of life such as community involvement and environmental quality.

Figure 4 Components of a Performance Measurement Toolkit



The baseline captures quantitative and qualitative information on the needs of an area, needs that are closely related to the issues which DSD and its partners will be seeking to address through the Framework. They represent the specific problems which it is hoped will be alleviated by designing, funding and implementing projects in deprived areas and town and city centres across Northern Ireland. **Table 2** below provides some examples of issues that these programmes will be seek to address and the associated activities, outputs and outcomes.

Table 2 **Examples of Activities, Outputs and Outcomes**

| Issues | Examples of Activities | Examples of Outputs | Examples of Outcomes |
|---------------------|---|--|--|
| Crime | Making houses and other buildings more secure, improved street lighting, road safety measures etc | Number of locks and entry phone systems installed, hours spent by community police officers in schools etc | Reduction in volume of crime, reduced fear of crime, relative to other areas |
| Health | Advice and assistance on dietary matters, provision of services locally, family planning and pregnancy projects | Number of home visits by health outreach worker, the provision of newly built estate health centre | Improving mortality rates, lower illness levels, relative to other areas |
| Worklessness | Training for young people entering the labour market. Assistance to the unemployed and those seeking re-entry, assistance to improve education and training infrastructure. A wide variety of business development/ creation measures | Jobs created, training places provided and occupied, numbers using job placement service, childcare places provided | Greater proportion of working aged population in work, reduced claimant unemployment rate, increased average incomes |
| Education | Measures to maintain or raise motivation, information, advice and access help regarding Further and Higher Education and Careers Advice | Numbers taking part in parent-school initiative, improvements to school facilities, number of contacts with truants | Improved school attainment levels, improved destinations of school leavers into employment and higher education |
| Town Centre | A considerable variety of land and property development including land clearance and property refurbishment. Assistance with soft and hard land use and environmental improvements and public realm. | Units refurbished, demolished and newly built. Occupation of units subject to renewal activity. Usage of new amenities or public open space by local people. | Reduction in vacancy rates, changes in use, reduction of turnover, satisfaction with attractiveness of town centre. |
| Community | Capacity building of community groups involved in regeneration, community facilities including community centres, youth centres etc | Number of scheme assisted projects designed to improve community and recreational facilities. Number of residents regularly attending scheme projects Number of people given access to new cultural opportunities/ facilities Area (m2) of improved community area | Indices of community involvement that might include social capital indicators, (ie Individual Capital, Organisational Capital, Community Capital). |

10. Working with others

We recognise that to deliver our Policy Framework objectives and their associated outcomes we need to work in partnership with colleagues from within DSD and also equally as important with partners from other government departments, from local government and from the voluntary and community sector.

DSD

A number of other organisations within or connected to DSD and its wider social policy remit, have key roles to play in helping to achieve the policy objectives set out in this Framework. Within DSD, these include the Social Security Agency (SSA), Child Maintenance Services (CMS) and Housing Division.



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. Over the coming years 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 policy objectives outlined in the Framework.

CMS 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 objectives of the Framework.

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 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.

Other Government Departments

Whilst DSD is the lead Department for urban regeneration and community development, we fully recognise that we cannot address the issues set out in this document alone. DSD will work with all other Government Departments to use resources to benefit the most disadvantaged people, groups and areas in our society and to change the way things are done so that programmes and services are organised and delivered in ways more helpful and effective. This is an ambitious vision and previous work in this area – such as DSD’s Neighbourhood Renewal Strategy – has highlighted how difficult it can be in practice.

Annex E to this document lists a number of current Departmental strategies and policies which sit below the PfG and which will have an impact on the issues that the Policy Framework aims to tackle. This list is indicative and not exclusive.

It is important that Departments work together to integrate expenditure flows, remove duplication and target unnecessary bureaucracy. By doing this we can make real progress towards achieving our objectives.

The Framework will take account of the strategies and policies of other Departments, 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.

Local government

With the proposal to confer the powers that DSD currently holds relating to regeneration and community development to local government in April 2015 it is important that we work closely with councils to ensure a smooth handover with no delay to operational matters. The introduction of Community Planning to the new councils will have a significant effect on how delivery of services are arranged and scheduled.

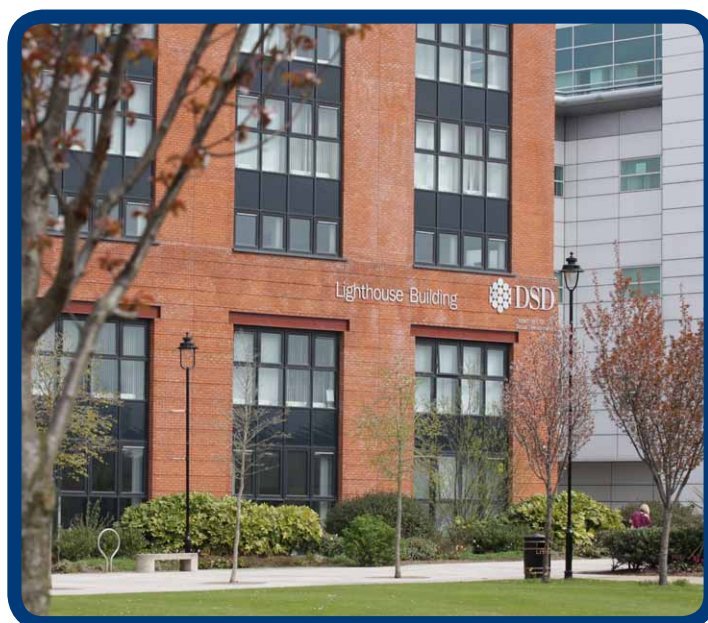
11. What we will do next

In taking forward the implementation of the Framework, DSD will in the short-term:

- **Develop an implementation plan for the Framework.**
- **Lead and take forward work on the four Supporting Actions.**
- **Work with local and central government officials in preparing for regeneration and community development powers to be conferred to Councils in April 2015 by developing in partnership outcomes and indicators through which progress against the Framework can be evaluated.**

The Framework has been designed to set out a clear strategic direction for the delivery of urban regeneration and community development policy and programmes both before and after the Reform of Local Government. From 2015, councils will have the power to address issues related to social need and to take forward regeneration within their areas. This combined with planning, some economic development, tourism and rural development will give Councils a tremendous opportunity to shape their communities according to their individual needs.

The Department will maintain responsibility for setting policy for urban regeneration and community development and will put in place the necessary arrangements to promote and support the Policy Framework.



Annex A Alternative Funding Mechanisms - Examples

Finding appropriate mechanisms to generate the funding needed to support regeneration has been a longstanding issue – an issue that has now come to the fore due to the combined effects of the credit crunch, the downturn in the property market and increasing constraints on public spending. It is understandable that these recent developments have reignited interest in imaginative new ways of funding infrastructure requirements.

In developing this Framework, we sought to examine and learn from the experiences of others - in the UK, in Europe and further afield.

Three particular types of investment are important:

- Maximising the level of public spending into the most disadvantaged areas;
- Levering additional resources from private investment when and where market conditions are appropriate; and
- The development of community finance infrastructure.

We will therefore work with financial providers and partner departments to explore the feasibility of the mechanisms, for example:

- **EU Financial Engineering Instruments (FEI)** – These instruments were introduced in the 2007 – 2013 programming period by the European Commission (Directorate General for Regional Policy) in co-operation with the European Investment Bank group and other financial institutions. The FEI were developed in order to make cohesion policy more efficient and sustainable. One of the instruments - JESSICA (Joint European Support for Sustainable Investment in City Areas) was designed to support sustainable urban development and regeneration through financial engineering mechanisms. Although JESSICA was considered for Northern Ireland it was not used as there were a number of operational requirements for it that could not have been addressed in the timescale dictated by the 2007 – 2013 programming period.
- **The current proposals for the 2014 – 2020 programming period** also propose the use of FEI. In terms of urban regeneration and community development they propose the use of an Integrated Territorial Investment (ITI) or the bundling of funding from different priority axes and programmes dedicated to promoting social inclusion by providing support for physical and economic regeneration of deprived urban communities. Any financial instrument constructed will be shaped by the experiences of the financial engineering instruments used in the 2007-2013 rounds of operational programmes and should address the issues which led to the decision not to use JESSICA in NI.

- **Local Asset Backed Vehicles** – these are a form of public and private sector partnership that allow public sector bodies to use their assets (usually land and buildings) to attract long-term investment from the private sector in order to deliver socio-economic development and regeneration.
- **Tax Increment Finance/Accelerated Development Zones** - a method which allows Local Authorities to borrow against predicted future gains in business rates to finance current physical improvements (which theoretically create the conditions for those future gains). Borrowing can be used to fund key infrastructure and other capital projects, which will support locally driven economic development and growth. Such schemes have been introduced elsewhere because of the potential they offer to attract investment to difficult places and sites.
- **A programme of Community Bonds** across disadvantaged urban areas in Northern Ireland. These bonds would allow people to support a charitable cause while knowing that the money will be returned to them at the end of the investment period. Community Bonds are neither a charitable donation nor a social investment, but a hybrid between the two. The bonds have been used to tackle challenges such as unemployment and poverty-related debt, to boost enterprise start-ups and affordable housing, as well as providing funding for microcredit (small loans).
- **The Community Infrastructure Levy** - a category of development charges generally known as 'roof taxes' which introduces more specific criteria for calculating *developer contributions*, together with the possibility of exempting schemes from the levy.
- **Community Asset Transfer** – involves the transfer of ownership of and responsibility for a public sector asset to a local community organisation. This provides a means for government to dispose of under-utilised public assets, to empower local communities and promote social entrepreneurship.
- **Meanwhile use** – temporary use of vacant buildings or land for a socially beneficial purpose until such a time as they can be brought back into commercial use.

It should be emphasised that whilst some or all of the above may be created as part of the supporting environment, their application and use will clearly depend on economic and development conditions across the region.

Annex B

Indicative Outcome Indicators

Table 3

Indicative Outcome Indicators

| Policy Objective 1 | Associated Outcome Indicators |
|---|---|
| To tackle area-based deprivation | <p>Reduction in the unemployment rate</p> <p>Reduction in percentage of population economically inactive</p> <p>Reduction in Child Poverty Rate</p> <p>Increase in the percentage of the working age population qualified to level 2+</p> <p>Increase in percentage of pupils achieving Level 4 Key Stage 2 Maths and English</p> <p>Increase in percentage of pupils achieving 5 GCSE A*-C (inc English and Maths)</p> <p>Increase in overall life expectancy</p> <p>Reduction life suicide rate (males and females)</p> <p>Reduction in rate of births to teenage mothers (13-16 and 13-19)</p> <p>Reduction in the percentage receiving DLA and Incapacity Benefit</p> <p>Reduction in recorded crime rates</p> <p>Reduction in area of derelict sites</p> <p>Increased satisfaction levels with local environment</p> <p>Increase in number/quality of comm. facilities</p> |
| Policy Objective 2 | Associated Outcome Indicators |
| To strengthen the competitiveness of our towns and cities | <p>Total floor space by sector (comparison; retail, leisure, business/financial, vacant)</p> <p>Decrease in vacancy rates</p> <p>Increased Zone A rental levels</p> <p>increased planning applications</p> <p>Number of new businesses</p> <p>Increased satisfaction with town centre</p> <p>Increase in diversity of use</p> <p>Increase in rental yields</p> <p>Increase in pedestrian footfall</p> <p>Increased visitor numbers</p> <p>Increased population</p> <p>Improved crime and safety levels</p> <p>Improved reporting of attractiveness of Town Centre</p> |

| Policy Objective 3 | Associated Outcome Indicators |
|---|---|
| To improve linkages between areas of needs and areas of opportunity | <p>Increased investment in the area</p> <p>Increase in Business Start up</p> <p>Access to services and facilities by public transport</p> <p>Access to employment by public transport</p> <p>Reduction in number of physical interface areas</p> <p>Reduction in sectarian crime</p> <p>Increase in mixed housing estates</p> <p>Increase in number of social enterprises</p> <p>Increase in labour mobility</p> |
| Policy Objective 4 | Associated Outcome Indicators |
| To develop more cohesive and engaged communities | <p>Residents active and involved:</p> <p>Increased awareness of community groups/ projects</p> <p>Increased volunteering in community groups/projects</p> <p>Increase in social capital (bonding, bridging, linking)</p> <p>Increase in number/quality of community facilities</p> <p>Communities: influential and engaged:</p> <p>Increased influence in decision making</p> <p>Increased advocacy with statutory bodies</p> <p>Increased community involvement in service design and delivery</p> <p>Increased collaboration with other community and voluntary organisations</p> |

Annex C Example Outcomes and Indicators for Policy Objectives

Example – Policy Objective 1

- *Example Outcome:* Improving life chances of children and young people in deprived areas through education and early intervention to ensure that more people have necessary qualifications to avail of opportunities.
- *Short term Indicator:* Improved: pupil attendance at school/literature and numeracy levels.
- *Medium term Indicator:* Increase in percentage of school leavers with 5 GCSE's including Maths and English.
- *Long term Indicator:* Increase in percentage of the working age population with level 2 (A-level) and level 3 (Degree/Diploma) qualifications.

Example – Policy Objective 2

- *Example Outcome:* Increase in town/city centre living and economic opportunities.
- *Short term Indicator:* Increase in diversity of use/attractiveness of area.
- *Medium term Indicator:* Increased footfall.
- *Long term Indicator:* Increase in town centre population/percentage of business premises occupied.

Example – Policy Objective 3

- *Example Outcome:* Increase in percentage of working age population from most deprived areas working outside these areas.
- *Short term Indicator:* Removal of graffiti etc. Increased perception of town centre image.
- *Medium term Indicator:* Lower crime/anti-social behaviour. Enhanced safety and security.
- *Long term Indicator:* Percentage of people from disadvantaged areas working in key investment sites/Unemployment rate in Neighbourhood Renewal Areas.

Example – Policy Objective 4

- *Example Outcome:* Residents/community organisations and the delivery of services benefit from community influence, engagement and collaboration.
- *Short term Indicator:* Number and range of voluntary and community organisations representing an area.
- *Medium term Indicator:* An agreed regeneration plan for area.
- *Long term Indicator:* Extent to which statutory programmes/services have improved or changed as a result of community advocacy.

Annex D Worked Example: Outcomes-focused approach (Policy objective 2)

The Programme for Government 2011-2015 (PfG) identifies the actions the Executive will take to deliver its number one priority – a vibrant economy which can transform our society while dealing with the deprivation and poverty which has affected some of our communities for generations. The Northern Ireland Economic Strategy also has an objective to ‘Create urban centres which are sustainable, welcoming and accessible to all’.

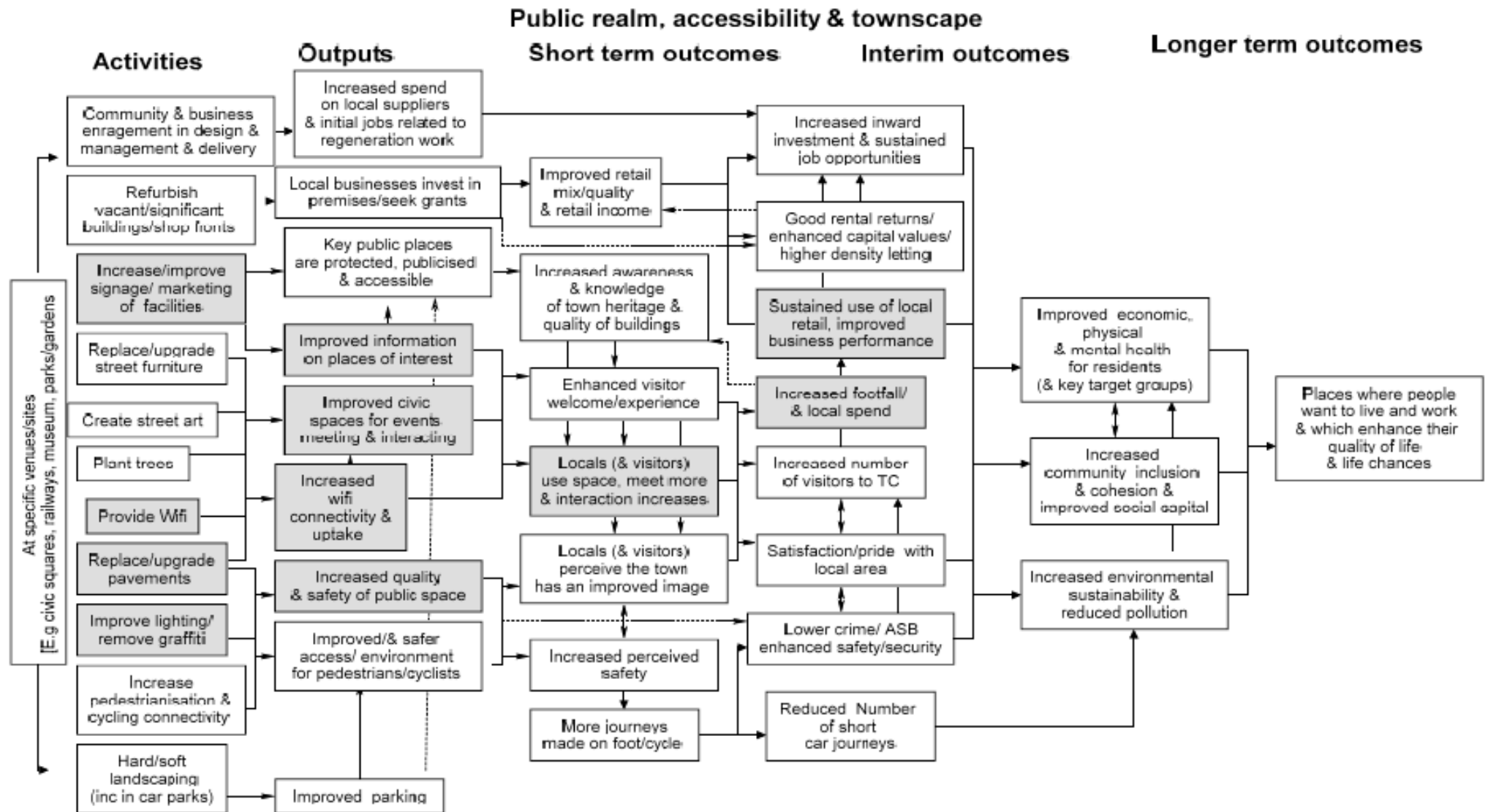
Our policy objective to strengthen the competitiveness of our towns and cities is one means of achieving these goals by improving the landscape in public areas to help promote private sector investment in towns and cities across Northern Ireland.

DSD has a long established role in the regeneration of our city and town centres. The Department has at its disposal a range of interventions (or planned) which it deploys to improve the attractiveness and competitiveness of high streets and arterial routes and to stimulate private sector investment. These include:

- Master planning
- Urban Development Grants
- Public Realm (inc Streets Ahead)
- Environmental Improvement Schemes
- Comprehensive Development Schemes
- ReStore/Revitalisation Projects
- Living Over the Shops (LOTS)
- Business Improvement Districts (BIDs)
- Community Asset Transfer
- Street Trading Legislation
- Statutory Licensing Scheme for Pavement Cafes

We use these interventions to drive economic growth by ensuring that we have competitive town and city centres. **Figure 5** below shows how the activities that are supported under these programmes produce the short, medium and long term outcomes required to facilitate and incentivise investment in these urban centres.

Figure 5 Worked Example: Outcomes-focused approach (Policy objective 2)



Annex E Working with others: Linked Strategies and Policies

The examples set out below are indicative and do not represent all the potential strategies and policies which are related to regeneration and community development activities.

The ***Regional Development Strategy 2035 (Building a Better Future) (“the RDS”)*** led by DRD, sets the context for planning the longer-term growth and balanced development of the hierarchy of urban settlements in Northern Ireland. This emphasises the importance of the Belfast Metropolitan Area, Londonderry’s position in the North West, urban hubs, interdependencies between towns and the need for stronger links between urban areas and their rural hinterlands. The new land use planning system places a stronger emphasis on coordinating, phasing and integrating key development projects that provides a more logical link with urban investment in town and city centres as well as opportunity sites across local Councils. Better integrating the planning system with urban regeneration and community development through Community Planning will strengthen the outcomes we hope to achieve using the Policy Framework.

The ***Economic Strategy (Priorities for sustainable growth and prosperity)***, sets out how the NI Executive’s plans to improve the economic competitiveness of the Northern Ireland economy over the short, medium and longer term to 2030. In creating and providing quality public realm, which encourages business growth and investment, DSD is a key contributor to the rebalancing of the local economy.

The ***Investment Strategy for Northern Ireland 2011 – 2021***, details how the NI Executive seeks to tackle regional disadvantage by addressing the issues which affect communities: tackling poverty, encouraging diversification, enhancing connectivity and improving the overall quality of service provision. This Strategy details DSD’s key regeneration and social housing roles as being priority areas for investment in supporting economic recovery and growth.

Together: Building a United Community, the NI Executive’s strategy to improve community relations and build a more united and shared society. Proposals include regeneration through the creation of four Urban Villages and the reduction and eventual removal of all interface barriers.

Lifetime Opportunities (Government’s Anti-Poverty and Social Inclusion Strategy for Northern Ireland), led by OFMdFM, 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. This Strategy recognises the interdependence with other government actions to tackle deprivation and disadvantage such as DSD’s Neighbourhood Renewal Strategy.

Improving Children's Life Chances - the Child Poverty Strategy, led by OFMdFM, sets out the actions proposed by the NI Executive to address child poverty.

Delivering Social Change framework, led by OFMdFM, aims to foster cross-Departmental working in order to focus efforts and resources on ensuring a sustainable reduction in poverty especially child poverty.

The ***Rural White Paper Action Plan***, led by DARD, is an Executive initiative aimed at addressing the key issues and challenges facing rural areas whilst the ***Tackling Rural Poverty and Social Isolation Framework*** aims to help the most vulnerable rural dwellers facing poverty and isolation.

There is also a logical link between this Framework and the ***Rural Development Programme for Northern Ireland*** which prioritises 3 Axis designed to: improve competitiveness; environmental management and the quality of economic and social life of rural dwellers. DARD has also linked regeneration with community development and there are common challenges across agencies in order to share learning, develop skills and deliver projects in and between urban and rural areas. Our approach here, builds an enabling environment for community-led regeneration and local development that can be shared across places and problems in the region.

A Healthier Future: A Twenty Year Vision for Health and Wellbeing in Northern Ireland 2005-2025, led by DHSSPS, emphasises the link between poverty and poor health, the particular needs of children and the importance of community development approaches to reducing health inequalities.

Fit and Well: Changing Lives; a 10-year public health strategic framework currently under development by DHSSPS.

Corporate Plan for Education in Northern Ireland 2012 – 2015 outlines the strategic direction, key priorities and objectives for DENI and the wider education service.

Success through Skills – Transforming Futures (The Skills Strategy for Northern Ireland), led by DEL, highlights the need to address the problems of the most disadvantaged and economically inactive, particularly where this comes to removing barriers to employment and employability.

Building Safer, Shared and Confident Communities – A Community Safety Strategy for Northern Ireland 2012-2017, led by DOJ, sets the direction for reducing crime, anti-social behaviour and fear of crime in Northern Ireland, all of which are major issues in disadvantaged communities.

Everyone's Involved – Sustainable Development Strategy; highlights the Executive's aims to bring viability, stability and opportunity to all social, economic and environmental activities and programmes. The importance of rural and urban development in creating more environmentally and economically sustainable places is emphasised. The Strategy also identifies the role of the green economy in stimulating local jobs, developing skills and creating social enterprises.

Architecture and the Built Environment for Northern Ireland (A+BE); DCAL policy which aims to ensure best value from public expenditure whilst targeting capital investment towards enhancing the visual landscape and improving the quality of life now and for future generations. Creating a high quality, locally distinctive and creative built environment should be a key outcome of urban regeneration and community development.

Planning Policy Statements (PPS) contain policies on land-use and other planning matters and apply to the whole of Northern Ireland. Of particular interest to DSD are PPS5, PPS6 and PPS12. PPS5 sets out the DOE's policy for retail developments and town centres. PPS6 provides additional planning policies relating specifically to Areas of Townscape or Village Character, for demolition of buildings, new development etc. It embodies the Government's commitment to sustainable development and environmental stewardship. PPS12 assists in the implementation of the RDS to guide the future pattern of housing by managing future housing growth and distribution, support urban renaissance and achieve balanced communities.

Draft Supplementary Planning Guidance – Urban Stewardship and Design Manual – Manual for Streets, under development by DOE, the main purpose of this manual will be to promote a positive sense of place encompassing local involvement, distinctiveness, visual quality and potential to encourage social and economic activities which are fundamental to a richer and more fulfilling environment.

A Planning Strategy for Rural Northern Ireland, led by DOE, establishes the objectives and the policies for land use and development appropriate to the particular circumstances of Northern Ireland and which need to be considered on a scale wider than the individual District Council area. PPS are gradually replacing the policy provisions of the Planning Strategy.

Social Economy Work Programme (SEWP) – DETI has appointed Social Enterprise NI to deliver a 3-year SEWP, the main objective of which is to develop and implement an agreed programme of initiatives to enable the continued growth of a sustainable social economy sector.

Draft Tourism Strategy for Northern Ireland, under development by DETI, aims to expand the role of tourism as one of the key drivers of the economy, supporting jobs, bringing new facilities to our towns and cities and creating opportunities in rural areas.

Ensuring a Sustainable Transport Future – A New Approach to Regional Transportation, sets out how DRD will develop regional transportation beyond 2015 when the current transport plans reach their conclusion. DRD aim to create a modern, sustainable, safe transportation system which benefits society, the economy and the environment and which actively contributes to social inclusion and everyone's quality of life.

Annex F Glossary of Terms

BIDS – Business Improvement Districts are defined geographic areas 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.

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

CMS – Child Maintenance Services.

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 – for the purposes of the Framework, community development is the process by which we can be better engaged with local people and communities of interest and support their involvement in improving the neighbourhoods and communities they live and work in.

Community Planning – part of the RLG, this will provide a framework within which Councils, departments, statutory bodies and other relevant agencies and sectors can work together to develop and implement a shared vision for promoting the economic, social and environmental well-being of their area based on effective engagement with the community.

the Concordat – the Concordat between the Voluntary & Community Sector and the Northern Ireland Government.

DARD – the Department of Agriculture and Rural Development.

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

DCAL – the Department of Culture, Arts and Leisure.

DENI – the Department of Education.

DEL – the Department for Employment and Learning.

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.

DHSSPS – the Department of Health, Social Services and Public Safety.

DOE – the Department of the Environment.

DOJ – the Department of Justice.

DRD – the Department for Regional Development.

DSD – the Department for Social Development.

the Economic Strategy – Strategy setting out the Northern Ireland Executive's plans to improve the economic competitiveness of the Northern Ireland economy over the short, medium and longer term to 2030.

Europe 2020 – the European Union's 10 year strategy for smart, sustainable and inclusive growth sets five ambitious objectives on employment, innovation, education, social inclusion and climate/energy to be reached by 2020.

the Executive – the NI Executive.

the Framework – the Urban Regeneration and Community Development Policy Framework, which sets out the future direction for urban regeneration and community development policy in Northern Ireland.

the Investment Strategy – the Investment Strategy for Northern 2011-2021 which details how the NI Executive seeks to tackle regional disadvantage by addressing the issues which affect communities: tackling poverty, encouraging diversification, enhancing connectivity and improving the overall quality of service provision.

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.

NDPBs – Non Departmental Public Bodies.

Neighbourhood Renewal – this long term 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.

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

RDS – the Regional Development Strategy 2035 (“Building a Better Future”).

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

RLG – the Reform of Local Government.

Rural – as defined in the NISRA Report of the Inter-Departmental Urban-Rural Definition Group (2005), i.e. settlements with population of less than 4,500.

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 (2005), i.e. settlements with a population of over 4,500.

Notes:



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