

# **URBAN II Ireland**

## **Ballyfermot**

### **Community Initiative Programme**

**2000-2006**

**Dept of Tourism, Sport and Recreation / Dublin Corporation**

**July 2001**

## **PREFACE**

**This document has been prepared by Dublin Corporation taking into account a wide range of E.U. Guideline Papers, more particularly:**

- ◆ **Commission Guidelines on URBAN II - Communication from the Commission to Member States dated 28.04.00 C(2000) 1100-EN**
- ◆ **The URBAN II Vademecum**
- ◆ **Methodological Working Papers for the New Programming Period 2000-2006**

**At a national level, the document is informed by the National Development Plan and the Strategy for Integration of Local Government and Local Development Agencies, together with the Mid Term Review of URBAN I in Ireland.**

**At local level, the document is informed particularly by the Ballyfermot Partnership Action Plan 2000-2006 and the 'Action for Ballyfermot Childcare' document of the Partnership, published June 2000.**

**This "July Draft" is in response to the Commissions Position Paper dated 21<sup>st</sup> June 2001 and takes cognisance of the issues raised and addressed at a meeting in Brussels attended by Mr. Rudolf Niessler, Ms. Lauha Fried and Mr. David Chalmers representing DG Regio and Mr. Paul Clegg, Mr. Philip Land, Mr. Finian Judge and Mr. Jack O'Connor representing Dublin Corporation, Ballyfermot URBAN, The Department of Tourism, Sport & Recreation and The Special EU Programmes Body respectively.**

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## EXECUTIVE SUMMARY

This Community Initiative Proposal has been developed by Dublin Corporation, in response to an invitation from the Irish government to act as the Managing Authority for the URBAN II Initiative in Ireland. This invitation followed on from the designation by the Irish Government of the Ballyfermot area of Dublin City as the priority area for URBAN II in Ireland. Dublin Corporation is the Local Authority with responsibility for the Ballyfermot area.

The prioritisation of the Ballyfermot area was made by the Irish Government following an extensive review of the ten most disadvantaged urban areas in Ireland, having regard to URBAN eligibility criteria. This review involved the use of objective statistics and is based on two key factors viz:

- ◆ The relative deprivation of the area, and
- ◆ The capacity of the area to generate suitable innovative programmes to fulfil the EU Guideline requirements

Key considerations in the final selection of Ballyfermot included:

- ◆ It has the largest population in the 5% "most deprived category" using objective statistics
- ◆ The area suffers from high levels of crime, substance abuse, unemployment and inequality in a bleak physical environment which lacks community infrastructure
- ◆ Educational attainment lags seriously behind regional and national levels which negatively impacts on employability in the new economy
- ◆ There are high levels of age dependency
- ◆ Population density is high by regional and national standards
- ◆ The area has not to date, benefited from any special support or regeneration measures
- ◆ There is an effective structure in place to enable a "bottom up" approach to dialogue

In developing the CIP, Dublin Corporation has engaged in a wide-ranging exercise of consultation. All households in the area were advised of the URBAN Initiative and inputs requested. Extensive general publicity was also obtained through local media. All local schools were informed and inputs requested. Meetings were held with a wide

range of community groups and agencies working in the area. As a result, the development of the CIP has benefited from a bottom up approach which has informed the:

- ◆ Development of a strategy
- ◆ Identification of five priorities
- ◆ Selection of appropriate measures
- ◆ Design of the legal structure, managing committee and operational procedures for URBAN II.

The Programme recognises the key issues of social exclusion of many Ballyfermot residents, represented by levels of crime, substance abuse, low esteem, disengaged youth and a uniform and stationary level of disadvantage.

In general, the URBAN Initiative in Ireland operates in a complex environment of local development, national policy and state agency interventions. All of these initiatives are set out in the context of the National Development Plan 2000-2006 and in particular the South and Eastern Regional Operation Programme; the Chapter on Social Inclusion; the OP On Employment on Human Resource Development and the OP on the Economic and Social Infrastructure.

The anticipated expenditure from European Initiatives, such as URBAN, is already incorporated into the overall National Development Plan at Chapter 14. As a consequence the drafting of the specific priorities and measures under URBAN is already set into the context of other core-funded activities. It is for this reason that an analysis on the SWOT for an area such as Ballyfermot may identify weaknesses, which it does not specifically propose to address under the URBAN Initiative. In addition, the final external evaluation of the URBAN I in Ireland clearly points in the direction of funding under URBAN being directed at actions and priorities that do not have core funding under other operational programmes and state interventions. Thus for example the lack of childcare facilities in Ballyfermot, is a clearly identifiable weakness, but it is not proposed that URBAN should address this, specifically because of other resources and facilities available under the National Development Plan. A further key area which is excluded specifically as a result of the external Evaluation Report on URBAN I is the area of enterprise support and development, although it should be noted that some community infrastructure space within the Programme may fall into the general category of enterprise supports. The role of URBAN, within this context, will be to ensure that the local community can maximise access to core funding by assisting the development and empowerment of the local community. The history of the Ballyfermot area is that it has not always been able to maximise the opportunities and benefits available from such core-funded activities.

A further key context for the URBAN II Initiative in Ireland lies in the area of government policy on local government reform. These reforms are being introduced in order to maximise local democratic influence on the local decision-making process and include the establishing of Special Policy Committees and Area Committees. The URBAN II project in Ireland will constitute the first occasion on which such a European Initiative has been initiated by a local authority in partnership with all the local stakeholders and actors within the new structures of local government. The management chart, as contained in chapter 7, clearly identifies the role of the Area

Committee, which is made up of all the democratically elected councillors for the Ballyfermot area. The Area Committee will have, for the first time, a key role to play in democratic accountability for the actions undertaken within the URBAN II Initiative.

The Programme has taken great care to identify all local and national organisations operating in the Ballyfermot area so as to avoid duplication and dead weight, as well as identifying opportunities for innovative learning. The combination of these activities of consultation and services listing, has identified the core need for an integrated response programme which is democratically participative, local government led, and which integrates existing service delivery to the socially excluded.

This in turn has created the following five priorities:

- ◆ Priority 1 – Community Participation
- ◆ Priority 2 – Civic Services Integration
- ◆ Priority 3 – Infrastructure Development
- ◆ Priority 4 – Youth and Family
- ◆ Priority 5 – Technical Assistance

Priority 1 is designed to fulfil the capacity building needs of the local community in becoming involved in the Programme and is a response to issues identified in the Mid Term Review of URBAN I (Farrell Grant Sparks Consortium 1998). Priority 2 of this CIP is specifically designed to achieve integrated responses. This Priority has substantial potential to produce local governance learning and inform national policy. The consultation phase has also identified key infrastructural deficiencies in the area, which has a direct effect on the growing problems of substance abuse and criminality. This is particularly (but not exclusively) the case where youth facilities are concerned. Currently there are no proposals or services to address these issues, and Priority 3 has been designed to meet these specifically identified needs. The measures associated with this Priority will address not only the youth facilities issues, but also the general level of community facilities and issues around security and safety, which are of concern to the older population of the area.

The consultation phase has also strongly influenced the design of Priority 4 – Youth and Family. This is a response to the initial service delivery gaps, identified by both the community and the agencies operating in the area. The selection of individual projects under this Priority will be strongly influenced by levels of innovation, mainstreaming capacity, the avoidance of dead weight and their complementarity in filling service gaps.

Priority 5 will provide the Technical Assistance budget for developing, managing, monitoring and publicising the actions proposed under Priorities 1 to 4.

While individual measures are of importance in themselves, particularly for the local community, from an URBAN II perspective, issues of local governance and learning are based on the interactivity of the five priorities. The individual Measures are designed to be internally complementary within the Priorities and Priorities 1 and 4 in particular will have their project selection influenced by the needs identified in Priority 2, and to a lesser extent, Priority 3. This will enable not only URBAN learning but also will re-inforce the sustainability of Measures under Priorities 2 and 3. This inter-

relationship between the Measures and Priorities is also highlighted by the emphasis placed on Information and Communication Technology, a measure within Priority 1. This will assist programming of the dedicated Youth Centre infrastructure project under Priority 3, by provision of computer based youth activities as well as meeting its primary aim of information dissemination and community group development. The approach is designed to meet the requirements and overall objectives of URBAN by identifying key projects that will act as a catalyst, within a broad based approach to urban regeneration.

The Programme proposes specific actions to ensure compliance with EU requirements. Effective data collection procedures will be built into all levels of the Programme. This will enable effective management and external monitoring and evaluation. Particular emphasise is placed on mainstreaming of equal opportunities with an externally commissioned review being part of the mid-term and final evaluations. Both the North / South and transnational aspects of the Programme are catered for by way of a proactive approach building on the success of URBAN I in Ireland.

The management of Urban II will be established under a company limited by guarantee and called **URBAN Ballyfermot Limited**. Its Board will be representative of the community and agencies operating in the area, reflecting the Partnership approach, with sub structures that will further ensure full participation, and effective assessment of project proposals. The Company will use all available opportunities to publicise the EU role in the programme. The Dublin City Manager of Dublin Corporation, who are the Managing Authority, has issued an invitation to the relevant organisations and agencies to nominate representatives to the Board.

Finally, the management and activities of the company will at all times adhere to EU requirements regarding state aids, procurement policy, monitoring and accounting procedures. This CIP provides indicative budgets for the five Priorities, including Technical Assistance. The Programme complement will detail these further. Financial Table 1, which outlines the programme expenditure, is in the appendices.

## Priority & Measure Budgets

### Priority 1 Community Participation

	Euro
◆ Active Citizenship	929,300
◆ Heritage Development	231,030
◆ Information Technology & Communication	1,421,840
<b>Total</b>	<b>2,582,170</b>

### Priority 2 Civic Services Integration

	Euro
◆ Tracking & Clearing House Systems	1,799,560
<b>Total</b>	<b>1,799,560</b>

### Priority 3 Infrastructure Development

	Euro
◆ Dedicated Youth Centre	2,426,550
◆ Development and Refurbishment	1,126,300
◆ Environmental / security enhancement	1,126,300
<b>Total</b>	<b>4,679,150</b>

### Priority 4 Youth and Family

	Euro
◆ Education	756,460
◆ Youth and Family supports	756,460
<b>Total</b>	<b>1,512,920</b>

### Priority 5 Technical Assistance

	Euro
◆ Measure 1	530,000
◆ Measure 2	316,200
<b>Total</b>	<b>846,200</b>

**Overall Total Priorities 1 to 5**

**Euro 11,420,000**

See Financial Table 1 in the appendices

## **CHAPTER 1 – Socio-Economic Analysis and SWOT**

### **1.2 Introduction**

Ballyfermot lies on the western side of Dublin City (see map 1) and has strong geographical boundaries framed by the Chapelizod by-pass, the Grand Canal and the M50 Motorway. These boundaries provide the area with a clear, separate geographical identity, which in itself creates a sense of isolation amongst the local community.

The accumulation of public housing over a period of 40 years combined with a lack of infrastructure development and little private sector investment, has created a disadvantaged urban environment where key issues identified by the community itself include:

- ◆ High levels of substance abuse
- ◆ High levels of drug related crime and anti social behaviour
- ◆ Early school leaving
- ◆ High unemployment levels through the 1990s
- ◆ High levels of economically dependent persons
- ◆ High levels of dependent elderly

The overall physical appearance of the area is drab and monotonous and in some estates this is combined with a feeling of insecurity amongst residents. This is highlighted by a featureless environment characterised by:

- ◆ Poor physical appearance in the town centre
- ◆ Poor appearance of local shopping areas, including physical evidence of vandalism
- ◆ The absence of a central focal point
- ◆ The lack of a coherent service delivery in the town centre

- ◆ Significant traffic and parking problems in the town centre
- ◆ Unattractive open spaces, with limited facilities, poor maintenance, evidence of vandalism and usage for drug abuse
- ◆ Evidence in certain estates of the use of the area for joy riding, with consequent closure of pedestrian routes, which affect the general community
- ◆ Lack of sufficient facilities for both youth and senior citizens where they can engage in social activities in a secure environment

The Ballyfermot area has not benefited from any of the regeneration that has occurred in other parts of Dublin City. Other parts have benefited from major redevelopment, including the benefits arising from the URBAN I Initiative together with private sector redevelopment, brought about by way of tax incentives. Ballyfermot is not a special tax designated area and has therefore been left further behind over the 1990s as other parts of the City have progressed. The URBAN II Programme provides a unique opportunity for the area to make up for this lost ground.

### **1.3 Selection of URBAN II Priority Area**

The decision to select the Ballyfermot area as Ireland's priority area for funding under the URBAN II Initiative was based on two factors viz. the relative deprivation of the area, and on its apparent capacity to generate suitable innovative programmes to fulfil the EU Guideline requirements.

Initially, a shortlist of the 10 most deprived urban areas in the country was drawn up, using objective statistics, viz. the Trutz Haase Index of Relative Affluence and Deprivation. The Index was first developed to facilitate the designation of areas of disadvantage in preparation for the Operational Programme for Local Urban and Rural Development and the establishment of area-based partnership companies. The original Index was updated using the latest available information from the 1996 Census of Population. The Trutz Haase Index is considered to be a robust and reliable measure of the relative position of urban areas as regards social disadvantage.

The census variables used in the Index include:

- The percentage of the population in the unskilled manual class,
- The percentage of the population in the professional classes,

- The percentage of the adult population leaving school at 15 years or below,
- The percentage of the adult population leaving school at 20 years or above,
- The percentage of adult population with no or primary education only,
- The percentage of adult population with third-level education,
- Unemployment rate
- Proportion of long-term unemployed in the labour force
- Proportion of lone parents
- The percentage of those at work engaged in small farming (under 30 acres)
- Age dependency rate

In carrying out this operation, Area Development Management Ltd. And the Combat Poverty Agency drew upon the published statistics, which were used in tandem with their knowledge, and experience working with deprived neighbourhoods to determine the areas to be short-listed. These 10 short-listed areas are located in Dublin, Cork and Limerick and involve populations, which are categorised as being in the 10% most deprived in the country.

Each of these 10 areas has an established Area Partnership Structure which has facilitated ongoing dialogue and a “bottom-up” approach thus ensuring that the needs of the area as perceived by the community, have been identified, recognised, and are being addressed in the context of an Area Based Plan. Drawing on the lessons of the URBAN I Initiative, Local Authorities responsible for each of the identified areas are now engaged with this process so that there is a more effective channel of communications between the community and the planners and providers of services responsible for these areas.

Once the 10 areas were short-listed, the Local Authorities responsible for these areas were contacted. Having consulted local partnerships they submitted a response indicating their willingness to participate in the URBAN II Initiative and outlining a series of indicative themes for the Programme should they be successful.

Consultations between the Department of Tourism, Sport and Recreation and the Local Authorities responsible for these areas provided a further insight and confirmed

the relative level of deprivation in the areas, as well as giving an overview of the work already being undertaken and of the potential of the area to generate suitable programmes.

Following the consultation, the 10 short-listed areas were ordered in terms of their relative deprivation, their capacity to generate suitable projects, their ability to take advantage of the URBAN funding, and the absence of a recent regenerative investment project in the area.

Ballyfermot emerged top of the list both on the basis of need and on its potential to generate suitable programmes to fulfil the EU Guidelines. The area is defined as comprising seven District Electoral Divisions (DED's) – Cherry Orchard (A, B and C), Kilemore, Decies, Kilmainham A and Drumfin.

Ballyfermot emerged as the priority area because –

- It had the largest population of those in the “10% most deprived category”
- It also had the largest population in the “5% most deprived category”
- There is an effective structure in place in the area, which would allow a bottom-up dialogue so that any activity has the active support and co-operation of the local people. In addition, Dublin Corporation has drawn up an integrated plan for the area, which will complement and be complemented by any programme undertaken under the URBAN II Initiative.
- The area has not so far been the subject of special support or regeneration measures. An objective assessment would suggest that the area offers potential to generate suitable programmes of activity to attract URBAN funds
- Within the area, the Cherry Orchard DED's have a very serious and escalating youth crime and drug problem and the URBAN II funds could provide effective measures to involve local young people in activities to attract them away from the drug culture

A proposal was made to Government, seeking agreement to the designation of Ballyfermot as Ireland's priority area for funding under the URBAN II Initiative. Agreement by Government was given on the selection of Ballyfermot on 12 September 2000.

#### **1.4 Population Density and Household Type**

The Ballyfermot area consists of seven district electoral divisions (see map 2). The area consists primarily of public housing, built by Dublin Corporation largely in the 1940s and 50s, with the Cherry Orchard estate built in the 1970s and 80s. Total population of the area is 21,437 in 6,431 households broken down by DED as follows:

<b>DED</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
Cherry Orchard A	818	580	1398
Cherry Orchard B	1482	1567	3049
Cherry Orchard C	1895	2046	3941
Decies	1573	1691	3264
Drumfin	1930	2057	3987
Kilmainham A	1177	1268	2445
Kylemore	1461	1604	3065
Contiguous Areas	141	147	288

Population density according to the last census stands at an average of 11,052 per square mile. The density is varied across different district electoral divisions with the Decies ward having a density of 26,787 per square mile or 2.5 times the city average of 10,592. In two of the DEDs Cherry Orchard A & C the density is substantially less at 3,540 and 7,323 respectively. This lower density in these areas is due to the presence of an industrial area and the existence of two major institutions comprising a hospital and a prison. When these are taken into account, the population density is substantially above the city average.

In total there are 6,431 households in the area of which 96% are classified under the census as conventional households with the small remaining percentage classified either as flats or bed-sits or traveller households.

The percentage of lone parent households is 20%. This is twice the national average. 28% of all households in Cherry Orchard A electoral division comprise lone parents with at least one child under the age of 15.

A further key economic dependency issue for the area is the number of older people living alone. 11% of all households comprise people of this category, the majority of whom are elderly single women for whom security is a major concern.

#### **1.4 Educational Profile**

The single most important characteristic of Ballyfermot in terms of disadvantage is the low educational profile of the area. The following are key indicators:

- 68% of the adult population left school prior to 15 years of age
- 3.5% only of the population have received third level education
- 2% remained in education post 20 years of age
- 63% of the female population left school by primary level
- 58% of the adult population left school by primary level

- 52% of unemployed left school at primary level

In regional and national terms, these figures indicate low educational attainment as follows:

<b>Educational Level</b>	<b>Ballyfermot</b>	<b>Regional</b>	<b>National</b>
3 <sup>rd</sup> Level	3.5%	25.5%	22.5%
Unemployed primary level only	52%	33%	33%
Female, primary level only	63%	26%	29%
Total primary level only	58%	25%	30%

## **1.5 Economic Activity and Employment**

In line with the general economic improvement in Ireland over the last few years, unemployment in the Ballyfermot area has fallen. The total on the live register as of September 2000 was 1,037 persons as follows:

Males over 25	Males under 25	Females over 25	Females under 25
524	137	300	76

800 of this group are classified as long-term unemployed – more than twice the national average:

A further 495 males and 83 females were registered but not on the live register as at September 2000. Married women wishing to work outside the home are not included in these figures.

In May 2000 unemployment in Dublin as measured by the CSO (applying ILO criteria) stood at 3.4% (19,000 people). This represented a dramatic fall from 13.8% in April 1996. It should be noted that 20% of the regions of the EU (41 out of 205) have similar or even lower levels of unemployment and that unemployment in about ten regions of the EU is at or below 2.5%. In contrast to the official unemployment figures a report commissioned by the Dublin Employment Pact in April 2000 identifies a different picture. The Report concluded that when various groups excluded from the CSO statistics were taken into account, the total number of effective long term unemployed in Dublin was 37,000 and corresponding to about 6.5% of the labour force. (Dublin Employment Pact Policy Paper Number 2 April 2000). These statistics confirm relatively high levels of unemployment particularly in areas such as Ballyfermot. This Report goes on to analyse levels of unemployment in the Dublin Corporation area, breaking the figures down to represent each of the Partnership Companies areas within the City. Extrapolating from the 1996 Census, the Ballyfermot Partnership area had the second highest rate of unemployment of 35.7% compared to the regional average of 12.5%. Only the Ballymun area was higher at 41.9% and, unlike Ballyfermot, this area has since been the subject of a major rejuvenation programme including benefiting under the URBAN I Initiative.

The 1997 Dun & Bradstreet Database of companies indicates that there were just 49 companies operating in Ballyfermot employing a total of 1153 people. Of the 49 companies, 14 were engaged in wholesaling and 11 each in manufacturing and

retailing. In recent year's substantial business development, particularly in the Park West Industrial Estate has occurred adjacent to, but not in Ballyfermot. Most of these new businesses are involved in the communication and technology sector. Jobs and opportunities are limited for Ballyfermot residents because of the skills gap, inherent in the educational attainment levels referred to above. Ballyfermot continues to suffer from sectoral changes in the type of work available as evidenced by a fall-off of 39% in numbers engaged in the building and construction trades between 1986 and 1996.

## **1.6 Age Profiles**

The 1996 Census identified that 26% of the population are aged 14 or under compared to 22% for the region. At the other end of the spectrum, 13% of the population are aged 65 or over compared to a regional figure of 10%. In Drumfin DED 21% of the population is aged 65 years or over.

In 1996 39% of the population were classified as age dependent compared to the Borough age dependency rate of 31%.

Gender differentiated age profiles shows that 27% of the area's male population were under 15 with 25% of the female population falling into this age group. 10% of the male population was over 65 years compared to 16% of the female population. In the Drumfin DED, the percentages were 17% and 25% respectively. This is nearly twice the national average of 13%.

## **1.7 Abuse of Substances**

It is difficult to identify in any conclusive way the scale of heroin misuse in an area as the activity is, by its nature, often hidden. The Drugs Task Force estimates that there are at least 1,000 drug users (or 5% of the total population) in the area. This estimate is based on a number of sources including EHB figures, Gardai, Voluntary agencies and local youth and community groups. Using the standard multiplier of 5, this means that 5,000 (25%) of the population are directly affected. In the first four months of 2000, the Gardai arrested and charged 50 dealers and a total of IR£370,000 was seized in drugs and cash. 2,500 people have been detained by Gardai under the Misuse of Drugs Act.

As part of the consultation process, leading to the development of the URBAN Programme, Dublin Corporation requested detailed information from the Gardai Siochana (police) regarding substance abuse in Ballyfermot. In all, drugs valued at 1.8 Million Euros were seized in the Ballyfermot area in 1999. Three key trends to emerge in 1999 were

- ◆ The increasing number of females using drugs. In 1998 the male / female ratio was 7:1. This had changed to 5:1 in 1999
- ◆ The average age of dealers and abusers dropped from 26 years in 1998 to 23 years in 1999
- ◆ The number of people charged as users or dealers rose from 192 in 1998 to 252 in 1999.

In addition to local seizures, the Gardai confirmed that a number (5 including one in Portugal) of big dealers from the area were arrested outside Ballyfermot since January 2000.

## **1.8 URBAN II and the Environment**

An essential element to Environmental Policies is a collaborative approach towards achieving overall objectives. A community-based approach provides a way of working collaboratively between Local Authorities and voluntary groups. Sustaining community liveability through environmentally compatible developments involves

- Focus in a defined area
- Collaborative work through partnership

An essential ingredient to this approach is the development of capacity building with local community groups, and URBAN II will play a major role in enabling the community play their role in national and regional policies as they affect the Ballyfermot area. All actions taken will comply with national, regional policy and best international practice.

The general environmental situation in Ballyfermot has much in common with the situation in Dublin City as a whole. Issues such as air quality, water quality and transport are not particular to and cannot be isolated or divorced from the city context. Dublin Corporation as the local authority responsible for the Ballyfermot area has the responsibility for implementing a range of local regional and national plans and policies for improving the environment and the quality of life for its citizens. All of these plans and policies incorporate and reflect existing and emerging EU policy on environmental issues.

### ***Transportation***

Ballyfermot is part of the area covered by the integrated transportation strategy for the greater Dublin area under the auspices of the Dublin Transportation Office. This strategy is set out in DTO's policy document "A Platform for Change" (Strategy 2000-2016)". The strategy outlined in this report has been prepared to support and complement the strategic land use planning framework described in the Strategic Planning Guidelines for the Greater Dublin Area, published in February 1999.

The strategy also takes account of:

- The transport investment proposals in the National Development Plan 2000 to 2006
- The development plans of the local authorities
- The National Sustainable Development Strategy
- The Dublin Suburban Rail Strategic Review
- The Green Paper on Sustainable Energy
- The Bus Network Strategy Appraisal for the Greater Dublin Area
- The National Roads Needs Study

- The Eastern By-Pass Strategic Study
- The ESRI's Medium Term Review
- The views of representative organisations and interested bodies

Under the five separate headings of the Regional Economy, Quality of Life, International and National Context, Development of the City & Region and Efficiency in Implementation there are a number of broad objectives, some of which are set out below:

- Reduce growth in the demand for transport, especially private transport
- Reduce the need for car commuting by improving the reliability, availability and quality of public transport
- Reduce travel times and congestion
- Ameliorate the direct environmental effects of transport – noise, air pollution and greenhouse gas emissions.
- Promote cycling and walking as safe sustainable and health means of transport
- Improve transport safety

In addition there are a number of quantifiable objectives as follows:

- To reduce the level of congestion to 1991 levels
- To provide adequate capacity for all journeys to work and education

The Ballyfermot area will benefit from this strategy particularly by way of:

- Quality Bus Corridor and Priority Bus Network which will be introduced in 2001
- Third rail track to be constructed from Heuston Station to Cherry Orchard and third and fourth track from Cherry Orchard to Sallins
- LUAS (on street light rail) linking Ballyfermot to Lucan to the west and Dolphins Barn and the South City Centre to Docklands to the east

## **Water**

There are currently four plants serving the Dublin Region with the largest plant at Ballymore Eustace accounting for half of the total production for the region. A Client's Representative has been appointed to oversee the implementation of an augmentation scheme for this plant to increase the volume of water being produced. Work on this project is likely to be completed in 2004. The Dublin Region Water Conservation Project was a £37m initiative to reduce the high level of leakage from the Dublin Region water distribution system and it succeeded in reducing leakage to 28.7% from a figure of 42.5% in 1996. The Department of the Environment and Local Government has described this project as an outstanding success.

In addition an active management strategy is being undertaken to assist in the reduction of water consumption throughout the region, especially in households.

Dublin Corporation is responsible for implementing the Water Pollution Act, 1977 as amended in 1999. Licenses to discharge into rivers, streams & sewers are issued,

where appropriate, and applications from chemical companies, heavy industry etc. to discharge waste are processed under the Environmental Protection Agency Act, which incorporates European standards. The quality of all fresh water rivers & streams is monitored on a monthly basis and a special phosphorous monitoring system is in place for four designated rivers – Camac, Santry, Tolka, & Dodder. Recommendations are made on planning applications for developments, which are likely to have an impact on water systems, including contaminated sites. Such applications may lead to the necessity to apply for a Trade Effluent Discharge Licence from the local authority or an Integrated Pollution Control Licence from the Environmental Protection Agency.

Waterways are one of the opportunities in Ballyfermot with the presence of the now disused canal and community based actions around this resource will be considered under URBAN.

### ***Air Quality***

A Dublin Regional Air Quality Management Plan has been formulated and is consistent with both domestic Government legislation and in particular European legislation. The Plans seeks to improve the health and quality of life of the citizens of Dublin and protect the environment by the provision of a co-ordinated approach to the control of air pollution. The principal objective of the Plan is to develop policies and strategies so that measured levels of air pollutant concentrations comply with air quality target values by 2001.

Overall the air quality in the Dublin Region is good. It is the policy of Dublin Corporation to control and reduce air emissions from domestic, commercial and industrial premises. The strategies employed include the continued promotion of the use of cleaner fuels and switching from coal and other solid fuels to natural gas etc. Dublin Corporation continues to enforce the ban on the sale of bituminous coal in its area and encourages sustainable industrial development through the use of cleaner technologies and production techniques. It limits and reduces emissions from industries through its statutory powers. URBAN II in Ballyfermot will continue to raise awareness of these issues by empowering local groups to represent their communities on issues of air quality.

Dublin Corporation has commenced one of the largest air monitoring campaigns to gather information of the levels of benzene and nitrogen dioxide at 135 sites around the city, three of which are in the Ballyfermot area. These pollutants arise primarily from road traffic in urban areas. The Resolution air-monitoring project commenced in September 2000 and will be completed in July 2001. Three European cities - Rome, Paris and Madrid - are also participating in the Resolution project. This study will assist in identifying air pollution 'hot spots' in advance of the new E.U. Directive on Benzene and Nitrogen Dioxide, which member states must comply with by 2005. The Resolution project will also facilitate the comparison of concentrations of these pollutants between the participating cities.

The European Commission has proposed a limit value of 5  $\mu\text{g}/\text{m}^3$  for benzene as an annual average in the second Directive to the Framework Directive on Air Quality

Assessment and Management. Directive 1999/30/EC sets an annual limit of 40ug/m<sup>3</sup> to be achieved by 2010 for Nitrogen Dioxide emissions.

Emissions at the Kylemore Road, Ballyfermot in 1999 show mean benzene levels of 4.1ug/m<sup>3</sup> and average NO<sub>2</sub> levels of 27.47ug/m<sup>3</sup>.

There are 14 monitoring stations in the city to monitor smoke and SO<sub>2</sub> levels in accordance with European Directive 80/779/EEC.

The annual summary report of the Ballyfermot Station for the period April 1999 to March 2000 show the following:

<b>Emission</b>	<b>Mean</b>	<b>Maximum</b>	<b>Median</b>	<b>98%tile</b>
<b>SO<sub>2</sub></b>	18	108	13	79
<b>Smoke</b>	8	51	5	27

A new EU Directive on smoke and SO<sub>2</sub> proposes new limit values relating to hourly and 24-hourly values.

### ***Waste Management***

Ballyfermot is also part of the Dublin Waste Management Plan which was adopted by Dublin City Council in 1998 under the terms of the Waste Management Act 1996 and the Waste Management (Planning) Regulations 1997. This legislation is firmly grounded in EU Waste Management Policy summarised by the waste hierarchy of prevention, recycling, energy recovery, waste recovery and minimising landfill.

The necessity to examine waste management planning in the Dublin region is based on the premise that current-landfilling rates of some 80% to 90% cannot continue. To meet emerging new EU and national legislation, alternatives to landfill must be found. The Plan challenges industry, business generally and householders to minimise, separate and recycle waste in preference to disposal. The Plan also endorses the "polluter pays" principle.

Included as one of the objectives of this plan is to adopt a 60% recycling rate in due course. To this end the provision of Bring Centres in the Ballyfermot region is being actively pursued and there are plans to provide at least 3 such facilities in 2001. A wheeled bin waste collection service is being introduced in Ballyfermot at present together with a door-to-door dry recyclables collection service in certain parts of Ballyfermot.

## ***Physical Planning and Development***

The Dublin City Development Plan provides the framework for the management of development within the Dublin City area including Ballyfermot. The key strategies of the Plan include inter alia to

- “protect and enhance the built and natural environment of the County Borough”
- to “identify and promote public and private development projects, with major investment, employment, social and environmental benefits to the city, and
- promote a local planning consultative framework.

The Development Plan is informed at a regional level by the “Strategic Planning Guidelines for the Greater Dublin Area”. These embrace the principles of sustainable development as set out in the National Sustainable Development Strategy adopted by Government and conform to the direction of emerging policy in Europe emanating from the European Spatial Development Perspective.

The role of URBAN will specifically include empowerment and NGO development to ensure that the local community is equipped to participate fully in the consultation process over all aspects of physical planning including estate management, traffic calming and infrastructure development.

## ***Sustainable Development***

In 1995 the Irish Government as part of the response to the principles and agenda established at the “Earth Summit” held in Rio de Janeiro in 1992 published “Local Authorities and Sustainable Development – Guidelines on Local Agenda 21”. These Guidelines suggest that each local authority revisit its own policies and practices to assess their sustainability. Dublin Corporation has drafted its own Local Agenda 21 Plan and implementation of this has commenced.

As part of this process, part of Ballyfermot has been selected for the implementation of a corporate pilot Local Agenda 21 project that seeks to improve the quality of life for residents there. The project has started and consultation with the residents is ongoing. Again Urban II will provide capacity building to maximise local involvement and to provide complementarity to these actions.

## **1.9 SWOT Analysis**

### **Strengths**

- |                                                                                                                                                                                                                                                                        |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>• Proximity to city centre</li><li>• Proximity to potential quality amenities such as River Liffey, Phoenix Park and Grand Canal</li><li>• Good road connections</li><li>• Significant land with development potential</li></ul> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

- Proximity to high tech industrial space
- New civic centre being built in 2001
- Strong sense of community
- Previous development activities of partnership companies under OPLURD
- Existence of local authority regional office
- Availability of job opportunities
- Existence of many voluntary and community groups
- Presence of a major training centre and third level education establishment
- Capacity for a bottom up approach through 90 registered voluntary community groups
- Reasonable first and second level education opportunities
- Local presence of national service delivery agencies

### **Weaknesses**

- Low education levels
- High levels of drug abuse
- Low level youth facilities
- High level of one parent families
- High percentage of early school leaving
- Low level of childcare facilities
- Generally drab and featureless environment
- Negative visual impact of town centre
- Significant traffic and parking problems
- Featureless unattractive open spaces
- Limited social amenities
- Drug related anti social behaviour
- Poor quality central focal point
- Insufficient resources to deal with extent of disadvantage
- Insufficient outreach to disadvantaged groups
- Lack of effective linkages between various agencies, community and disadvantaged individuals
- High population density
- High levels of age dependency
- Lack of targeted supports
- Persistent structural long term unemployment

### **Opportunities**

- Availability of local jobs
- Availability of substantial child care funding under the National Development Plan
- Planned improvements in transportation including rail links
- Potential for capacity building and increased involvement by local residents
- Build on existing levels of voluntary activity particularly around sporting and environmental activities
- Opportunity to tap into additional resources under the National Development Plan

- Create local pride
- Train youth in ICT
- Potential of open spaces and parkland
- National funding for social economy project and initiatives

### **Threats**

- Continue to be left behind as development in other parts of the city continue
- Remain unattractive to business and enterprise as a place to start up
- Increased family dysfunctionality
- Increased use of drugs
- Demotivation of existing population
- Reinforcing deprivation
- Ghettoisation
- Low paid jobs as only option for many locals
- Increased social tensions with minority groups
- Cyclical early school leaving preventing social and economic development

### **1.10 URBAN II – An Opportunity**

The prioritisation of Ballyfermot as an URBAN II area by the Irish Government provides the incentive to pool resources across a range of potential partners in the area. To reflect this opportunity, Dublin Corporation as the Managing Authority, will set up a separate company limited by guarantee and representative of the relevant statutory agencies, local partnership company, the community and private sector. This new management structure will be responsible for the implementation of URBAN II and will reflect new working relations between the parties in tackling the identified issues of social exclusion, and infrastructure deficits. The approach adopted by the Managing Authority will be consistent with national policy on reform of Local Government and the tackling of identified problems by way of an inclusive partnership approach.

Despite the socio-economic problems of the area, Ballyfermot has certain key, if as yet insufficiently maximised strengths. Principle physical potential lies in:

- ◆ Proximity to potential quality amenities including the River Liffey and local Canal
- ◆ Proximity to city centre
- ◆ Good road links
- ◆ Significant land with development potential
- ◆ A new Community Civic Centre coming on stream in 2000.

At a community level, progress has been made since 1995 in areas of community capacity building and reduction in unemployment levels. Substantial opportunity

exists to tap into key additional areas to be funded under the National Development Plan, particularly in the areas of childcare provision and social economy development. By adopting a strategic approach, URBAN II can assist Ballyfermot maximise the potential of these Programmes into an area, which might otherwise, as in the past, be left behind.

The designation of Ballyfermot not only will enable outcomes that might otherwise bypass the local residents, but will contribute to local Government learning and inform the City Development Board as part of the National Strategy on Integration of Local Government and Local Development Systems.

In summary URBAN II provides the opportunity to:

- ◆ Tackle issues of social exclusion in an urban area of high deprivation
- ◆ Learn new methods of working in partnership
- ◆ Develop and disseminate new practices and learning around issues of Local Governance
- ◆ Provide a tool for innovation in addressing the issue of urban disadvantage

## CHAPTER 2 – Past and Current Local Development Actions

### 2.1 Area Based Partnership Company

Ballyfermot is one of 38 designated 'Partnership areas' in Ireland, reflecting its disadvantaged status. As such, it benefits from the existence since 1995 of 'The Ballyfermot Partnership Company'. It was funded up until December 1999 under the Operational Programme for Local Urban and Rural Development involving joint EU and Exchequer funding. From 1<sup>st</sup> January 2000 onwards, it is being funded solely by the Irish Government under the Local Development and Social Inclusion Programme (2000-2006) of the National Development Plan.

At a local level, Ballyfermot Partnership is structured as a separate company limited by guarantee. Its Board is representative of the social partners, statutory agencies and the local community. In addition, it also has a Local Employment Service specifically catering for career progression and job placement for long term unemployed and other key marginalised groups. Since 1995 the Partnership has played a key role in stimulating local responses to issues of social exclusion. In particular it has assisted advances in the areas of:

- ◆ Community capacity building
- ◆ Economic development including social economy
- ◆ Education and training
- ◆ Environment and infrastructure
- ◆ Services to the unemployed
- ◆ Childcare

Despite these advances, Ballyfermot remains, uniformly in every electoral division, amongst the most disadvantaged areas in the country. As part of its Action planning for the period 2000-2006, the Partnership have planned actions under the following three specific measures:

- ◆ Community development
- ◆ Services to the unemployed
- ◆ Community based youth initiatives

It must, however, be noted that the financial resources available to the Partnership will be limited and will not in themselves enable the full delivery of the measures adopted.

The Ballyfermot Partnership Company Action Plan has been taken into account in the development of the URBAN II Initiative. In certain key areas, such as services to the unemployed and the development of childcare facilities, URBAN II does not propose to initiate additional projects, but instead focuses on providing complementary actions. This complementarity will be facilitated and assisted by the representation and involvement of Ballyfermot Partnership at steering group level and on all relevant advisory groups. While the development of childcare facilities, is a clearly identified target need for the area, separate specific funding is available under the National Development Plan 2000-2006 to core fund such projects, and an integrated plan for delivery of such services, in the Ballyfermot area, has already been prepared by the Ballyfermot Partnership Company. Linkages will be made between this programme and URBAN II infrastructure projects.

## **2.2 New developments 2000-2006**

There are a number of pertinent developments, which will affect Ballyfermot and have impacted on the development of the URBAN II Programme.

Dublin Corporation (with a 60:40 ratio of private and affordable housing) will develop up to 600 houses in the Cherry Orchard area. A new road is also planned which will directly link Cherry Orchard with Park West Industrial Estate. Funding has been approved for the long awaited primary school in Cherry Orchard.

The economic climate looks likely to remain healthy and numbers on the live register may drop further, though it is estimated that the current figure of 800 long term unemployed in the area has stabilised at this figure for some months now. This cohort of long-term unemployed has multi-faceted problems, which will require intensive and innovative interventions. Demand for Community Employment has also lessened and promoters have experienced difficulty in recruiting due to the structural nature of the remaining unemployment. The significance of the Community Employment Programme is likely to contract. The new emphasis focuses on the National Social Economy Programme, a core funded scheme with a budget of €300 million that has been developed under FAS. With this fund available, the URBAN approach will be to develop projects that integrate with the National Social Economy Programme thus ensuring the maximum benefit is achieved for the Ballyfermot community. An example of integration will be the development of social economy actions in conjunction with the proposed dedicated youth centre and environmental enhancement measures.

### **The National Anti Poverty Strategy (NAPS)**

The aim of NAPS is

- To maintain social exclusion to the fore in policy making
- To raise awareness of the implications these policies have on those most in need
- Establish all potential effects on various groups
- Establish how adverse effects can be counteracted

The NAPS addresses everything from strategy development to review and monitoring with emphasis on inequalities that lead to poverty, in the context of age, disability,

gender and membership of ethnic minorities. The Urban II Programme in Ballyfermot provides an opportunity for learning and demonstration projects in one of Ireland's most disadvantaged neighbourhoods that will both inform and strengthen the National Anti Poverty Strategy.

## **The City Development Board**

Government policy is focused at the integration of local government and local development services by way of a Partnership approach at local level. This policy is reflected through the newly established City and County Development Boards (CDBs). The Dublin CDB is currently formulating its strategy position, which is to be in place in 2003. The actions and learning of Urban II will feed into this strategy development as it progresses and will provide innovative projects, which will fill gaps in the integrated process. In order to ensure that this learning is captured CDB is represented on the monitoring committee of Urban II and will also be represented on the Project Evaluation Committee.

## **2.3 Other Key Resource Providers**

### **FAS**

- ◆ Provides a range of services to local unemployed people including advice, training and placement, supports for community-based groups including the Stepping Stone Enterprise Group and recruitment support for employers
- ◆ Ballyfermot Training Centre is the FAS regional office for Dublin West. FAS runs a variety of services from the Centre, general training, training designed for specific firms and employment placement. Nearly 70% of FAS trainees secure employment after completion of training courses. FAS funds 14 Community Employment Programmes in Ballyfermot, with significantly high levels of female participants
- ◆ FAS External Training supports a range of programmes in the area including the Community Training Workshop and local Youth Reach Programme
- ◆ FAS have been extremely committed to the work of the Partnership and apart from participation at all levels of the Partnership, including project management, they have financially provided support for many direct and indirect Partnership projects

### **Department of Social Community and Family Affairs**

- ◆ The Social Welfare office, Rossmore Avenue acts as a first contact point for all unemployed people and offers welfare information services and community development support. It also provides an information service on benefits and a job mediation and referral service
- ◆ Several local projects are funded by the Department of Social, Community and Family Affairs including COMAC – Cherry Orchard Money Advice Centre, which provides a money advice and budgeting service, as well as negotiating with creditors on behalf of debtors. This service has expanded to other parts of Ballyfermot. Other projects funded include the Cherry Orchard Community

Development Project, the Cherry Orchard Development Council, the Bungalow Resource Centre and the Matt Talbot Community Trust

- ◆ In September 2000, there were 375 males and 42 females on the Back to Work Allowance Scheme, which supports the long term unemployed either to find employment or set up their own business while retaining in part their social welfare benefits over three years. The Department also funds through Stepping Stones Community Enterprise training programmes in accounts and marketing for those starting their own business

### ***City of Dublin Vocational Education Committee (VEC)***

- ◆ The VEC runs the second level Kylemore College, which has a roll of approximately 580. The music school has a roll of approximately 800.
- ◆ The third level Ballyfermot Senior College has a roll of approximately 1360 students of which only 15% come from Ballyfermot
- ◆ In co-operation with FAS, VEC provides Youth Reach Programmes which cater for 50 participants and support the Community Training Workshop
- ◆ The VEC has an input into the Kylemore Community Training Workshop, Ballyfermot Resource Centre, Candle Community Trust, Matt Talbot Community Trust and MENNI Enterprise
- ◆ VEC supports a range of education / training programmes for unemployed people including literacy and general adult education classes.

### ***Locally Based Support Centres***

A range of organisations provides general advice and support to unemployed people in the area.

- ◆ The number of community groups on the Local Authority database is well over 90 providing a range of support services to geographic areas and specific groups. The majority of these groups provide a range of special focused activities, including education, personal development, counselling and special programmes for drug addiction.
- ◆ There are 2 Community Development Programmes funded centres and 2 family resource centres. With the support of existing organisations and the Partnership, networks have been set up with specific interest groupings i.e. Senior Citizen Network, Disability Network, Women's Forum and Travellers group.

Specific projects identified as gaps in provision and initiated by Partnership as specific responses to these needs, included:

- ◆ The Citizen's Information Centre was opened in 1999 and provides free comprehensive and impartial information on any subject to those who request it.

The service to date has been very successful (with 479 queries from June 99 to January 2000).

- ◆ Networks of People with Disabilities, Lone Parents, Women's Forum and the Elderly have been developed. The primary aim of these "community of interest" groups is to act as a catalyst for people facing extreme social exclusion to become proactive in the work of the networks thus enabling the participation of the marginalised through a consultative process to identify their needs and devise appropriate strategies. Project Support Workers have been appointed through the Whole-time Jobs Initiative for the Disability and Lone Parents groups.
- ◆ Childcare was an extremely important agenda item for the Partnership in terms of the necessity for its provision in order for parents to access training and employment opportunities and for children to access pre-school activities increasing their developmental and social skills. The Partnership has supported the upgrading of 7 playgroups in the Ballyfermot area, which are affiliated to the Playgroup Federation.

### ***Local Employment Service***

The Ballyfermot Local Employment Services, established in 1997, originated through the actions of the Ballyfermot Area Action Group, the pre-partnership organisation. With unemployment levels nearing 4,000 at the time, Ballyfermot had no services or contact point for the unemployed. The main aims of the service are to improve the potential of the unemployed and socially excluded to gain employment in the economy generally and especially in their own areas; to provide a structured programme of advice and support in career planning, to create training, education and work experience opportunities for the long term unemployed to promote their integration into the labour market, concurrently contributing to local and community development. The total numbers of unemployed has fallen to just over 1000. However 800 of these are long term unemployed, many with a serious lack of work ethic, problems of substance abuse and many are in need of multi disciplinary supports. Within the context of URBAN II, it is not proposed to develop any specific labour market intervention measures. This is because, other better-funded activities, such as those provided by FAS, and the Local Employment Services, are dealing with the issues. The key role for URBAN to play in regard to unemployment focuses on tracking individual cases and ensuring an integrated service provision to overcome the problems that emerge. This will be the first time that this type of function will be adopted and driven by a local authority led initiative. We note the comments of the External Evaluator to the URBAN I Initiative, which questioned the additionality of supporting such core-funded activities as the Local Employment Services in one of the Sub Programmes of that Initiative.

### ***Dublin Corporation***

Dublin Corporation is the local authority for the Dublin City area. It has a regional office in Ballyfermot, which will move to the new Civic Offices on their completion later this year. The Corporation provides a range of services in Ballyfermot including:

- ◆ Housing

- ◆ Community Services
- ◆ Parks development

Through its regional office it has been actively involved in partnership approaches to local development and social exclusion issues, as well as the development of a number of capital projects, aimed at the physical regeneration of the area. Key issues outlined in the SWOT Analysis such as the poor visual environment and the negative visual impact of the Town Centre are in the process of being addressed jointly by the Local Authority and the Ballyfermot Chamber of Commerce. The role of URBAN will be to enable the effective participation of the local community in these processes, as they develop, and to enable maximum return for the community.

In addition to the above key service providers, other activities relevant to URBAN come under the responsibility of the Gardai, the Health Board, the Department of Education and Science and a local Drugs Task Force funded under the National Drugs Initiative. Despite this layering of supports, it is necessary to emphasise that gaps remain in service delivery, and that a large number of “at risk persons” are not being engaged by the system.

## **2.4 Building on URBAN I**

The URBAN I Initiative in Ireland operated in three distinct geographical areas and three different Local Authorities. It has produced good learning in how URBAN II can be better focussed and more targeted in meeting key criteria. The Mid Term Review of URBAN I provides a clear invitation to build on its strengths, particularly in the areas of Local Governance learning and dissemination of best practice. The Evaluators also suggest that the area of enterprise and employment opportunities should be excluded in any URBAN II programme in Ireland, not only because of economic change but also because other agencies are better resourced to address that issue. This recommendation is being followed.

The review also emphasises the need to address more effectively “the changing environment, characteristic of disadvantaged urban neighbourhoods”. URBAN I provided the flexibility not normally available in Local Government programmes and this flexibility needed to be used in a manner to best complement better funded programmes. Its role therefore is catalytic. This catalytic emphasis is carried forward into this Programme by way of the proposed Priority 2 on integrated service provision, building on the better-funded programmes and identifying strategic service gaps.

A further key theme identified in URBAN I is “The strengthening of the social fabric of a disadvantaged community by capacity building”. The Evaluators identified that this objective is not amongst the direct objectives of other bodies and is therefore very appropriate to URBAN. For this reason, Priority 1 emphasises the general issues of capacity building through promoting Active Citizenship.

The focus on consultation was seen by the Evaluators as a key success of URBAN I. This has been re-enforced by the process used in drafting the CIP as well as the proposed structures for implementation, which involve the community at all levels of

project identification, prioritisation and overall URBAN II management. Detailed processes of consultation are now in place including separate advisory groups for each of the priorities. Elections have been completed to ensure representation from the Community, the Steering Group and the Executive.

The function of the Advisory Groups is:

- to support and advise the Executive in the formulation, development and evaluation of project concepts and ideas.
- to assist in the development of suitable project invitation mechanisms for ‘invited’ or ‘external’ projects.
- to assist in the development of suitable project monitoring and evaluation tools for project proposals developed.
- to assist with the drafting of the contents of the Programme Complement.
- to assess the achievement levels of projects, analysing outputs in relation to foreseen targets.

The Advisory Groups have met weekly since April 2001 and will continue to meet on a monthly basis for the duration of the programme.

A key success of the URBAN I Initiative was the successful leveraging of other funds, particularly in the area of infrastructural projects. URBAN II will build on this success by raising additional funds for the Dedicated Youth Centre as well as adopting a strategic integrated service delivery focus for the triggering of other funds from existing agencies, to support the development of project responses to existing service gaps and new gaps identified by the "Tracking & Clearing-house" system.

## **CHAPTER 3 – The Consultation Process**

### **3.1 Introduction**

This Community Initiative Proposal has been developed by Dublin Corporation in response to the notification by the Irish Government that it had been appointed the Managing Authority for URBAN11 in Ireland. Dublin Corporation is the local Authority with responsibility for Ballyfermot, which has been chosen as the Irish priority area

### **3.2 Process**

Dublin Corporation immediately initiated the following process:

#### **3.2.1 Information Pack to Groups and Organisations**

An Information Pack was sent to 171 individuals representing 90 groups and organisations active in the Ballyfermot area. This consisted of

- ◆ A letter briefly describing URBAN II and inviting submissions
- ◆ A copy of the Government Press Release
- ◆ The Indicative List of measures eligible for funding
- ◆ A copy of the Commission communication C(2000) 1100 – EN 28/4/2000
- ◆ A simple questionnaire to encourage the maximum response i.e. to ensure the views of groups who might not ordinarily prepare a formal submission.

43 submissions were received as per Appendix 2.

#### **3.2.2 Leaflet to Ballyfermot residents**

A leaflet was circulated to the 6,345 houses in the Ballyfermot area. The leaflet included a brief questionnaire and a FREEPOST envelope was also delivered to encourage residents to respond. The residents were invited to make a more detailed submission if they wished.

313 submissions were received.

#### **3.2.3 Ballyfermot Primary and Post-Primary Schools**

The 6<sup>th</sup> classes (final year) of the Ballyfermot Primary Schools, the transition year and 6<sup>th</sup> year (final year) classes of the Ballyfermot Post-Primary Schools were invited to submit their views and ideas.

11 classes from 6 schools made 170 submissions.

#### **3.2.4 South Central Area Committee of Dublin City Council**

The local political administration for Ballyfermot is the responsibility of the South Central Area Committee of Dublin City Council. The Area Committee meets at least once monthly and has 11 members, 3 of which are the City Councillors elected for the Ballyfermot area. The Area Committee was notified of URBAN II at its meeting on the 26<sup>th</sup> September 2000.

### 3.2.5 Meetings with Ballyfermot Groups and Organisations

A series of meetings was initiated with groups and organisations and resulted in 26 individual meetings as per Appendix.

In addition to the formal consultation process, URBAN II received coverage in the local newspaper "The Ballyfermot Echo" and in the free newspaper "The West Dublin Gazette" which is delivered to every house in Ballyfermot.

### 3.3 Results of Consultation Process with Agencies

In the course of consultation, there was general agreement amongst the diverse Agencies (see appendix) around strategic issues to be addressed. This has led to the establishment of certain guiding principles, which influence the rest of the CIP:

- ◆ Emphasis should be on strategic integration of services so as to prevent duplication of actions across projects
- ◆ URBAN should build upon existing strengths at community, statutory and N.G.O levels
- ◆ Long term sustainability of outcomes should determine projects supported
- ◆ Some high profile infrastructural projects with good visibility should be established
- ◆ Projects selected should be limited in number with a high demonstration capacity in key service delivery gap areas
- ◆ The main agencies should be represented on the Management Board so as to promote integration and prevent duplication

All agencies concerned welcomed the designation of Ballyfermot as an URBAN Initiative area and agreed that its role could be catalytic in development of integrated strategic responses to issues of social exclusion and deprivation

### 3.4 Results of Consultations Process with Community Groups

This process resulted, as one would expect, in a much greater emphasis on the needs of existing and potential project type activities, rather than the more strategic issues raised by Agencies. The key items to emerge from the process when the individual issues are correlated are as follows:

- ◆ Crime and anti-social behaviour - Particularly associated with substance abuse

- ◆ Education - The need for additional support to both youth and second chance education
- ◆ Support for families at risk - The urgent need for co-ordinated approaches across a range of needs and issues
- ◆ Apathy and esteem - The need to address issues of democratic apathy and low personal esteem as capacity building measures for the community and as a tool to increasing the level of civic involvement
- ◆ Youth - The need to have places for them to go, which are safe and free of drugs and alcohol
- ◆ Senior Citizens - The need to increase their sense of personal security, particularly for women crossing open spaces and parklands

◆ **Childcare**

The urgent need for increased childcare provision as both an economic and equality issue and in the case of teenage pregnancies, as a continuation in education issue

### 3.5 Result of Ballyfermot Resident Responses

313 (5%) residents made submissions. The distribution of responses over the wards was as follows:

	Total Households	Leaflets Returned	%
Cherry Orchard A	199	6	3.02%
Cherry Orchard B (Cama)	940	70	7.45%
Cherry Orchard C	897	37	4.12%
Decies	1066	51	4.78%
Drumfinn	1355	59	4.35%
Kilmainham A	884	38	4.30%
Kylemore	1004	52	4.30%
<b>Total</b>	<b>6345</b>	<b>313</b>	<b>4.93%</b>

**While this return rate of 5% is disappointing, it reinforces the identified concern on issues of apathy and disaffection from the democratic system, which are key issues for URBAN II in Ballyfermot.**

This apathy and disaffection is further evidenced by the level of voter turnout in the local, national and European elections as follows:

	Local	General	European
National	50.19%	65.92%	50.20%
Dublin	34.91%	60.41%	35.38%
Ballyfermot	27.06%	48.38%	28.33%

The pre-dominant issues identified by the residents are:

- ◆ Crime, anti-social behaviour (e.g. vandalism, joyriding), drugs (include alcohol), insufficient policing.
- ◆ Physical environment, environmental awareness and litter
- ◆ Lack of facilities and activities for youth, contributing to the problems above

### **3.6 Ballyfermot Schools**

11 classes from 6 schools made submissions in art, essay and model form. 170 individual projects were received. The issues identified by the students are:

- ◆ Substance abuse
- ◆ Vandalism
- ◆ Lack of suitable facilities in a drug free environment
- ◆ Crime levels

### **3.7 Commitment to Consultation & Communication**

URBAN Ballyfermot will engage in an extensive and ongoing consultation and communication process through a variety of media. Community consultation and involvement have been at the heart of the development process to date through the Steering Group and Advisory Groups established.

## CHAPTER 4 – Strategy, Priorities and Measures

### 4.1 A Strategy to Meet the Needs

In general terms the strategy devised for URBAN II in Ballyfermot is designed to enable local development through innovative flagship models. In pursuit of this strategy, URBAN II will endeavour to maximise other resources available under the National Development Plan 2000-2006 and to complement the services of other existing core-funded agencies thereby preventing duplication and ensuring difference between URBAN projects and Objective 1. Building on the experience of the URBAN I Initiative, the agreed strategy will target the creation of stronger links between local government and the people of the area, to create a sense of ownership and participation around economic and social development.

The National Development Plan 2000-2006 (which includes provision for expenditure of the URBAN II funds) recognises in Chapter 10 that;

*“...ensuring the correct overall economic environment for job creation is not sufficient on its own to alleviate poverty in areas and groups throughout the community”.*

It is clear, therefore, that in the areas of high social disadvantage, such as Ballyfermot, additional targeted actions are required which complement and provide additionality to existing programmes. The SWOT analysis provides a broad range of issues, some of which it is intended to address under the URBAN II Initiative and others, which will be addressed by other actions under the National Development Plan.

The overall strategic methodology for the achievement of the URBAN objectives rests in a new institutional framework for neighbourhood management rooted in a partnership between residents, local authority, community-supported organisations and other relevant local actors. The central role of the local authority within the URBAN II Initiative is a key difference from the Objective 1 programmes that have been implemented to date. This difference is facilitated by recent reform of local government including the establishment of Area Committees within the Dublin local authority, which enables a vital new link to be created between the local authority and the local residents. A key feature of this approach is represented by the management structure in Chapter 6 with a key reporting arrangement from URBAN management through the area committee of the local authority in addition to the URBAN Steering Group. This local authority led action is re-enforced by a strong emphasis on the existence and functions of locally elected advisory groups. For the development and implementation of URBAN II a separate advisory group in respect of each of the non-technical assistance measures has been established. These advisory groups comprise representatives of the URBAN Ballyfermot Steering group, representatives of an elected community panel and representatives of the URBAN Executive.

It is also important to note the cross referencing of the local elected members of the municipal authority on the steering group, thus providing a unique initiative in the development of the original Objective 1 approaches to local development in Ireland.

It was a key recommendation by the External Evaluators of the URBAN I Initiative, that any future URBAN funds should not be used to duplicate or replicate activities, for

which better core funded national and local agencies already had responsibility. Having regard to this, the overall strategy of the URBAN II approach can be summarised as follows:

1. Identify from the SWOT analysis areas which are not being currently addressed by core funded agencies
2. Provide for a local effective integration of the service delivery by core funded agencies and community groups
3. Provide additional capacity building to the local community to enable point 2 be achieved
4. Provide for a closer involvement of the local elected representatives and the fostering of democratic participation
5. A number of key demonstration projects will be developed, monitored and evaluated.

The overall strategic methodology will involve innovation at the twin levels of process and projects.

### **Process Innovation**

- Extensive community consultation to decide the priorities for the URBAN II Programme
- Continuing role for community representatives throughout the programme period at all different programme management levels:
  - URBAN Ballyfermot Steering Group – programme management, ensuring complementarity with other local development actions
  - Advisory Groups – developing the programme complement, evaluating project proposals, monitoring progress.
  - Sub-committees that will emerge from the advisory groups dealing with management of particular projects
- All key stakeholders at policy and action levels are contained within the programme structures outlined above.
- The commitment to communication contained with the work ethic of the URBAN II programme is unique in the context of previous local development actions.
- A clear emphasis will be placed on mainstreaming and sustainability of every project from inception.
- The commitment to enhance and improve the capacity of existing local development actions rather than create new structures for project delivery.
- European Models that emerged, as a result of previous Trans-National activity/interaction, will significantly influence the programme development processes. This commitment to look to European best practice models and their transferability is innovative in an Irish context.
  - The Deventer Neighbourhood Approach – a model of community participation, empowerment and subsidiarity from Holland.
  - ‘Abierto Hasta el Amanecer’ (Open ‘till Dawn) – a youth programme from Spain that focussed the timing of programming to the time of greatest need of the client group. This simple but innovative principle will be at the heart of the programming of the Dedicated Youth Centre
  - Community TV/Multi Media – this whole area has been significantly informed by projects in Sweden and Spain.

## Project Innovation

Project development strategy will link functions / requirements of the programme with aims / outputs of the programme.

### Examples:

- Dissemination and communication strategy for URBAN, which is an important function/requirement of the project, will be achieved through a development project that will engage disadvantaged youth and train them in the different disciplines of multi-media including TV Production, Web Design, Print Media, Photography, Graphic Design, etc. – please note that costs associated with publication etc. will be borne directly from Technical Assistance and the envisaged expenditure does not involve telecom or TV infrastructure.
- Community participation is a function/requirement of the project that will be achieved in one instance by using a Dutch Model ‘The Deventer Neighbourhood Approach’ that has been highlighted at European level as a best practice model. A project will be developed to address one of the key aims/outputs of the programme, namely, the issue of environmental enhancement using the Deventer Model. This model, which is based on reducing the gap between decision-makers and residents, is innovative in an Irish context as it advances the concept of community participation and subsidiarity to a level where real empowerment of local communities is achievable.

The prioritising of youth related issues is innovative in an Irish context for the following reasons:

- The Current Youth Services including City of Dublin Youth Services Board emerged out of voluntary activity.
- Unlike many other countries the Republic does not support mainstream youth services.
- Funding is only available when targeted towards ‘at risk’ young people. The definition of youth services does not recognise that all children from URBAN disadvantaged areas are at risk. This results in services being provided for a very small number of labelled groups of young people, and an impression that bad behaviour is rewarded. Current youth service provision actually creates exclusion by singling out small target groups for special attention.
- Traditionally, the voluntary sector provided sufficient activities for the main body of young people while the professional service catered for those who did not fit within the mainstream. The decline of the voluntary sector in recent years has distorted the balance of service provision.
- Due to these factors, organisations involved in providing services to young people are now calling on the government to recognise the right of all young people to state supported youth service provision. Youth service providers who are contributing to the development of the National Youth Plan due out next year are making this demand.
- There is no history of purpose built youth Centres in the Republic of Ireland. The few purpose-built facilities that have been developed have been established to house specialist projects for targeted groups.
- The development of a purpose built youth centre that recognises the right of all young people to avail of a youth service, is innovative in attempting to meet the needs of all young people in a disadvantaged URBAN area, while offering the

opportunity to develop a model of best practice which will provide opportunities for learning.

- The volunteerism measure will offer the opportunity to develop new models to engage the voluntary sector in youth provision. This is particularly significant in the context of a declining voluntary youth service.
- The empowerment measure will complement these actions by supporting new models of local ownership and training opportunities in youth service provision.

Innovation will also be achieved by examining and using non-traditional methods and areas of intervention.

Examples:

- Music as a personal development tool for tackling social exclusion.
- Robotics as a development project aimed at building family relationships.

In conclusion, URBAN II will address issues of Integrated Service Delivery as identified by the Dublin Employment Pact Policy Paper No. 2 (Fitzgerald 2000) which, inter alia, states

*“People do not just happen to be out of a job for years. Dublin’s long term unemployed are disproportionately drawn from those with multiple disadvantages, poor levels of education and lack of up to date job skills. Multiple interventions are needed in order to draw them step-by-step back to the world of work. In spite of the booming economy all around, there are specific areas of Dublin where deprivation and disadvantage are still the norm. These areas need to be targeted with an integrated plan which mobilises all statutory services”*

#### **4.2 The Problem Issue**

In part at least, the existing problems of social exclusion are not being fully addressed because of the multi - layering of service providers at national, local and community level. Strategic gaps exist in service provision together with inadequate tracking and outreach activities to enable the full assessment of the problem areas most in need of action. This view is confirmed by discussions with various agencies, the Partnership Company and the community. An example specifically identified by the Gardai (police) around the issue of drug abuse is the lack of a clear protocol for referrals by them to outreach workers who in turn could channel the referral to appropriate help, such as treatment, rehabilitation, education, employment etc.

This type of structural gap problem is compounded by a lack of funding for new innovative projects designed to plug gaps in service provision and the lack of suitable infrastructural facilities that meet the needs of youth in a drug free environment.

**The strategic challenge for URBAN II is to tackle the social exclusion of key target groups, by delivery of integrated services that maximise existing agency inputs, identify service gaps and provide demonstrative projects to fill those gaps.**

In this regard, social exclusion includes key target groups of:

- ◆ Disengaged youth
- ◆ Dysfunctional families
- ◆ Substance abusers
- ◆ Travellers
- ◆ Teenage mothers
- ◆ Early school leavers
- ◆ People with disabilities
- ◆ Senior citizens

There are already identified service gaps, such as continuing education for teenage pregnant women, outreach activities to drug users, lack of childcare facilities. All agencies consulted confirmed the lack of integrated response and the need for more cohesion, which will in itself identify further service delivery gaps. In this context, the developing strategies around new forms of Local Governance will enable the Local Authority play a key role in addressing these issues. The URBAN II Initiative will be instrumental in developing this strategy and disseminating the learning.

All consultations have indicated that, while there are many different actions occurring in the area, these are not being maximised and many individuals are falling between the service nets. URBAN II uniquely and innovatively provides the opportunity for the elected Local Authority to play a key role in developing integrated responses to local problems, by acting as a catalyst for bringing together all State Agencies and representative structures in action orientated problem solving at a local level.

Historically, the statutory agencies, representative democratic structures and participative democratic structures have never before come together in such a strategic manner, and such an approach would be highly innovative in an Irish context. The OECD Report of 1996 (Arzeni) on Irish Partnerships drew attention to the (then) longer term potential for conflict between the participative and representative form of democratic structures. The development of local integrated responses by URBAN II will provide valuable learning on how the two systems can effectively work together in tackling social exclusion. This learning will be of particular value in assisting Government Policy on integration of Local Governance and Local Development Services, with potential impacts for all Local Authorities and new structures, such as Development Boards, created under Local Government Reform.

### **4.3 Priorities and Measures**

The strategy for URBAN II will involve four targeted priorities each of which will be implemented through distinct measures as follows.

## Priority 1 ‘Community Participation’

**Promotion of community participation and capacity building to enable individuals and NGOs to be actively involved in the development of their community and the integrated processes of Urban 2**

The Mid Term Review of the URBAN I Programme identified the essential need for capacity building within local communities so as to enable local involvement in all aspects of the URBAN operations from planning and implementation of environmental improvements to development of democratic structures and effective participation in project management. The over arching nature of this essential requirement in meeting key URBAN objectives is highlighted in all evaluations completed on URBAN I including the Goodbody Consultants review of the North Dublin URBAN I Programme. This objective assessment of the needs is reinforced by the consultation process engaged in as part of this CIP, which heavily emphasised the demand by the local community to be actively involved in all aspects of its implementation.

### Objectives of Priority 1

The overall objective of Priority 1 is to strengthen the Ballyfermot Community by ensuring the effective participation of local people in determining the conditions that affect their lives. The active involvement of local communities in regeneration planning and implementation is an issue that has emerged as a more central feature of Structural Fund thinking during the last few years. It is now better understood and more widely accepted that building ‘social capital’ is a key element of success for any local development programme. URBAN II will measure the development of the ‘social capital’ of the Ballyfermot area through an increase in the number of people actively participating in community organisations and the development of the skills base within those organisations.

### Quantification of the Objectives of Priority 1

- 90 community and voluntary organisations supported.
- 50 jobs in the community and voluntary sector safeguarded.
- 10 new jobs created.
- 100 new volunteers registered.
- 4 new volunteer activities developed.
- 60% of the Ballyfermot Community will have an awareness of the URBAN II Initiative, its associated measures and other related community activity. This will be evidenced through sample survey.
- Voter participation in Ballyfermot is currently 25% below the Dublin average in Local, General and European elections. URBAN will reduce this gap by 50%.

### Measures

The Measures set out below will address these issues by way of supporting outreach to broader democratic participation, training and education to empower existing and new community groups and the development of cultural heritage community based

actions, so as to heighten the sense of pride in the local area and create cross generation communication.

<b>Total Priority 1 Budget</b>	2,582,170 Euros
Measures:	
1.1 Active Citizenship	929,300 Euros
1.2 Heritage development	231,030 Euros
1.3 Information Technology and Communication	1,421,840 Euros

### **Measure 1.1 Active Citizenship**

The intended beneficiaries of these projects will be individuals, and community and voluntary groups. Community and Voluntary groups will be supported to:

- Expand their participant base
- Be transparent and participation friendly
- Empower their client groups through encouraging their democratic participation.
- Strengthen the local community and voluntary sector voice.
- Upgrade skills and capacity in project design, project implementation and facilities management.
- Develop the capacity of community and voluntary organisations to work together, and to work with statutory partners, more effectively.
- Be proactive in meeting the needs of existing and new client groups through voluntary activity.
- To maximise volunteering activity, for the benefit of the volunteer, the organisation, and the community.

Individuals will be supported to:

- Empower themselves through, democratic participation and through active participation in their community.
- Feel increased ownership and responsibility within their community.
- Develop confidence in their personal, social and economic capabilities.

Intended outcomes to these actions will include the empowerment of the local community to interact with the local authority and state agencies, stronger democratic local structures, and an increase in the social capital of the area.

Possible indicators will include

- A central resource to support local groups and NGOs improve transparency, democratic accountability, participation and volunteerism.
- Supports to local community and voluntary groups to develop strategic plans and partnerships to improve targeting and flow of information.
- An increase in the level of voter registration and voter participation at local, National and European elections.
- Establishment and promotion of at least three school based democratic education programmes including a programme of direct discussions with Dublin TDs & MEPs.

- Provision of short-term external expertise, and training, for existing community groups to properly establish their own legal structures, operation procedures, and facilities management strategies.
- Development of the personal capacity and confidence of community representatives in effectively working with the local authority and state agency partners.
- Development and support of at least five demonstrable volunteer actions around issues of local social and/or environmental improvement.
- The involvement and targeting of non-traditional volunteer groups such as youth and senior citizens.

### **Measure 1.2 Heritage Development**

Projects will be invited to examine and build on the tradition and history of the Ballyfermot area. The outcomes will be in a raising of self-esteem and pride, youth skills development and community cohesion and a sense of place. Typical projects may include youth activities to gather and record the history of the area, the wealth of oral tradition amongst senior citizens and to create film and written histories with possibilities for transmission by cable TV into local households utilising the following ITC measure.

*Key targets – Involving youth in the collection and dissemination of the area’s history and creating contact between youth and senior citizens in the process.*

#### **Indicators:**

- ◆ Development of at least 2 individual heritage development projects in the Ballyfermot area including at least one project in the area of local history / archaeology and one project recording the oral history of the area from its older generation

### **Measure 1.3 Information Technology and Communication**

A single project around ITC will be led by the URBAN Company for the purpose of meeting a number of key objectives as follows:

- ◆ Dissemination of information into houses in the area
- ◆ Involvement of youth in usage of new technology

It emerged very forcefully during the consultation process that one of the biggest factors hampering previous local development programmes in Ballyfermot was the lack of communication and engagement with local residents. The reason this measure is included under Priority 1 is to focus the attention on ‘community participation’ and to measure the success of this particular intervention by the number of contact points established with local people and the number of contact hours. In addition, the project will not only target youth but will address the wider issue of computer access and literacy among the wider population of all age groups.

There is no envisaged expenditure on telecom infrastructure or cable TV infrastructure. There is an extensive cable TV network in Dublin. Within this structure a community channel is available for broadcasting purposes. All those wishing to avail of this broadcasting space must satisfy strict criteria regarding programme content. To avail of this channel programmes must:

- have a community focus
- be non-political
- have an educational or information value

Use of this channel is for non-profit purposes. No commercial advertising or sponsorship is permitted.

URBAN Regeneration Television (URTV) will be established as a project to provide experiential training for local people; to develop an access course for those without formal qualifications wishing to attend further education; to involve local community development agencies in the URBAN process; to document the development of URBAN funded projects and disseminate the message of URBAN into every house in Ballyfermot.

With regard to the Information Technology aspect of this measure it is a somewhat strange anomaly, that while many people regard Dublin as a high-tech city there is little evidence of Information Technology on the streets of the city or in the day-to-day lives of its citizens, particularly those among the most disadvantaged and marginalised groups. In fact it is perhaps more accurate to reflect that Dublin rather than being a high-tech city is rather a leading producer of technology. There is a real danger that this high level of technology production, which has been at the heart of the 'Celtic Tiger' economy, is potentially one of the greatest threats to existing social inclusion measures. Unless Information Technology access for all is prioritised, the emerging Information Society will further disenfranchise those already suffering multi-faceted disadvantage.

In the Ballyfermot context, the challenge therefore is to ensure that in developing further the concept of an Information Society, that this is progressed in an inclusive and non-divisive manner. The key issues are access to, and ability to use, Information Technology. With this in mind, the main aims of the URBAN II Information Technology projects under this measure are:

- To bring the benefits of high-tech society to all the citizens of Ballyfermot by promoting general access to information technology across the community. This increased access should be linked to, and facilitated by, a coherent, incremental and progressive training infrastructure for the general public to be delivered in partnership by existing local service providers

**Action:** URBAN to assist the development of an integrated IT Strategy for the area. URBAN to assist the development of an e-Learning Certificate.

**Output:** Creation of an IT Forum for Ballyfermot based on multi-agency service delivery agreement and the development of a progressive community training

programme to be accessed over the URBAN programme period by a minimum of 250 local residents. Better employment prospects for local residents.

- To ensure that the social and economic circumstances of all the citizens are such that access and opportunities to participate fully in the benefits of high-technology are denied to none in particular disadvantaged and marginalised groups

**Action:** URBAN will increase the number of Information Technology public access points available within the community that currently stands at 1 per 3,000 population.

**Output:** Increased availability of Information Technology to all sectors of society in Ballyfermot. Improved ratio of public access points per capita. Increasing usage levels on an annual basis for the duration of the programme.

- To ensure that Ballyfermot is an area where technology is visibly used for the welfare and benefits of all the citizens, where the social benefits of Information Technology are clearly identified, where the talents and potential of its' people are nourished and enhanced and where quality of life is paramount

**Action:** URBAN will promote the use of IT and the benefits that accrue through facilitating the provision of core services through the available Information Technology access points.

**Output:** Increased demand for, and range of, core services available online. Improved value for money for core service providers through use of IT. Improved quality of life through a reduction in levels of personal attendance and time spent queuing for core service provision.

All of the above strategies and actions are informed by, and are coherent with, the guidelines laid down in:

1. eEurope 2002
2. IT access for All – a report of the Information Society Commission
3. Dublin – High Tech City – Enterprise Ireland

The proposed measure to be implemented under URBAN are complementary to existing programmes funded as part of the National Development Plan including:

1. Schools IT 2000
2. CAIT Initiative

The focus of the proposed URBAN funded measures will be on demand-based interventions as outlined in Technical Paper 3. The ICT measure will be specifically tailored to meet local needs. It will ensure longer-term equality of access to mainstream ICT programmes by providing first time exposure to the residents of Ballyfermot. The envisaged expenditure does not involve telecom or TV infrastructure. All actions are geared towards enabling the local community access existing infrastructure.

## **Indicators:**

- ◆ Establishment of a sustainable technology and communication centre as a social economy project with professional management, provision of training to local community and use of technology, development of local TV, including local TV productions on URBAN II subjects
- ◆ Training of at least 10 local youth in the use of these technologies
- ◆ Design production and dissemination of at least 10 local documentaries by local people for communication to all households
- ◆ Establishment of interactive links into local community centres and the proposed youth centre in Priority 3
- ◆ Communication of URBAN II developments to all households in the target area on a regular basis

## **PRIORITY 2 - 'CIVIC SERVICE INTEGRATION'**

**Development of an integrated resource programme involving all the key service providers in identifying and supporting socially excluded persons currently falling between service gaps**

The consultation process with both the existing statutory agencies and the local community have confirmed an acknowledged service provision gap in terms of tackling social exclusion in the Ballyfermot area. This priority is at the heart of the URBAN II approach to resolving issues of social exclusion in Ballyfermot. The Measure proposed would provide tracking systems, which will identify through outreach activities, social exclusion problems not currently being addressed by statutory agents. It will provide a clearing house system of statutory agencies and NGOs to identify responsibility for addressing the identified problem. This will be followed up by an ongoing report system and progression assessment in meeting the needs of the excluded persons.

Currently in the Ballyfermot URBAN area there are a wide range of existing service providers dealing with issues of social exclusion. All discussions however with both the agencies themselves, local schools and community groups indicate that there are still large numbers of individuals who are either not reached by the system or for whom the system is not currently providing an adequate response. This is compounded by geographical variation in the areas of operation of many of these statutory agencies thus making statistical cross-referencing difficult.

### **Objectives of Priority 2**

The overall objective of Priority 2 is to improve both the quality of service delivered and the value for money this represents. Tackling the problems of poverty and social exclusion is of crucial importance but requires more than financial resources. Significant progress will be made only when appropriate organisational structures have been put in place, which explicitly involve those at whom the resources are being

aimed. Solutions need to be aimed at the state itself and at the extent to which its current policies are actually ameliorating poverty and its associated social problems. URBAN II will support the service delivery and community development organisations in modifying their work practices and providing their employees with the opportunity explicitly to address often-unseen exclusion issues ahead of organisational and bureaucratic priorities. URBAN II will assist these organisations to interact with their target groups in order to see that organisational priorities and actions are indeed reflecting the needs and preferences of those at whom they are aimed and that existing service delivery gaps are addressed. This will be achieved through a number of multi-agency Service Delivery Agreements.

## Quantification of the Objectives of Priority 2

- ◆ 1 model tracking system developed to facilitate the targeting of resources at the areas of need.
- ◆ 20 Statutory Agencies and NGO's assisted.
- ◆ 5 to 10 multi-agency Service Delivery Agreements will be put in place.
- ◆ 5 new jobs created.
- ◆ Information sharing infrastructure developed.

## Measures

The Measure proposed is designed to address the priority of civic service integration by the collation of all available sources of information from both the community and statutory agencies so as to enable the community and statutory organisations more effectively integrate their combined activities in a manner that maximises the benefits to socially excluded persons.

<b>Total Priority 2 Budget</b>	1,799,560 Euros
Measures	
2.1 Tracking & Clearing House Systems	1,799,560 Euros

## Measure 2.1 Tracking & Clearing House Systems

The Urban II management team in conjunction with Advisory Group 2 will lead this project. It will involve the identification of gaps in service provision within and between statutory agencies, in meeting the needs of those who are most excluded and those with multi-faceted difficulties. The identification will be done by gathering information from statutory agencies, local NGO service providers and the users of services. A range of approximately five - ten pilot projects will be selected based on the most common deficiencies experienced and the potential to offer a better service.

URBAN funds will be used to introduce a number of initiatives within the pilot projects, which address

1. Communication deficiencies
2. Areas of undefined or no-agency responsibility
3. Investment and targeting of resources and staff.

The effectiveness of the pilot initiatives will be measured by tracking individuals through the new structures or systems. Areas of particular difficulties or blockages will be referred to the clearing-house for resolution. This measure will also establish an inter-agency support office to co-ordinate and improve existing service provision. It will also identify delivery gaps so as to inform policy and projects to be adopted under other Measures or by the statutory agencies themselves. Outcomes will be a more integrated and coherent delivery of service to persons currently excluded.

### **Indicators**

- ◆ The collection of baseline information regarding perceived and existing gaps in service provision within and between statutory agencies.
- ◆ The design of approximately 5-10 pilot projects, each involving a number of initiatives.
- ◆ The implementation, development and monitoring of the pilot projects.
- ◆ Improved service provision and inter-agency communication.
- ◆ Referrals to the clearinghouse by agencies of cases that require multi agency approaches and follow up by means of a co-ordinated response from the relevant service providers.
- ◆ Identification of at least 10 service gaps in current provision and development of proposals on how these can be structurally addressed.
- ◆ Identification of key problem areas and at least 5 case studies, which will provide practical learning and potential for mainstreaming.

### **PRIORITY 3 'INFRASTRUCTURAL DEVELOPMENT'**

<b>Development of a significant number of high profile Urban branded infrastructure projects as flagships that will impact positively on socially excluded persons</b>
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In keeping with many 1940s and 1950s housing developments and more particularly with the 1960s and 1970s additions, Ballyfermot is seriously lacking in appropriate community infrastructure facilities. There are a small number of quite badly run down facilities servicing a number of groups such as senior citizens. These facilities are not suitable for meeting the needs of disadvantaged groups. Their current condition in fact reinforces the sense of a disadvantaged community. In order to attract youth off the streets and to provide a positive focus for their energies, the consultation process clearly identified the need for a dedicated youth facility at a central location accessible from all seven DEDs within Ballyfermot. This centre will be the key flagship for URBAN II in Ballyfermot to be built at an estimated total cost of 4,000,000 Euros of which the URBAN contribution will not exceed 50%. The URBAN role in this will be critical, as currently there are no proposals for any such facilities.

It is a key element of the strategy to tackle the growing youth drug culture that alternative positive foci are found for youth. This in turn will have positive impact on other sections of the community by enabling youth get off the streets and reduce levels of petty vandalism and crime. The proposal for such an infrastructure is supported in particular by bodies such as the Garda Siochana and Drugs Advisory agencies as being a key element in tackling the drugs problem.

### Objectives of Priority 3

The overall objective of Priority 3 is to develop a significant number of infrastructure projects that are strongly influenced by principles of sustainability, mixed used, equity, integrating economic, environmental and social strategies, cross-sectoral involvement and participation. The creation and reinvention of urban spaces which have an attractive physical and visual character and which have a strong cultural and social dimension sends out a major signal, which will find a response in the creative side of the Ballyfermot Community and the wider investment community. With a particular emphasis on the restoration of community facilities to community use and refurbishment of existing community infrastructure, the objective of this priority is to facilitate and assist the developing physical and 'social capital' of the area.

### Quantification of Objectives of Priority 3

- ◆ 1,500 sq. metre Model Youth Facility as a demonstration of best practice in design, management and sustainability of community infrastructure.
- ◆ Development of a usage strategy for existing and proposed community infrastructure.
- ◆ Development of a transport strategy to increase access to the dispersed assets of the community.
- ◆ Development of a security strategy to increase usage of existing and proposed infrastructure.
- ◆ The long-term sustainability of each of the above strategic objectives will be secured through signed partnership agreements of the relevant agencies and interest groups.

### Measures

The Measures set out below are specifically designed to meet the identified needs of the local community across a range of facility provision, environmental and security improvements. These in turn will positively impact on a range of social exclusion issues concerning youth, senior citizens and visual impact of the Ballyfermot area.

<b>Total Priority 3 Budget</b>	4,679,150 Euros
Measures:	
3.1 Dedicated Youth Centre	2,426,550 Euros
3.2 Development and refurbishment	1,126,300 Euros
3.3 Environmental and security enhancement	1,126,300 Euros

### **Measure 3.1 – Dedicated Youth Centre**

This will be the infrastructural flagship of URBAN II with an anticipated total cost of 4 Million Euros, of which the URBAN contribution will not exceed 50%. The project will meet the needs of youth in providing a safe user-friendly environment for youth activities including access to computer technology, sports facilities and social activities. The project development and management will be shadowed by local youth at all stages so as to develop their skills, create a sense of ownership and pride and provide long term sustainability. A policy of maximum involvement by the youth in the running of the Centre will be applied so as to meet their specific needs and develop innovation and learning for other projects.

*The Target Group is youth, with secondary benefits to the entire community.*

#### **Indicators**

- ◆ Completion by December 2004 of a 4,000,000 Euro multi purpose youth activity centre
- ◆ Development of new and innovative consultation techniques to ensure participatory planning by youth which could be replicated elsewhere and which will influence agencies and service providers in other areas
- ◆ Training and development of at least 10 youth leaders to parallel the management structure of the centre and so actively engage youth in the centre's running
- ◆ Development of a centre user forum to advise and guide on appropriate usage, management, opening hours, facility development and other matters relevant to ensuring that youth themselves feel a sense of ownership and responsibility for the centre.
- ◆ Secure through a social economy type approach the ongoing sustainability of the centre

### **Measure 3.2 – Development and Refurbishment**

A small number of existing community facilities will be enhanced. Projects will enable development and upgrading of cultural and arts activities, sports and community services, tied with the programming of infrastructure usage for the benefit of the local community. Typical projects may include refurbishment of Community Halls in the area, some of which are seriously lacking in facilities and capacity for mixed usage.

Outcomes will include community usage, local esteem and pride and enhancement of local environment.

*The Target groups will include people with disabilities, travellers, youth, senior citizens and families.*

#### **Indicators**

- ◆ To identify and assist in the development or refurbishment of at least 3 centres in the Ballyfermot area

- ◆ To engage in and develop new consultation techniques with local people in identifying the potential and possibility for sustainable improvement in the existing run down facilities

### **Measure 3.3 Environmental and Security Enhancement**

Projects will be invited for the improvement of the local environment, particularly those that embrace the security of the senior citizen population and add to the upgrading of estates, parklands and shopping areas. Projects including the selective use of CCTV will be used where they will help to reduce anti social behaviour. Typical projects could also include children's play areas, tree planting and street furniture. Outcomes will include an improved physical environment and reduction of fear.

*The Target group will include women, senior citizens, youth and the community in general.*

#### **Indicators:**

- ◆ To identify up to 3 key pilot actions in Ballyfermot for security and environmental improvements in residential areas
- ◆ Development of consultation techniques with the local community for the planning and implementation of these environmental improvements so as to provide local ownership
- ◆ Increase sense of personal security particularly for older people
- ◆ Reduction of street crime
- ◆ Environmental upgrading of 3 estates, 3 parklands and 2 shopping areas

The envisaged capital expenditure of €4,679,150 is consistent with the planned expenditure profile of the programme. Please see attached Table 1.

## **PRIORITY 4 – ‘YOUTH AND FAMILY’**

**Development of a number of demonstration projects around the issues of youth and family in response to identified service gaps.**

The consultation process identified a clear requirement for meeting education and youth and family needs. The selection of these two areas for a small number of demonstrative projects is also supported by the age profile of the area, which indicates a relatively high level of people aged under 15 and over 65. This is compounded by the low levels of educational achievement and the early school-leaving rate. In particular, 68% of the adult population had left school prior to 15 years of age. These issues are reinforced by the growing level of drugs dependency amongst youth and the need for specific interventions in the areas of prevention and education.

Within the context of URBAN II there has been a local demand for a small number of specific initiatives around education and supports for dysfunctional families. The final selection of the projects to be supported will be influenced by full consultation with the local community and the clearing house mechanism at Measure 2.2 above. It will

include at least one project to provide for continued education for early school leavers who leave for reasons of teenage pregnancy.

### Objectives of Priority 4

The overall objective of Priority 4 is to influence the perception, understanding and response to the issue of social exclusion in order to raise the level of educational participation and subsequent employability, and reduce the numbers of families and youth at risk. URBAN II will develop and demonstrate alternative and innovative models of engagement with those most socially excluded sectors of the Ballyfermot Community. Policies and practices employed in these models will acknowledge the life style and practices of the neighbourhood and will consequently inform the design of future social exclusion initiatives, providing an opportunity for these models to make major policy contributions. Each of the Pilot Initiatives designed and delivered under this priority will comprise of strong monitoring systems, documented learning and awareness of larger policy contexts.

### Quantification of Objectives of Priority 4

- ◆ 7 Pilot Initiatives will be developed, each one producing a Policy Statement to be discussed and disseminated at a National Conference/Seminar.
- ◆ At least 30 early school leavers will be retained in education.
- ◆ The number of 'at risk' persons will be reduced by at least 50.

### Measures

The issues to be addressed under this Measure include active parenting and the inadequacy of psychological and health support systems for a number of at risk families who are suffering multi faceted problems. The selection of projects to be supported will be influenced by the needs identified under Priority 2 and must demonstrate new and innovative methods of filling service gaps.

<b>Total Priority 4 Budget</b>	1,512,920 Euros
Measures:	
4.1 Education	756,460 Euros
4.2 Youth and Family Supports	756,460 Euros

### Measure 4.1 – Education

Projects will be invited to fill clear service delivery gaps to support and maintain young people in education. A key target already identified is young teenage mothers, whose pregnancy often terminates ongoing education or their capacity to re-enter post primary education. Outcomes will include renewed access to education for those families excluded by the normal system. While the educational profile of Ballyfermot highlights the low levels of educational attainment among its adult population there is a wide range of core-funded interventions including the Department of Education, VEC, FAS, all delivering a wide range of services to the adult population of the Ballyfermot area. There are for instance 448 local people on FAS Community Employment (CE) and Jobs Initiative (JI) Schemes. There are a further 452 adults registered on the

VEC run Vocational Training Opportunities Scheme (VTOS). Further courses in areas such as literacy and numeracy are also available to non-youth groups. While individual URBAN II projects may well, for demonstration purposes, move to plug some service delivery gaps, it is not deemed a suitable use of URBAN II funding to merely displace or top up mainstream activities. Again, tendencies in this direction were criticised by the External Evaluators of URBAN I in their Mid Term Review and have been taken on board in the development of the URBAN II proposals

*Key Targets will include early school leavers in general and young people who are excluded financially from maximising their educational potential*

### **Indicators**

- ◆ At least three projects will be selected with the target of supporting at least 30 early school leavers in general to maximise their educational potential and employability
- ◆ At least one of the projects will deal directly with the issues related to pregnancy induced cessation of education

### **Measure 4.2 – Youth and Family Supports**

Project proposals will be invited to support families and youth at risk due to issues of dysfunction, substance abuse and exclusion. The priority for these projects will be recommended to the Board through the Clearing House system, confirming that they fill identified service delivery gaps. Sample projects could include active parenting, psychological supports, health supports. Outcome will be reduction in the numbers of ‘at risk’ families and youth. It is intended that such projects should be funded for short periods only – perhaps up to two years, by which time they should have established their potential for mainstreaming.

*Targets include youth and women.*

### **Indicators**

- ◆ This Measure will support at least 4 projects with the objective of a reduction by at least 50 in the number of at risk persons

## **PRIORITY 5 – Technical Assistance**

<b>Supporting the management, implementation, monitoring and control of expenditure of the Ballyfermot URBAN II Initiative.</b>
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Dublin Corporation as the Managing Authority for URBAN II in Ireland have invited the executive from the URBAN I Initiative in North Dublin to manage the development and implementation of URBAN II. There is a clear emphasis in this action of a willingness to expand the knowledge base and understanding, and build on the Transnational contacts that emerged during the URBAN I Initiative.

## **5.1 Technical Assistance – Measure 1**

**530,000 euros**

These costs relate to the management, implementation, monitoring and control of expenditure.

- Expenditure on the preparation, selection, appraisal and monitoring of the assistance and operations
- Expenditure on meetings of the monitoring committee and sub-committees relating to the implementation of assistance
- Audits and on the spot checks
- Expenditure on salaries

## **5.2 Technical Assistance – Measure 2**

**316,200 euros**

These costs refer to other expenditure under technical assistance:

### **- Computerised Systems**

This budget is related to the establishing of a computerised system for the implementation of the programme. This system will also satisfy the technical needs for the computerised exchange of the data needed to fulfil the management, monitoring and evaluation requirements outlined for URBAN II.

### **- Evaluation**

The mid term evaluation will be carried out by independent evaluators under the supervision of an evaluation committee formed to support the work of the Managing Authority and Monitoring Committee. Where appropriate, thematic studies and individual evaluations of different aspects of the programme may be commissioned. In addition, where necessary, outside experts will be retained to fill gaps and deficiencies, improve the general implementation conditions and make monitoring more effective. The cost indicated above is associated with fulfilling these objectives.

### **- Publicity**

The publicity costs associated with this priority include the publication and circulation of our interim (end of 2003) and final reports. A communication action plan consistent with the Reg. 1159/2000 will be included in the Programme Complement.

### **- Transnational Links**

Building on the positive impact of Transnational links established under URBAN I, the Dublin URBAN II programme will continue with a policy of interacting with other URBAN II programmes throughout Europe. There will also be considerable North South Co-operation with the URBAN II Programme in Northern Ireland as outlined in the CIP 5.3 and noted by the Special North South EU Programmes Body. This activity will be additional and complimentary to the EU wide Transnational programme as mentioned in the URBAN criteria.

- **Seminars**

A series of seminars will be held throughout the lifetime of URBAN II to facilitate the dissemination of learning and outcomes from the programme activities. Key objectives of these seminars will be to ensure that the lessons learned and best practices developed as part of the URBAN II Programme are widely available to the target audiences listed in 5.5 of the CIP. These seminars will also be used as an opportunity for discussing the outcomes of the studies undertaken.

It should be noted that in no circumstances will the ERDF devoted to measure 1 of the Technical Assistance exceed the 5% ceiling set out in Rule 11.2 of the Eligibility Regulation (Commission Regulation (EC) No 1685/2000, OJ L1193/39 of 29.7.2000)

## **CHAPTER 5 - Co-ordination with Community Policies**

### **Section 5.1 Objective 1 Phasing Out**

The Ballyfermot URBAN Programme is located within the South and East region and therefore in an Objective 1 region in transition. URBAN II has been specifically drafted to take account of the proposals contained in the National Development Plan with regard to both the South and East region and the specific Operational programme within the National Development Plan as they apply within that region. The clear strategy of URBAN II in Ballyfermot as defined within the CIP is not to duplicate other core funded Programmes and this already been identified specifically in relation to key areas such as childcare provision, enterprise supports. The unique added value of URBAN within Ballyfermot will be the effective co-ordination, under local authority influence and democratic accountability, of existing agencies and thus preventing overlapping measures and double financing. The demonstration projects to be selected in the Programme Complement will reflect this core strategy.

### **Section 5.2 Employment Policy**

The National Action Plan for Employment, reflecting as it does the European Employment Strategy, is already part of the National Development Plan 2000-2006. The URBAN Initiative in Ballyfermot will be implemented in a way, which is consistent with this Action Plan and Strategy.

In keeping with the URBAN strategy of seeking to maximise and not duplicate existing employment actions, such as those provided by FAS and the Local Employment Services, the URBAN II Programmes does not focus heavily on employment issues. In terms of the long-term unemployed and those threatened with long-term unemployment, which is the core issue for Ballyfermot, in an economic climate of low unemployment levels, the primary responsibility rests with the Local Employment Service. However the strategy developed by URBAN II recognises that long-term unemployment is not a simple issue of basic work skills but in a community such as Ballyfermot is linked into a range of other issues such as education, childcare, drug abuse etc. Again this re-emphasises the co-ordination role and integrated service delivery strategies being developed by URBAN to address issues on a holistic basis.

### **Section 5.3 Equal Opportunities**

The 1998 Employment Equality Act and the 2000 Equal Status Act identify the following Target Groups to be covered by Equality Proofing Procedures.

- Gender;
- Race;
- Sexual orientation;
- Age;
- Marital status;
- Family status;
- Religion;
- Disability;

- Membership of the Travelling community.

**The Impact Assessment Process within URBAN is as follows:**

1. URBAN Ballyfermot considered the full list of Target Groups identified by the 1998 and 2000 Acts, and adopted a targeted and strategic approach to Impact Assessment through screening. The following subsets of equality issues were deemed a priority, Gender, Age, Disability, Family Status and Membership of the Travelling community.
2. During the development of the Programme Complement URBAN will engage a research consultant to prepare a detailed analysis of the current situation on equal opportunities, in Ballyfermot, for the chosen target groups. This will focus on the following issues, considered in regard to each:
  - Rights (equal right to participate).
  - Participation (in decision making processes).
  - Resources (distribution of resources, including time, money, space, access to education and training).
  - Norms and Values (the norms and values associated with the target group that may act as a barrier to equal opportunity and an analysis of how URBAN could accommodate these norms and values within the programme?)
3. The analysis will inform the Programme Complement. The Programme Complement will consider and define desired outcomes for the target groups with regard to:
  - Equality of Access (equal rights to participate).
  - Equality of Participation (remove the invisible barriers to participation).
  - Equality of Outcome (the URBAN programme will contribute to a more equal distribution of benefit between marginalised and non-marginalised groups in Ballyfermot).

The desired outcomes will be included in the objectives and indicators of the Programme Complement.

4. The URBAN Monitoring Committee will consider the issue of equal opportunities in its assessment of the Programme Complement. The Monitoring Committee will;

- ensure that the key issues are not overlooked;
- ensure that the key issues are given appropriate treatment.

5. During the Implementation of the Programme, URBAN will ensure:

-Target Groups have access to relevant information using accessible communication formats.

- Target Groups are consulted in planning, executing and monitoring the implementation of actions that have implications for equal opportunities.

6. The Monitoring and Evaluation mechanism developed for URBAN will include the monitoring and evaluation of objectives and indicators relating to equal opportunities.

7. The dissemination of learning under URBAN will include dissemination on the learning in relation to actions taken and their impact on equality of opportunity for the chosen Target Groups.

## **Section 5.4 Competitions**

No measure containing any state aids will be supported under this Operational Programme unless it has been previously notified and approved by the European Commission. (See point 7.7 below)

## **Section 5.5 Transport Policies**

It is not the intention to fund transport for the reason that there is adequate development potential resources available for this initiative from the Economic and Social Infrastructure Operational Programme. Ballyfermot will benefit from transport infrastructure support under the National Development Plan, particularly as it affects access and egress. The purpose of URBAN will be to develop the local capacity to take full benefit of these developments.

Under this OP, the Ballyfermot area will benefit by way of:

- Quality Bus Corridor and Priority Bus Network which will be introduced in 2001
- Third rail track to be constructed from Heuston Station to Cherry Orchard and third and fourth track from Cherry Orchard to Sallins
- LUAS (on street light rail) linking Ballyfermot to Lucan to the west and Dolphins Barn and the South City Centre to Docklands to the east.

However, URBAN proposes to develop a local transport strategy, which will increase usage and access to the dispersed assets of the community.

## **Section 5.6 Environmental Policies**

The overall aim of the National Sustainable Development Strategy is to ensure that the economy and society in Ireland can develop to their full potential within a well-protected environment, without comprising the quality of that environment, and with responsibility towards present and future generations and the wider international community.

The URBAN Programme in Ballyfermot will contribute to sustainable development (particularly under Priority 3) as follows:

In the construction of the new dedicated youth centre the basic principles of sustainable design will be adhered to: minimise artificial lighting, heating and ventilation; avoid air-conditioning; conserve water; use site and materials wisely; recycle where possible. Design flexibility will ensure that building is designed in a way which allows for as many uses, and as much flexibility of use, as practicable. For example it is proposed to include an adolescent friendly health service in the centre, which will be funded by the health board.

The refurbishment of existing buildings under Priority 3 will in itself meet sustainable objectives by reusing available resources, by sustaining the urban fabric and reducing the need to develop green-field sites.

The main justification up to now for retaining open spaces has been to fulfil social functions such as the provision of meeting places, recreation areas, sports and entertainment facilities and general amenity value. Open spaces can also fulfil various environmental functions in terms of surface water management, biodiversity and improved air quality. Projects will be invited under Priority 3 for the improvement of open spaces.

Overall, the air quality in Ballyfermot is good. However compliance with existing international obligations is under threat from rising emissions from traffic. Difficulty will be faced in meeting EU air quality standards for 2005 particularly in heavily trafficked areas. It is therefore proposed that a study be undertaken to examine the relationship between traffic and air quality in the Ballyfermot area.

The other priorities are environmentally neutral although actions will be supported in our information strategy that focuses on promoting best practice and increasing environmental awareness. In addition, all activities supported by the URBAN II Initiative in Ballyfermot will comply with any relevant EU statutory commitments on the subject of the environment then in force.

## **Section 5.7 Information Societies**

The information society strategy outlined under Priority 1 will be co-ordinated with and informed by the National eEurope Plan; IT Access for All – a report of the Information Society Commission; Dublin – High Tech City; Schools IT 2000 and the CAIT Initiative.

## **Chapter 6 - Supporting Actions**

### **6.1 Data Collection**

The key to effective evaluation and monitoring is in the early development and introduction of effective data collection. Existing systems, as with those available under OPLURD and the Department of Environment, have in the past proved insufficient for information collection across the range of projects / actions and underlying strategy of URBAN. It is intended to develop an effective computer based data collection system, which will ab initio enable proper measurement and act as an effective management tool.

Consideration will be given to developing a joint data collection system with North Belfast URBAN II, so as to share development costs and better enable mutual learning across projects. In many community based projects, capacity building may be required to enable effective data collection or alternatively, management of URBAN II, will provide a central resource to all projects. In order to ensure effective collection, all projects applying for support will be required to comply with the central data collection procedures and will have to demonstrate their capacity to do so as part of the project application. Ongoing payments to projects will be made contractually subject to the timed delivery of the data. Data collection procedures will be in compliance with CSF Central Systems requirements.

### **6.2 Monitoring and Evaluation**

The data collection system will be put in place to enable monitoring and evaluation as set out in the Commission's Working Paper No. 3 under the New Programming Period 2000-2006, Methodological Working Papers. In particular, attention will be paid to the initial data analysis by the Programme Manager, presentation of data of the Monitoring Committee and the issuing of annual implementation reports.

A mid term evaluation will be conducted before the end of 2003. External evaluators will be appointed by way of public tender to complete the work.

### **6.3 Transnational and North South Co-Operation**

The Transnational exchange programme under URBAN I proved to be a successful mechanism for mutual learning across Europe. This success will be reinforced in URBAN II by provision of a central resource to support such actions, which will be funded separately. In the context of North – South co-operation, a strong relationship has already been established under URBAN I. All of these successes will be built on by the following actions:

- Consideration will be given to the managers of the Dublin and Belfast URBAN II programmes being invited to attend all meetings of the respective Boards.
- Both Dublin and Belfast URBAN II programmes will seek to establish a common system of data collection, to better enable mutual learning

- Members of URBAN I groups will continue to be involved in URBAN II, thereby building on the learning that has already occurred. This mutual learning will address how problems have been framed, innovation in programme designs, democratic participation, implementation structures and monitoring and evaluation methods
- Participants in the Dublin programme will learn from, and contribute actively to programmes in other member states particularly around issues of democratic involvement, economic activity, social exclusion and economic change, particularly as they affect the key target groups identified.
- Thematic use of, and contribution to other URBAN Initiatives by way of expertise sharing.

#### **6.4 Publicity Actions**

A key element in the URBAN II Programme is a promotion of links between democratic participation and project outcomes. As a consequence publicity creating the links are essential to the success of the Programme. It is proposed to stress the links by way of use of innovative technology including:

- ◆ Provision of local television broadcasting by use of cable television, utilising local resources and local stories
- ◆ Development of information technology and website for consultation with citizens on strategy and policy
- ◆ Heritage projects will act as a major publicity vehicle in bringing the people of Ballyfermot into contact with URBAN II.
- ◆ Use of local and national media, newsletters, branding and merchandising.

The provision of the above will be assisted by way of the development of the ITC project under Priority 1.

In addition to the above, relevant projects will review public relations on suitable occasions and the Annual Report will be publicly launched.

All office stationery and communications will carry the EU logo and the EU role in the project will at all times be highlighted. Towards the end of the project, consideration will be given to hosting a convention with transnational participation to highlight the achievements of URBAN II.

## **6.5 Learning and Dissemination**

In addition to the publicity actions mentioned at 5.4 above, specific actions will be taken to ensure Local Governance learning. These will include the dissemination of outcomes and reports to:

- ◆ The City and County Managers Association
- ◆ The Regional Authorities
- ◆ The Local Government Section of the Department of the Environment
- ◆ The CEOs of City and County Development Boards
- ◆ The Managers of Territorial Employment Pacts
- ◆ Area Development Management Limited
- ◆ The Association of Local Authorities
- ◆ Agencies and Organisations represented on the URBAN Board

## **6.6 Mainstreaming of Equal Opportunities**

A key objective of the programme reflecting local needs will be progress towards elimination of inequalities and the promotion of gender equality. Of major importance in the social exclusion of people in the URBAN II area is the structural inequalities in the augmentation of family life and access to external work. URBAN II will prioritise these structural issues through the proposed Civic Service Integration Priority where structural deficiencies in enabling women and men can be addressed through the clearing house system proposed. Problems identified can be assigned to the appropriate agency for resolution, or multi agency responses can be co-ordinated.

In addition to the structural issues which will be addressed as above, each of the 5 Priorities proposed will have a specific role in increasing equality of opportunity. FAS, Dublin Corporation and the Partnership Company have responsibilities for ensuring equality and all will be represented at Management level of URBAN II. Data collection will be gender disaggregated. The management committee will be appointed taking into account a 60/40 differential in gender.

## **CHAPTER 7 – Implementation Procedures**

### **7.1 Monitoring Committee**

A Monitoring Committee will be established which will undertake all its responsibilities as outlined in Article 35(3) of the General Regulations and with Point 22 of the URBAN II Guidelines.

**A representative of Dublin Corporation will chair the Monitoring Committee.**

**The composition of the Committee will be as follows:**

European Commission: Representative of the European Commission

North/South Dimension: Representative of Special EU Programme Body

Government Departments: Departments of Environment and Local Government, Tourism, Sport & Recreation, Finance, Education & Science, Health & Children, Justice, Equality & Law Reform, Social Community & Family Affairs

Implementing Body Representatives of Ballyfermot URBAN

Social Partners Representatives of Irish Business and Employers Confederation and Irish Congress of Trade Unions

Sectoral, Voluntary & Community Bodies Representatives from FAS, Combat Poverty Agency, ADM Ltd., City Development Board, Voluntary, Community and Environmental Bodies.

The Monitoring Committee will establish its own rules of procedure, including any appropriate organisational arrangements and the frequency of meetings. At its first meeting, the Committee will draw up and approve detailed provisions for the discharge of the duties assigned to it with particular reference to the monitoring and interim assessment of the Programme.

The Monitoring Committee will be assisted by a secretariat responsible for the preparation of documentation relating to monitoring, reports, agenda and summary records of meetings, Dublin Corporation will provide this secretariat.

The Monitoring Committee will review the progress of the CIP by monitoring and examining the interim assessments of the programme on the basis of the financial, physical and impact indicators defined. The Monitoring Committee will propose any steps required to speed up implementation of the Programme where delays are revealed by the periodic results yielded by monitoring and interim assessments.

An independent External Evaluator will be appointed by Dublin Corporation to carry out a mid-term evaluation. The evaluation will examine the degree of effectiveness achieved on the basis of the indicators collected and to assess the quality and relevance of these indicators.

The functions of the Monitoring Committee include

- The approval of the Programme Complement
- Approval of any amendments to the Programme or Programme Complement
- Monitoring and evaluation of the Programme as a whole
- Periodic review of progress and targets
- Approval of annual report to Commission

### **Internal Audit**

**The Internal Audit Section of Dublin Corporation will be available to provide professional advice on appropriate management systems as well carrying out systems and transaction testing audits.**

#### **7.2 Paying Authority**

The Paying Authority is the Department of Finance, Government Buildings, Merrion Square, Dublin 2

#### **7.3 Managing Authority**

The Managing Authority shall be Dublin Corporation, Development Department, Block 4, Floor 3, Civic Offices, Fishamble Street, Dublin 8.

Responsible Person:

#### **7.4 Legal, Entity and Structures**

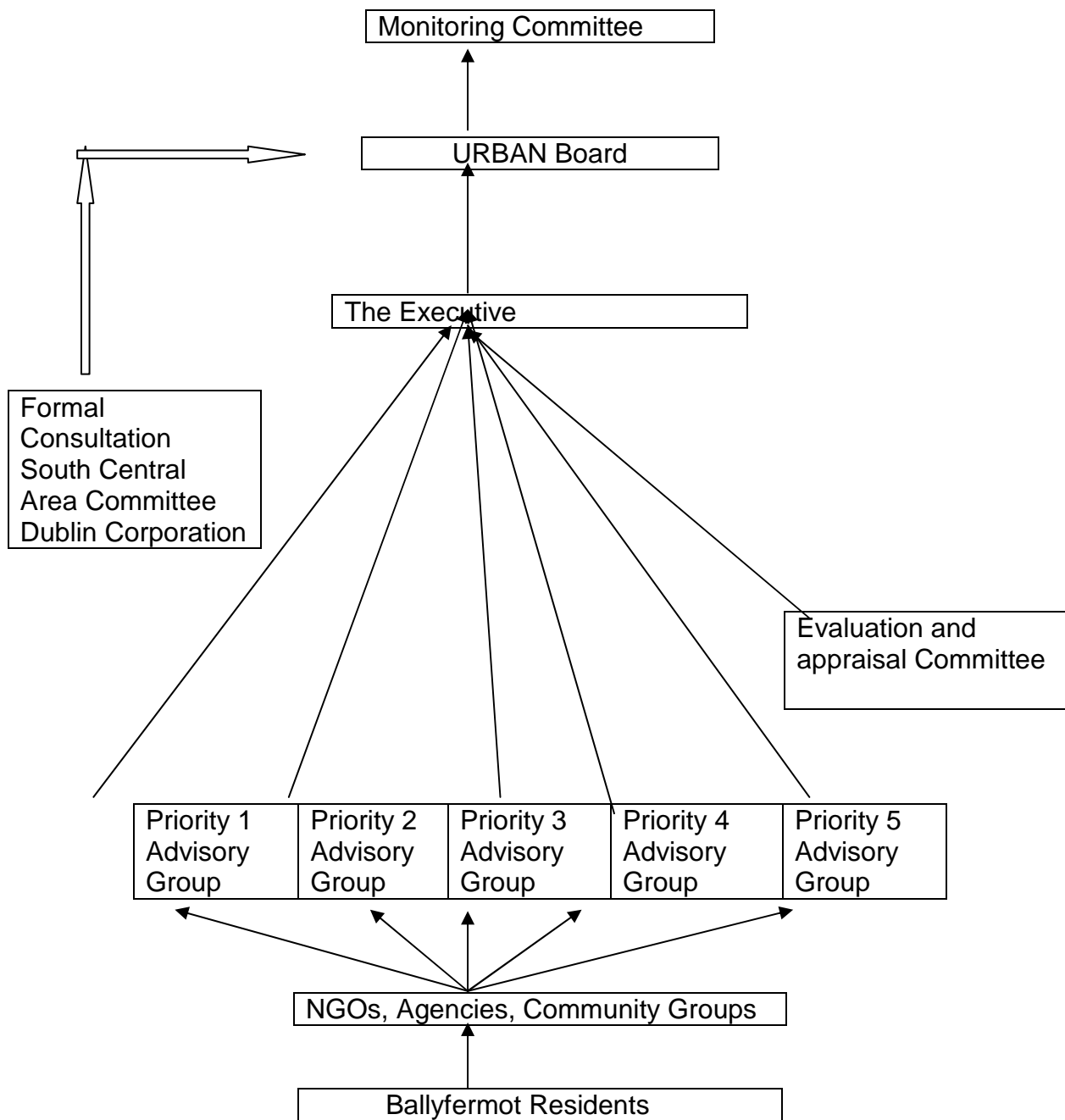
The Management of URBAN II will be established in a company called “URBAN Ballyfermot Limited” which will be limited by guarantee. The Board of the Company will consist of an independent chairman drawn from the private sector and 15 members as follows:

- ◆ Principal Officer, Planning and Development Department, Dublin Corporation
- ◆ Chief Regional Officer, Dublin Corporation
- ◆ A Community Director – Ballyfermot Partnership
- ◆ The Manager – Ballyfermot Partnership
- ◆ Principal Officer, Department of Education and Science
- ◆ CEO – Dublin City Enterprise Board
- ◆ Senior Representative of the Garda Síochána

- ◆ The Director, City of Dublin Youth Services Board
- ◆ Area Manager, South Western Area Health Board
- ◆ Senior Representative of FAS
- ◆ Social Inclusion Officer – Dublin Corporation
- ◆ Principal Officer, Housing and Community Services
- ◆ Three local elected councillors

Sub structures will be established below Board level so as to provide for additional participation by local residents in advising on the implementation of Priorities. These groups will be represented by local, NGOs, agencies and community groups. All project proposals will be processed by the relevant Priority Advisory Group and examined by a separate Evaluation and Appraisal Committee of experts, before being referred to the Board for final decision. The Board will also be informed by way of a formal consultation process with the South Central Area Committee of Dublin Corporation, recently established under Local Government reforms.

Sub structures will operate so as to maximise the consultation process and to ensure an independent appraisal of all project applications as follows:



## **7.5 Financial Control**

The paying authority is the Department of Finance who will draw up and submit payment applications and receive payments from the Commission. The Central Government funding will be financed from the vote of the Department of the Environment and Local Government. The Community funding and the Central Government funding will be channelled through the Department of the Environment & Local Government to Ballyfermot URBAN (a limited company comprising the partners as outlined, set up to manage and implement URBAN II) who in turn will fund the final beneficiaries. As Ballyfermot URBAN will itself be responsible for commissioning some of the operations, in some instances it will be the final beneficiary.

Ballyfermot URBAN will ensure that proper accounting records are kept which will disclose with accuracy at any time the financial position of the company to ensure that Financial Statements comply with the Companies Acts 1963 to 1990. Ballyfermot URBAN will make payments through the accounts payable system of Dublin Corporation (the managing authority) and will use its financial control systems. This method of operation has proved successful during the implementation of URBAN I from both financial control and efficiency perspectives.

The interests of Dublin Corporation in Ballyfermot URBAN will be mentioned in the notes to the accounts in the Annual Financial statement produced by Dublin Corporation, which is audited by the Local Government Auditor. The Financial statements are prepared under the historical cost convention in accordance with the statutory regulations governing the accounts of local authorities.

## **7.6 Project Selection**

The Project Selection procedures will be by way of a call for proposals, which will initially be screened by an appropriate advisory committee, processed by the evaluation and appraisal committee and subject to Board approval. A working copy of the Project Proposal form is attached in the Appendix 4.

## **7.7 State Aids**

In so far as the present programme involves State aids, such aids will be exclusively granted in accordance with the Commission Regulation No 69/2001 on the application of Articles 87 and 88 of the EC Treaty to *de minimis* aid of 6 December 2000 (OJ L10 of 13.1.2001) or with Commission Regulation No 70/2001 on the application of Articles 87 and 88 of the EC Treaty to State aid to small and medium-sized enterprises (OJ L10 of 13.1.2001) or with Commission Regulation No 68/2001 on the application of Articles 87 and 88 of the EC Treaty to training aid (OJ L10 of 13.1.2001). In accordance with Article 34(1)(g) of Council Regulation (EC) No 1260/1999, the body responsible for ensuring the compliance with State aid rules of the implementation of the present programme is [the Department of Regional Policy].

As the Programme does not intend any measures directly assisting SME development, it is unlikely that any competition issues will arise. The Board of URBAN II will however be made formally aware of the terms of Fact Sheet No. 7 summarising the "Guidelines on State Aid for Undertakings in deprived Urban Areas" (Official Journal No 146, 14.05.1997)

The programme is not expected to provide support for projects involving the processing and marketing of products defined in Annex I of the EU Treaty. In the case of other projects in the agricultural sector, they should be compatible with the Common Agricultural Policy and, in particular, with Regulation 1257/1999. The Community guidelines concerning state aids in the agricultural sector (2000/C/02 – OJ C28 of 1.2.2000) will also apply. This means that relevant projects may only be supported within the framework of previously approved agricultural state aids. Any new aid scheme should be notified and approved by the Commission.

The Guidelines specified above do not apply to diversification projects as defined in Article 33 of Regulation 1257/1999 and which do not involve Annex I products, such as diversification projects involving tourism or crafts. Such projects may be supported in accordance with the *de minimis* rule.

## 7.8 Procurement Policy

(Based on Purchasing Requirements and Guidelines of Dublin Corporation, the Department of Finance EU Regulations)

- Purchasing Procedure – inviting tenders (*excluding engagement of Management and other Consultants*)

Where the Managing agent is operating a strict internal auditing system and is audited by a Local Government Auditor appointed by the Department of the Environment & Local Government or an equivalent e.g. Dublin Corporation, Area Partnership, FAS, Health Board etc.

Value of Purchase/Service	Procedure
Under IR£5,000(excl. VAT)	By letter, one tender only need be invited and may be accepted if the price quoted is reasonable.
IR£5,000 – IR£20,000 (excl. VAT)	By circular letter addressed to not less than three firms.
Over IR£20,000 (Excl.VAT)	By public advertisement.

Where the Managing Agent is a local community group a stricter policy is deemed necessary.

Value of Purchase/Service	Procedure
Under IR£1,000 (Excl. VAT)	1 written quotation
IR£1,000 to under IR£10,000 (Excl. VAT)	By Public Advertisement or circular letter to 3 firms
IR£10,000 to IR£20,000 (Excl. VAT)	By Public Advertisement or circular letter to 5 firms
Over IR£20,000 (Excl. VAT)	By Public Advertisement

- Engagement of Management and other Consultants

A consultancy project is where the product being bought is specialist expertise or advice and where experts are brought in, normally, on a per diem basis for a limited period of time, to carry out a specific, self-contained, task or project.

Below the E.U. Services Directive 92/50/EEC threshold.

Management consultancy projects costing less than the current E.U. threshold need only be advertised within Ireland although they may be advertised abroad.

The absolute minimum requirements for these projects are that, at the very least, 3 firms are invited to tender; with medium and large size projects, it is best to invite more than 3 tenders in order to ensure value for money.

Above the E.U. Services Directive 92/50/EEC threshold

Any contract awarded that is over the relevant financial threshold must be awarded in accordance with the procedures of the Directive. The current threshold for services and supplies contracts is IR£168,795 (excl. VAT).

*Additional criteria*

- A set fee for each project is agreed in advance of any work being undertaken; no open ended contracts are awarded, normally no contracts are extended beyond their original terms of reference and no additional fees are paid other than those originally quoted for the work.
- A monitoring procedure forms part of the contractual agreement to ensure that the project does not run over either in terms of costs or length of time.
- A mechanism should be built into all contracts between URBAN Ballyfermot Steering Group and the consultants so that, should major difficulties arise regarding the quality of the project, the contract may be terminated by URBAN Ballyfermot Steering Group without full cost being incurred.
- Additional costs and/or expense are normally included as part of the daily fee. Where this is not feasible, particular care should be taken to ensure that such costs are adequately vouched and are reasonable. Where additional costs for travelling and subsistence cannot be avoided, they should not exceed those appropriate rates currently applying in the civil service.
- Normal tax clearance procedures are followed and a withholding tax is levied, where appropriate, on all professional fees.

EU Directives in relation to public procurement in the areas of Supplies, Works, Services and Utilities.

Type of Contract	Prior Indicative Notice Thresholds (Excl. of VAT)	Tender Notice Thresholds (Excl. of VAT)
SUPPLY	IR£590,673	IR£168,795
WORKS	IR£4,219,888	IR£4,219,888
SERVICES	IR£590,673	IR£168,795
UTILITIES (Supplies)	IR£590,673	IR£337,592
(Works)	IR£4,219,888	IR£4,219,888
(Services)	IR£590,673	IR£337,592

Notices to be advertised include:

- Prior Indicative Notice

This Notice does not oblige an authority to seek tenders in any particular case, except if used as a call for competition under the Utilities Directive.

- Tender Notice

When tenders are being sought this Notice is published in respect of individual contracts, which come within the scope of the relevant Directives.

- Contract Award Notice

After individual contracts are awarded a Notice giving the result is published.

Important common features in the Directives are as follows:

1. There are three procurement procedures options: -

(a) OPEN – all interested parties may submit tenders.

(b) RESTRICTED – only those parties invited by the authority may submit tenders.

(c) NEGOTIATED – the authority consults parties of their choice and negotiate the terms of the contract with one or more of them.

2. A notice cannot be published at national level before the date of dispatch to the Office for Official Publications of the European Communities. The local advertisement must not contain any information not published in the OJEC.

3. All Notices refer to the Community Procurement Vocabulary (CPV) codes.

4. Notices for publication in the OJEC to be faxed and e-mailed to the Office for Official Publications in Luxembourg. A copy of the notice to be sent by mail.

- SUMMARY OF ADVERTISING REQUIREMENTS FOR ALL CONTRACTS

Supplies and Services contracts under IR£168,795	→	Advertised in the National Newspapers
Supplies and Services contracts of IR£168,795 or more	→	Advertised in the National Newspapers and the OJEC
WORKS contracts under IR£4,219,888	→	Advertised in the National Newspapers
WORKS contracts of IR£4,219,888 or more	→	Advertised in the National Newspapers and the OJEC

- CONSTRUCTION INDUSTRY TAX

All payments for construction work are liable to deduction of Construction Industry Tax (at a rate of 35% of the gross amount of the payment) unless the payee holds a valid Certificate of Authorisation (C2) and Dublin Corporation also holds a Construction Payments Card for the payee. All companies who carry out work for Dublin Corporation are referred to as “sub-contractors”.

Under this scheme Dublin Corporation must process each payment to a sub-contractor, irrespective of the value, under a construction contract in either of two ways:

- If the sub-contractor has a valid Certification of Authorisation (Form C2) and Dublin Corporation Holds a current Construction Payments Card (Form C47) in respect of the sub-contractor then the gross amount payable is recorded on this card and payment is made.

or

- If Dublin Corporation does not hold a current Construction Payments Card (Form C47) in respect of the sub-contractor, whether or not the sub-contractor has a valid Certificate of Authorisation (Form C2), then tax (at a rate of 35%) is deducted from the gross amount due and forwarded to the Collector General, the balance being to the sub-contractor.

- TAX CLEARANCE CERTIFICATES

Where payments for supplies or services exceed IR£5,000 (inclusive of VAT) Dublin Corporation require a valid Tax Clearance Certificate to be held by the contractor. The threshold applies to individual payments or to cumulative payments over a rolling 12-month period.

All sub-contractors employed by the main contractor must produce a tax reference number where payment exceeds IR£500. Where payments exceed IR£2,000 in any 12 month period the sub-contractor is required to produce a Current Tax Clearance Certificate or Certificate of Authorisation (Form C2).

- WITHHOLDING TAX FROM PAYMENTS FOR PROFESSIONAL SERVICES

All payments for professional services are liable services are liable to Withholding Tax with exception of those notified by the Inspector of Taxes or the Revenue Commissioners. Under the scheme Dublin Corporation must deduct tax at source from payments for professional services made to individuals or companies at the standard rate of tax. Tax must be deducted for a professional service even though the service was not provided to or for Dublin Corporation.

The scheme operates on a monthly basis from the 6<sup>th</sup> of a month to the 5<sup>th</sup> of the following month with all tax deducted being paid over to the Collector-General by the 15<sup>th</sup> of each month. The remittance is accompanied by details of each individual or firm from whom tax was deducted.

Withholding Tax is deducted from the gross amount of payment exclusive of VAT. No reduction is allowable in respect of expenses incurred in providing the professional services.

## Chapter 8 – Ex-Ante Evaluation

The Ex Ante Evaluation commissioned by the Dept of Tourism, Sport and Recreation is incorporated in this Chapter in its original format including its own Table and contents and Chapter referencing and constitutes Section 8.1 of the integrated CIP. Chapter 8.2 indicates how the recommendations of the evaluators have been either incorporated into the text, or how they will be dealt with in the programme complement' as appropriate

It should be noted that subsequent to the Ex-Ante Evaluation, other changes were made to the CIP, which were not of a sufficiently substantial nature as to justify a second Evaluation. The implications are that where the Evaluation refers to chapters 2 and 3 of the CIP these are now respectively Chapters 3 and 2 of this draft of the CIP. The term Measure in the Evaluation should be read as 'Priority' and the term 'Sub-Measure' read as 'Measure'.

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## 1 Introduction

### 1.1 Background

URBAN is the EU Community Initiative under the Structural Funds, which supports innovative regeneration programmes in disadvantaged urban areas across the community. URBAN II, the programme proposed for the 2000-2006 period, is defined by the Commission as the Community Initiative concerning **“economic and social regeneration of cities and of neighbourhoods in crisis in order to promote sustainable urban development”**.

The EU Commission issued its notice to Member States laying down guidelines for the Initiative in April 2000. It set out guidance on

- ◆ general objectives and principles;
- ◆ eligible areas and priorities for action;
- ◆ preparation, presentation and approval of programmes;
- ◆ monitoring, implementation and evaluation of assistance;
- ◆ financing; and timing.

In response, the Department of Tourism, Sport and Recreation has overseen the preparation of a Community Initiative Programme (CIP) by Dublin Corporation, as the Irish response. In accordance with the "general regulation" laying down general provisions of the structural funds<sup>1</sup>, Operational Programmes must be subject to an ex-ante evaluation, which must form an integral part of the programme submitted.

The present document is the ex-ante evaluation of the draft CIP. It has been prepared by Fitzpatrick Associates, Economic Consultants.

### 1.2 Ex-Ante Evaluation

According to the Terms of Reference, the aim of the ex-ante evaluation is to provide a basis for preparing and assessing the CIP document of which it will form part. As such it is required to provide a commentary explaining and justifying

- the analysis deriving from the current situation,
- the coherence of the strategy and priorities chosen,
- the expected impact and financial resources allocated;
- the implementation system foreseen; and
- the performance indicators over targets.

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<sup>1</sup> Council Regulation (EC) No 1260/1999, 21 June 1999

### **1.3 Structure of Report**

To meet these requirements, the report has five chapters. The next chapter summarises the Commission's Guidelines to Member States for the implementation of the URBAN II initiative, including its requirements for Member State's programmes. It also describes the general structure and content of the draft CIP.

Chapter 3 evaluates the proposed CIP's content. Specifically, it reviews the needs assessment, the proposed programme strategy and objectives, the subsequent specific measures set out, and the targets set. This includes the financial weighting of proposed actions.

Chapter 4 then examines the proposed implementation system in the context of both the Commission's requirements as well as other intended programmes in Ireland for the period.

Finally, Chapter 5 presents the conclusions and recommendations of the ex-ante evaluation.

## Chapter 2 Commission Guidelines on URBAN II, and Draft CIP

### 2.1 Guidelines on URBAN II

#### 2.1.1 Objectives and Principles

The Commission Guidelines propose two broad objectives for the URBAN II initiative:

- (a) to promote the formulation and implementation of particularly innovative strategies for sustainable economic and social regeneration of small and medium-sized towns and cities or of distressed urban neighbourhoods in larger cities; and
- (b) to enhance and exchange knowledge and experience in relation to sustainable development in the Community.

In pursuing such strategies, the Commission foresees a framework for the transition from innovative pilot urban projects into mainstream policies and programmes in Member States. As such, URBAN II is intended to support demonstrative, flagship actions within the context of its urban policy elucidated in “Sustainable urban development in the European Union: a framework for action” (COM (98) 605).

In order to meet the overall objectives, the urban regeneration strategies must adhere to the following principles:

- sufficient critical mass of population and associated support structures to facilitate the formulation and implementation of innovative and sustainable urban development programmes and a creative approach to urban governance and sustainable change;
- strong local partnership to define challenges, strategy, priorities, resource allocation and to implement, monitor and evaluate the strategy. Partnerships should be wide and effective and should be comprised of economic and social partners, NGOs and resident’s groupings including those active in the field of the environment and other appropriate bodies as established in Article 8 of the General Regulation;
- the development of an integrated territorial approach, including, where appropriate, the promotion of inter-institutional partnerships;
- linkage of the strategic plan for the area in question to the economic, social, environmental and physical network and strategies for the wider urban area or region;
- integration of the economic, social, environmental, security and transport aspects, including equality of access to jobs and training opportunities from areas of concentrated exclusion;
- promotion of equal opportunities between men and women;
- promotion of the implementation at local level of Community environmental policies and legislation;
- complementarity with the main forms of assistance (“mainstream”) under the Structural Funds and other Community Initiatives or programmes.

#### 2.1.2 Eligible Areas and Priorities for Action

The Guidelines indicate that the urban areas selected, as a general rule, should have a population of at least 20,000, although fewer may be acceptable in exceptional cases. Areas chosen should have a single identifiable problem to be tackled within a coherent geographical area, and must demonstrate either a need for economic and

social regeneration, or its status as an urban crisis area. They must comply with at least three of the following criteria:

- a high level of long-term unemployment;
- a low level of economic activity;
- a high level of poverty and exclusion;
- a specific need for conversion, due to local economic and social difficulties;
- a high number of immigrants, ethnic and minority groups, or refugees;
- a low level of education, significant skills deficiencies and high drop-out rates from school;
- a high level of criminality and delinquency;
- precarious demographic trends; and
- a particularly rundown environment.

As well as these, the Member States are entitled to propose and adopt other appropriate criteria.

The strategies must maximise the impact and visibility of the selected areas both within Member States and at Community Level, and emphasise the distinct role of the proposed action compared to mainstream assistance. In Ireland's case this means there must be an elaboration of the strategy's distinct and demonstrative nature in the context of mainstream policy and programme implementation.

The Guidelines require strategies to comply with the following priorities:

- mixed-use and environmentally friendly brownfield redevelopment (including the protection and improvement of buildings and open spaces in run-down areas and the preservation of the historical and cultural heritage) involving sustainable employment opportunities, better integration of local communities and ethnic minorities, reintegration of excluded persons, improved security and prevention of delinquency and reduced pressures on greenfield development or urban sprawl;
- entrepreneurship and employment pacts including local employment initiatives and employment opportunities linked, in particular, to measures for preventing negative environmental impact and for the improvement and protection of the environment, preservation and dissemination of culture and development of alternative care and other services taking account of changing demographic structures. Special attention should be given to ensuring equal opportunities between men and women;
- the development of an anti-exclusion and anti-discrimination strategy through actions furthering equal opportunities and targeting notable groups such as women, immigrants and refugees;
- development of significantly more effective, economically efficient and environmentally friendly integrated public transport systems, provision for cycling and walking and intelligent communications systems leading to a reduction in trips made by motorised private transport;
- waste minimising and treatment, efficient water management and noise reduction as well as reduction in consumption of hydrocarbon energy sources, through development of efficient energy management systems and renewable energy sources resulting measurable reduction in CO<sub>2</sub> and other noxious emissions;

- development of the potential of information society technologies in order to improve the provision of services of public interest for small enterprises and citizens, contributing to social inclusion, economic innovation and regeneration, integrated environmental policies and management, management of human resources and employability, and efficient management of services such as health care, education and training and services of proximity.

Member States, in selecting from the priorities above, are required to elaborate on commitments to “organisational change, participatory governance, empowerment and capacity-building transferable into mainstream practice at local and wider levels”. The Guidelines offer suggested measures that may be funded, according to these priorities.

The Guidelines emphasise the need for Programmes to provide for the sharing of information and experience within and across Member States, for the inclusion of mechanisms for good-practice and innovation identification, monitoring and evaluation (and the use of appropriate indicators), and demonstration elements.

### **2.1.3 Financing, Implementation and Evaluation**

The Guidelines require CIPs to present an indicative financial plan, setting out annual budgets according to the chosen specific priorities, and broken down according to ERDF, EIB, national exchequer and any matching private sector sources of funding. Total EU funding must match what has been allocated to each Member State in prior Commission correspondence.

In relation to implementation arrangements, the CIP must include:

- the name of the authorities and structures participating in the programme, and in particular:

A Managing Authority within the meaning of article 9(n) of the General Regulation with overall responsibility for managing the CIP;

A body (where it is different from the managing authority) which will act as paying authority within the meaning of Article 9(o) and Article 32 of the General Regulation;

A Monitoring Committee for the programme within the meaning of Article 35 of the General Regulation, and, if necessary, a Steering Committee;

- a description of the arrangements for managing the CIP, including the mechanisms for launching calls for proposals and for the selection of the operations, and the role of the Steering Committees where appropriate;
- a description of the systems of monitoring and evaluation, including the role of the Monitoring Committee and of the relevant partners associated at the different stages of the programme cycle;
- the definition of a system of financial management which will permit the rapid and transparent transfer of this finance to the final beneficiaries;
- a description of the specific arrangements and procedures for checking on the CIP, specifying the various responsibilities concerning finance and financial control, in accordance with Articles 38 and 39.

#### **2.1.4 CIP Content and Programme Complement**

As well as the Guidelines, the Commission has issued a Vademecum, which summarises the requirements for Member States in submitting applications under URBAN II. It sets out the requirements for both the CIPs and supporting Programme Complements, both required documents from Member States.

The Programme Complement is defined as the document implementing the programme strategy and priorities, and containing detailed elements at the measure level drawn up by the authorities responsible in the Member State and revised as necessary by the Monitoring Committee as proposed by the managing authority. The managing authority has to adopt the Programme Complement at the latest three months after the Commission decision approving a CIP. It is required to include:

- detailed information on the content of the measures, including their ex-ante evaluation and relevant monitoring indicators;
- definitions of the types of intended beneficiaries;
- measure-level financial plan;
- details of publicity measures; and
- details of arrangements for the exchange of monitoring, management and evaluation data with the Commission.

It is also recommended that Programme Complements include draft selection criteria to be adopted at a later date by the relevant Monitoring Committee.

The CIP therefore is required to contain less detail than the Programme Complement in relation to specific programme measures. However according to the Vademecum, the CIP must provide an outline of the measures proposed, including the title, the description, overall aims and objectives, intended beneficiaries, an indication of the financial weighting accorded to each measure, and the envisaged implementing body.

## **2.2 DRAFT CIP for Ireland**

The draft CIP for Ireland, the basis of this evaluation, is structured into seven Chapters, as follows:

- Chapter 1: Provides a description of the proposed beneficiary area, including a socio-economic profile and a description of the process for selecting the area.
- Chapter 2: Describes the consultation process undertaken.
- Chapter 3: Describes other public supports and resources in the area.
- Chapter 4: Sets out the strategy and priorities for URBAN II in the area, including identification of the problem issue, the rationale, an outline of the measures and their indicative budgets.
- Chapter 5: Describes proposed supporting actions including data collection, publicity and monitoring and evaluation.
- Chapter 6: Presents an overview of the proposed implementation procedures, including the Monitoring Committee, the paying authority, and approaches to state aids and project selection.
- Chapter 7: Sets out proposals in relation to technical assistance and administration.

## Chapter 3 Needs, Strategy, Objectives and Measures

### 3.1 Needs Assessment and Consultations

Chapter 1 of the draft CIP describes the current socio-economic situation in Ballyfermot, the area of west Dublin chosen for the purposes of implementing URBAN II in Ireland. It shows the process by which the area was selected, which appears to have been systematic, objective and appropriate.

The area is described in terms of its population density and household types, the educational profile of the population, the numbers seeking unemployment assistance, the age structure and the incidence of a particular social problem, substance abuse. In this context it also sets out the strengths of the area, including for example its proximity to quality amenities and the city centre, its good road links, and land development potential.

The CIP correctly identifies the area as one of high social deprivation. Despite the national economic growth and development of the last six years in Ireland, Ballyfermot has remained an urban area displaying all of the disadvantages of social exclusion and economic dependency, both their causes and their symptoms. A situation of low educational achievement, weak household structures, high unemployment and long-term unemployment, combined in a densely populated district with poor social and infrastructural services, and an apathetic urban design, has evolved in the area over the last number of decades. This has resulted in quite severe problems of social, economic and democratic marginalisation, welfare dependency, crime and substance abuse. Table 3.1 shows some recent demographic trends in the area.

Table 3.1 Population Trends in Ballyfermot 1991-1996

	Persons 1991	Persons 1996	Actual change in pop 1991-96	% change in pop 1991-1996
Cherry Orchard A	1,283	1,398	115	9.0%
Cherry Orchard B	3,308	3,049	- 259	-7.8%
Cherry Orchard C	4,274	3,941	- 333	-7.8%
Decies	3,630	3,264	- 366	-10.1%
Drumfinn	4,417	3,987	- 430	-9.7%
Kilmainham A	2,519	2,445	- 74	-2.9%
Kylemore	3,212	3,065	- 147	-4.6%
Total	22,643	21,149	- 1,494	-6.6%

Source: CSO Census of Population

Over the five years to 1996, the total population of the area fell by almost 7%. There were falls in 6 of the 7 electoral wards, which make up the area, each of varying degrees.

There were strong positive labour market developments at national level over the period, high employment growth (particularly in manufacturing and services), reduced unemployment, and growing labour force participation. Indeed, developments in these areas since the 1996 Census are expected to have been even more impressive. Table 3.2 however indicates the stagnant position in Ballyfermot over the period. Over the

period the employment status of the slightly falling population only improved marginally. Total employment fell by 1.5%, and the unemployment rate fell marginally to 35.7%, at that time almost twice the national rate.

**Table 3.2 Ballyfermot Labour Force 1991-1996**

	1991	1996	total change	% change
Total Labour Force	8,696	8,328	-368	-4.23
Total Employment	5,433	5,353	-80	-1.47
Total Unemployment	3,263	2,975	-288	-8.83
Unemployment Rate	37.5%	35.7%		
Labour Force Participation Rate	52.5%	53.0%		
Employment by sector				
agriculture	15	26	11	73.3
mining	5	5	0	0.0
manufacturing	1,685	1,376	-309	-18.3
building and construction	463	344	-119	-25.7
electricity and gas	66	47	-19	-28.8
commerce	1,100	1,042	-58	-5.3
transport	522	419	-103	-19.7
public administration	290	293	3	1.0
prof services	484	643	159	32.9
other	803	1,158	355	44.2

**Source: CSO Census of Population**

The labour force position of the area is likely to have improved marginally in the period since 1996, but not at the rate elsewhere in the country. The Irish economy is currently close to full employment and most sectors of activity report staff shortages. It is recognised that the problems of those remaining unemployed in blackspots around the country are wider than just the lack of available employment opportunities. They relate to social structures such as age and welfare dependency, and low education and training achievement and general disenfranchisement. The CIP correctly highlights these issues as the fundamental constraints to social, economic and environmental progress and development in the area, and it is easily apparent that Ballyfermot meets the disadvantage criteria set out in the URBAN II guidelines.

Chapter 2 describes the consultation process undertaken as part of the preparation of the Strategy and CIP. This was rigorous, and included view gathering from the local population, the resident statutory agencies, existing known community and residents groupings, and primary and post-primary schools. Chapter 3 presents an overview of the existing public support services active in the area, including the local partnership company (the local agency with responsibility for social development and inclusion), the local authority (Dublin Corporation), and other statutory agencies, Government Departments and support organisations.

The findings from each of the analysis of the current situation, the consultations and the analysis of existing service provision, are developed in the CIP towards the identification of the problem issue, strategy and objectives for URBAN II.

### **3.2 Strategy, Objectives & Measures**

The URBAN II draft plan identifies social exclusion as the single problem issue to be addressed, although in some of its various manifestations. The key strategic challenge it sets forth is to “tackle the social exclusion of key target groups, by delivery of integrated services that maximise existing agency inputs, identify service gaps and provide demonstrative projects to fill those gaps. In this regard, the following target groups are identified:

- disengaged youth;
- substance abusers;
- travellers;
- teenage mothers;
- early school leavers;
- people with disabilities;
- senior citizens.

The plan acknowledges existing supports for such target groups, but notes the reported lack of service integration between them, which as a result disallows a holistic and comprehensive support service for households, families and individuals in the poorest social conditions. It therefore emphasises URBAN’s intended role in leveraging and integrating existing support provision.

Four means to pursue the strategy are identified:

- ◆ development of community capacity building to enable the community and NGOs to be actively involved in the integrated process (Measure 1);
- ◆ development of an integrated service programme across the key service providers (Measure 2);
- ◆ developing a small number of high profile URBAN branded infrastructure projects, as flagships in connecting the community to URBAN outcomes and meeting infrastructural gaps (Measure 3);
- ◆ developing a number of demonstration projects around the issues of youth and family so as to ensure the filling of service gaps (Measure 4).

In prioritising these Measures, the Irish CIP is selecting three from the list of potential priority actions set out in the EU Guidelines. These are:

- ◆ mixed use environmentally friendly brownfield redevelopment;
- ◆ development of anti-exclusion and anti discrimination actions;
- ◆ development of information society technologies.

The non-selection of the enterprise and employment creation priority option was correct and appropriate. Employment demand is extremely buoyant in Ireland at present, and many mainstream agencies have ongoing responsibilities in the area of employment provision. There is therefore a recognition of the limited potential impact of additional job creation measures, and the need for supports to extend much beyond this requirement. The preparation of this CIP has taken due cognisance of the URBAN

Mid-term Review in this regard. Section 4.4 presents an outline of proposed measures in line with the requirements. These are summarised in Table 3.3.

**Table 3.3 Outline of Proposed Measures and Sub-Measures**

Measure 1	Community Participation	Sub-Measure 1 Sub-Measure 2 Sub-Measure 3 Sub-Measure 4  Sub-Measure 5	Democratic Participation Empowerment Heritage Development Information Technology and Communications Volunteerism
Measure 2	Civic Services Integration	Sub-Measure 1 Sub-Measure 2 Sub-Measure 3	Tracking Systems Clearing House NGO Integration
Measure 3	Infrastructure Development	Sub-Measure 1 Sub-Measure 2 Sub-Measure 3	Dedicated Youth Centre Development and Refurbishment Environmental and Security Enhancement
Measure 4	Youth and Family	Sub-Measure 1 Sub-Measure 2	Second Chance Education Youth and Family Support

As can be seen, four Measures as well as thirteen sub-Measures are proposed. For each the CIP gives a description of intentions, expected outcomes and target beneficiaries.

In broad terms the choice of Measures is appropriate given the socio-economic and service provision context in which they are to operate. While specific sub-measures are proposed, along with their intended objectives, their operational details are in some cases more clear than others. For example, the democratic participation sub-Measure seems a straightforward attempt to widen involvement in and membership of existing community and local groupings. On the other hand, in relation to the heritage development sub-Measure, the CIP envisages projects being invited to examine and build on the tradition of the Ballyfermot area, the outcomes of which are expected to include increased pride and self-esteem. While a worthy objective, it is less clear in this case the mechanics of the anticipated projects in reaching these outcomes. While it may not be possible to specify anticipated projects arising within each of the sub-Measures as yet, the CIP would benefit from greater illustration of the likely operation of the projects that may be selected, and how they will specifically achieve the outcomes expected.

### **3.3 Financial Balance**

Table 3.4 shows the proposed financial balance across the Measures and sub-Measures.

<b>Table 3.4 Outline of Proposed Measures and Sub-Measures</b>			
<b>Measure</b>	<b>Sub-Measure</b>	<b><u>Proposed Budget (euro)</u></b>	<b><u>% of total</u></b>
Community Participation	Democratic Participation	135,000	1.5
	Empowerment	400,000	4.5
	Heritage Development	200,000	2.3
	Information Technology and Communications	1,000,000	11.3
	Volunteerism	270,000	3.0
	MEASURE TOTAL	2,005,000	22.6
Civic Services Integration	Tracking Systems	1,000,000	11.3
	Clearing House	405,000	4.5
	NGO Integration	110,000	1.2
	MEASURE TOTAL	1,515,000	17.0
Infrastructure Development	Dedicated Youth Centre	2,000,000	22.6
	Development and Refurbishment	1,000,000	11.3
	Environmental and Security Enhancement	1,000,000	11.3
	MEASURE TOTAL	4,000,000	45.2
Youth and Family	Second Chance Education	670,000	7.6
	Youth and Family Support	670,000	7.6
	MEASURE TOTAL	1,340,000	15.2
TOTAL – ALL MEASURES		8,860,000	100.0

As can be seen, Measure 3 is intended to account for 45% of expenditure on Measures. The other three have comparable shares of the remaining 55% of funds. Within Measure three, the Youth Centre is also quite dominant, and is expected to account for over 22% of total funding (excluding administration and technical support). This reflects its intended status as a flagship infrastructural project.

The CIP doesn't comment on the outline budget across Measures and Sub-Measures. Given the precision of some of the figures, but more importantly given the financial weightings and shares, it would seem worthwhile elaborating to some degree as to the basis for the breakdown.

### **3.4 Overall Assessment**

A number of comments are made in relation to the overall assessment of the needs identification, strategy and objectives, and outline Measures as well as their proposed budgets.

The selection of Ballyfermot as the area for the implementation of the initiative in Ireland seems appropriate given its position and socio-economic status. The area presents policymakers with a range of challenges across areas ranging from housing, roads and infrastructure provision, to education and employment supply, social service delivery, environmental enhancement and civic involvement. The CIP correctly notes aspects of severe social deprivation and many of the consequent problems.

The area has been chosen using clear and appropriate criteria, and the consultation process undertaken was rigorous. The priority actions proposed across the four Measures find a balance between soft and social interventions, administrative integration and urban infrastructure improvement and development. As such it reflects both the needs identified, the community priorities, and the framework of existing service provision on the ground. Separate identifiable target groups are intended as beneficiaries under each of the sub-Measures.

A weakness of the existing CIP however is its level of specificity in relation to what's proposed under some of the sub-Measures. While the specification of sub-Measure proposals may be more appropriate in the Programme Complement, the CIP should elaborate on what is intended in practice, or where this is unknown, the process by which sub-Measure definitions will be arrived at. The actors, the likely project promoters, the mechanics of project activity and the link to sub-Measure objectives and outcomes would all benefit the understanding of the overall integration of the programme. This would also begin and support the process of indicator definition. The rationale behind the proposed spread of funds across Measures should also be included.

Finally, while all apparently worthy Measures in their own right, and reflective of needs on the ground, the requirement that sub-Measures and projects present demonstrative and innovative lessons for mainstream public policy will need to be ensured. At an overall level, the CIP commits to the sharing of project information and lessons by way of reports to a range of relevant bodies. In the further refining of sub-Measure activities, there should be some elaboration on how specific demonstrative and innovative elements are to aid selection, assessment and implementation of individual projects. The scope for testing innovative actions for mainstream policy should feature high among project selection criteria.

## **Chapter 4 Implementation System and Supporting Actions**

### **4.1 Financial Plan**

As discussed in Section 3.3, the draft CIP includes an annualised financial plan at overall Priority level, and outline total budgets at Measure and sub-Measure level. However there is little discussion or elaboration as to the basis for the breakdown. So while the EU requirement has been met, there is scope for greater detail in relation to the basis for the breakdowns envisaged.

### **4.2 Authorities and Structures**

The CIP sets out detailed plans for the authoritative management of the programme in Ireland. The intention is that the Department of Finance will be the paying authority, with Dublin Corporation, the statutory local authority in for the area, acting as the managing authority. "URBAN Ballyfermot Limited" (UBL) will be a company limited by guarantee, established for the purposes of implementing the initiative.

The Board of UBL is intended to include:

- a Principal Officer, Planning and Development Dept Dublin Corporation;
- the Chief Regional Officer, Dublin Corporation;
- a Community Representative, Ballyfermot Partnership;
- the Manager, Ballyfermot Partnership;
- Principal Officer, Department of Education and Science;
- the CEO, Dublin City Enterprise Board;
- senior representatives, Gardai Siochana (the police);
- the Director, City of Dublin Youth Services Board;
- senior representatives of FAS;
- social inclusion officer, Dublin Corporation;
- a Principal Officer, Housing and Community Services,
- three local elected councillors.

### **4.3 Management**

The Management structure is set out in diagrammatic form. There will be an overall Monitoring Committee, with appropriate representation including government departments, the social partners, a range of interests from the social, community, voluntary and environmental sectors, and representatives of the most relevant statutory agencies, including FAS, ADM and the Combat Poverty Agency.

The Monitoring Committee will have responsibility for the Programme Complement, approval to any amendments to either the Programme or Programme Complement, overall monitoring and evaluation, review of progress and targets, and annual reporting to the EU Commission.

It is intended that the Board of UBL be accountable to the Monitoring Committee, but oversee the executive, and several sub-committees with responsibility for project selection under each Measure. The Board of UBL will have final decision making responsibility for project proposals.

The CIP gives appropriate commitments in relation to procurement, state aids, legal status of actors, project selection and the promotion of equal opportunities. The Guidelines require the definition of a system of financial management, so as to ensure the rapid dispersion of funds to intended beneficiaries. The draft CIP doesn't appear to propose any specific system, but commits the Internal Audit Section of Dublin Corporation to assist in developing and testing an appropriate system.

#### **4.4 Monitoring and Evaluation**

As mentioned, a Monitoring Committee is to be established, the proposed membership of which seems appropriate. Monitoring is to be undertaken with the assistance of indicator and data reporting from projects, reporting from the various sub-Committees, and reports of the Board of UBL Ltd. A mid-term evaluation will be commissioned from external evaluators in 2003, in line with general requirements.

Maximising complementarity and co-ordination with concurrent public intervention programmes in the area is sought through Monitoring Committee and UBL Board membership. The greatest area of concern here is co-ordination with the Ballyfermot Partnership and with Dublin Corporation. Both are to be well represented on the Board of UBL, and parent organisations are to be represented on the Monitoring Committee (the Department of the Environment and Local Government and ADM Ltd). The representatives appointed should seek to ensure the additional and demonstrative nature of the projects URBAN supports.

As already mentioned there is a commitment to the collection and use of project data. However the types of data to be collected, their purpose in terms of monitoring or evaluation, and the systems for collection are not specified. While these can be done, there is scope in the CIP to give some potential examples, or to describe how data needs will be established. The specification of precise data requirements must of course first follow sub-Measure definition, which as noted is vague in places.

#### **4.5 Publicity and Technical Assistance**

There is a commitment to publicity actions such as television broadcasting, website provision and heritage promotion. In addition, the EU role in URBAN II will be highlighted in all reports, stationary and project documents.

A Technical Assistance Measure is proposed, as well as a budget line for programme administration. The former is to cover:

- computerised systems
- Monitoring Committee expenses
- a mid-term evaluation
- publicity actions
- transnational links
- seminars (thematic/benchmarking studies)

These items seem broadly appropriate.

## **4.6 Overall Assessment**

The draft CIP meets all of the requirements for management and administration of the programme in Ireland. The use of appropriate Monitoring Committees, evaluation committees, external experts, project selection procedures and reporting arrangements is assured, and reflects the widespread and standard use of such systems across all structural interventions in Ireland, particularly arising from the 1994-1999 funding round.

The proposed authoritative structures are appropriate, and there is recognition of the need for complementarity and co-ordination in the proposed membership of Boards and committees. There are also explicit commitments in relation to equal opportunities, publicity and appropriate procurement methods. We are confident of the Programme's ability to complement delivery of other programmes and policies in the area, given the relationship and involvement of those with such wider responsibilities.

Areas where some clarification might improve the CIP are the breakdown of the financial plan and the rationale for this, some indication of the likely financial management system envisaged, and elaboration on, or illustration of, types of potential indicators and options for their collection.

## **Chapter 5 Conclusions and Recommendations**

### **5.1 Conclusions**

Dublin Corporation, following the Government's selection of Ballyfermot as the location for implementation, has prepared the draft CIP for URBAN II in Ireland. In general terms it is a well-prepared document, meets all of the requirements for a CIP in terms of coverage and commitments, and is in keeping with the URBAN II Guidelines and with URBAN as a Community Initiative within the structural funds. Proposed implementation systems reflect good practice, as well as falling within the EU and national Government requirements for such a programme, and complementarity seems likely given the role and involvement of other agencies.

The CIP draws on a rigorous consultation process and generally sound analysis of the current situation. This correctly identifies the area as one of severe social disadvantage, citing the evidence of both the causes and symptoms of such marginalisation. This has allowed the appropriate definition of problem issues and the resulting Strategy and priorities. The CIP provides quite a detailed definition of Measures and sub-Measures, along with outline budgets for these. A reasonable balance is struck between soft and social type interventions, potential flagship infrastructural projects, and actions to improve mainstream service integration. Some general concerns and recommendations are made in the next section to strengthen the CIP, or to be returned to when designing and approving the Programme Complement.

### **5.2 Recommendations**

1. In general terms, the draft CIP should contain a greater elaboration of the types of activities, projects and actions envisaged at Measure and Sub-measure level. While Sub-measures have been proposed, along with quite specific detailed budgets, in many cases the CIP doesn't provide any illustration of the types of potential projects, the likely promoters and actors, the different aspects involved, the role of target groups, and the linkage between strategic objectives and project outcomes. While recognising that such issues may not be clear ahead of the selecting of projects themselves, it should nevertheless be possible to give a more illustrative description of anticipated actions, so as to confirm the overall integration of the Strategy.
2. A consequence of this is that the CIP isn't specific about potential indicator requirements and commitments. Further elaboration on potential projects or project types should also allow greater discussion of proposals for indicator selection and reporting. At a minimum, some definition of the categories of indicators envisaged should be included.
3. While recognising their importance, the CIP doesn't detail the mechanisms to ensure the programme fulfil its innovation, demonstration and learning objectives. Again, some elaboration at Measure or sub-Measure level of the way in which such demonstration will occur, and for whose benefit, would improve this.
4. Related to this, innovation and potential demonstrative value should feature among the main project selection criteria.
5. The CIP should contain some elaboration on the rationale behind the proposed financial balance across Measures and sub-Measures.

6. Finally, it is not clear whether the financial management system has been sufficiently defined. This arises as a drafting issue, rather than any fundamental concern however.

## **Section 8.2 Integration of Ex Ante Evaluation**

The comments and recommendations of the Evaluators have been noted by the Managing Authority. The Responses to issues raised have, where possible already been incorporated in Chapters 1 to 7 of this CIP as follows

- ◆ Recommendations 5.2.1/2

Additional information has been incorporated into Chapter 4.3 so as to indicate potential projects, the target groups and performance indicators.

- ◆ Recommendation 5.2.3

Further elaboration has been included in Chapter 4 regarding the objectives of innovation, demonstration and learning at measure level. It has now been specified that projects approved under Priority 4 for instance will only be supported where they can demonstrate new and innovative methods of filling service gaps identified by Priority 2. This demonstrative aspect will be reinforced by a policy of funding for a short period of time only, which should enable the project to be mainstreamed. Chapter 5.5 now specifically addresses the key issue of local governance learning and how this will be disseminated. The Programme complement will address the issue in greater detail

- ◆ Recommendation 5.2.4

This recommendation has been specifically addressed in the project application form at appendix 4

- ◆ Recommendation 5.2.5

The financial allocation across measures is at this stage indicative. A full rationale for the final proposed allocations will be given in the Programme Complement

- ◆ Recommendation 5.2.6

This omission has been noted and has now been addressed in Chapter 6. Any further elaboration required will be dealt with in the Programme Complement

## Appendix 1

### MEETINGS

	REF
1 AGENCIES (ENT. & EMPLOYMENT)	22
2 ALDERMAN MICHAEL CONAGHAN	29
3 BALLYFERMOT CHAMBER OF COMMERCE	13
4 BALLYFERMOT CLERGY	27
5 BALLYFERMOT COMMUNITY ASSOCIATION	30
6 BALLYFERMOT COMMUNITY PRE-SCHOOL FEDERATION	25
7 BALLYFERMOT DRUGS TASK FORCE	5
8 BALLYFERMOT ESTATE FORUM	3
9 BALLYFERMOT OUT OF SCHOOLS EDUCATION COMMITTEE	24
10 BALLYFERMOT PARTNERSHIP EDUCATION GROUP (1ST & 2ND LEVELS)	21
11 BALLYFERMOT PARTNERSHIP EDUCATION SUB- COMMITTEE	23
12 BALLYFERMOT PARTNERSHIP, LIZ O'BRIEN	9
13 BALLYFERMOT RESOURCE CENTRE	8
14 BALLYFERMOT SENIOR CITIZENS NETWORK	28
15 BALLYFERMOT SOCIAL INTERVENTION INITIATIVE	10
16 BALLYFERMOT WOMENS FORUM	19
17 BUNGALOW FAMILY RESOURCE CENTRE	17
18 CANDLE COMMUNITY TRUST, CEOL & PROBATION SERVICE	7
19 CITY OF DUBLIN YOUTH SERVICES	33
20 COLEPARK COMMUNITY ASSOCIATION	18
21 COUNCILLOR MARIAN MCGENNIS, T.D.	32
22 COUNCILLOR VINCENT JACKSON	31
23 CROFTWOOD, ELMDALE & CONVENT LAWNS ASSOCIATIONS	1
24 DECIES ROAD – AGENDA 21	2
25 DRUMFINN NEIGHBOURHOOD WATCH	14
26 GARDAI	4
27 IRISH COUNTRYWOMENS ASSOCIATION	15
28 LES, STEPPING STONE, SOCIAL WELFARE, FAS, DCEB	16
29 LOWER BALLYFERMOT RESIDENTS ASSOCIATION	12

30	LOWER CHERRY ORCHARD RESIDENTS ASSOC.	6
31	MARKIEWICZ CENTRE	11
32	SOUTH WESTERN AREA HEALTH BOARD	34
33	ST. MATTHEWS FAMILY RESOURCE CENTRE	26
34	STEPPING STONE	20

## Appendix 2

### SUBMISSIONS

	REF
1 ALDERMAN MICHAEL CONAGHAN	19
2 BALLYFERMOT COMMUNITY ASSOCIATION	4
3 BALLYFERMOT DRUGS TASK FORCE	42
4 BALLYFERMOT NETWORK GROUP	6
5 BALLYFERMOT PARTNERSHIP	35
6 BALLYFERMOT UNITED	15
7 BALLYFERMOT WOMENS FORUM	40
8 BALLYFERMOT YOUTH SERVICES	41
9 BARNARDO'S	43
10 BEYOND 96 YOUTH CLUB	1
11 BUNGALOW RESOURCE CENTRE	9
12 CARA CHESHIRE OUTREACH CENTRE	13
13 CHERRY ORCHARD EQUINE PROJECT	2
14 CHERRY ORCHARD F.C.	36
15 CHERRY ORCHARD SCHOOL DEVELOPMENT	31
16 CHERRY ORCHARD YOUTH SERVICES	18
17 CONVENT LAWNS	3
18 CREW – JOBS INITIATIVE	10
19 CROFTWOOD COMMUNITY ASSOCIATION	20
20 DONORE HARRIERS	34
21 DUBLIN CITY ENTERPRISE BOARD	29
22 ELMDALE RESIDENT ASSOCIATION	24
23 FR. SHAN O'CUIV, CHERRY ORCHARD PARISH	30
24 GARDA SIOCHANA	16
25 HORSEPOWER PROJECT (INTEGRA)	26
26 IRISH COUNTRYWOMENS ASSOCIATION	7
27 LINK – CHERRY ORCHARD COMMUNITY DEVELOPMENT PROJECT	33
28 LINK, CHERRY ORCHARD	17
29 LOCAL ARTS & CRAFTS CLUB	28

30	LONGMEADOWS PITCH & PUTT	5
31	LOWER BALLYFERMOT TENANTS & RESIDENTS	22
32	LOWER CHERRY ORCHARD COMMUNITY ASSOC.	14
33	MARKIEWICZ COMMUNITY CENTRE	12
34	MATT TALBOT COMMUNITY TRUST	39
35	OASIS COUNSELLING SERVICE	38
36	OLV YOUTH CENTRE	8
37	ORCHARD COMMUNITY CENTRE	25
38	PRIMARY SCHOOL, DRUMFINN	11
39	SPORTS DEVELOPMENT OFFICER, DUBLIN CORPORATION	32
40	ST. LAURENCES LADIES CLUB	27
41	ST. MARYS OLD FOLK CLUB	21
42	STEPPING STONE	37
43	WORKING GROUP - DECIES ROAD	23

## **Appendix 3**

### **SCHOOLS**

#### Primary

1. Mary Queen of Angels
2. De La Salle
3. St. Michael's, Dominican
4. St. Raphael's, Dominican
5. St. Gabriel's, Dominican
6. St. Louise's

#### Post-Primary

1. Kylemore College
2. Dominican Secondary

## Appendix 4

<b>URBAN Ballyfermot Ltd. Project Proposal Form</b>
---------------------------------------------------------

**Proposed Project:** \_\_\_\_\_

**Managing Agent:** \_\_\_\_\_

<b>URBAN Funds Requested:</b>	<b>2001</b>	£ _____
	<b>2002</b>	£ _____
	<b>2003</b>	£ _____
	<b>2004</b>	£ _____
	<b>2005</b>	£ _____

**Sub-total** £ \_\_\_\_\_

<b>Other Funds Requested:</b>	<b>2001</b>	£ _____
	<b>2002</b>	£ _____
	<b>2003</b>	£ _____
	<b>2004</b>	£ _____
	<b>2005</b>	£ _____

**Sub-total** £ \_\_\_\_\_

**Total** £ \_\_\_\_\_

**Project Lifetime:** \_\_\_\_\_

### Introduction

In accordance with its designation as the Steering Committee for the Ballyfermot URBAN II Initiative, URBAN Ballyfermot Ltd. (UBL) is requesting detailed project descriptions for projects approved in principle, under the URBAN II Programme. The following guidance and instructions are intended to provide Managing Agents with the information necessary to fulfil the criteria of URBAN II.

The following form must be completed in full, as it is necessary for the appraisal of the project by UBL, and for the implementation and operation of the project by the Managing Agent. The submission will also be used as one of the monitoring documents by UBL. As an aid to the completion of the project proposal, a series of questions and statements have been raised under each heading for your consideration. You may address most of the questions on the form itself and submit additional documentation if appropriate. In some cases, additional documentation is required, and should be attached wherever necessary. In order to expedite the appraisal of the projects, it is essential that all documents be submitted with the Project Proposal, and is complete. Failure to provide sufficient information will result in delay and the proposal will be

returned to the Managing Agent. When delays are incurred, the project may be reduced in duration or funding. UBL accepts no responsibility for any delays and/or reduction in funding.

**Project approval is subject to sufficient funding being made available to UBL by the Department of the Environment & Local Government and the European Commission. In the event of said monies being reduced or withdrawn, UBL has the absolute right to withdraw funding approval or terminate funding for the project**

**Please complete and submit this proposal, providing additional supporting documentation where necessary. For ease of review, please ensure that answers are distinct and set apart from the original question. For additional information and assistance, contact the URBAN II Management Team at the UBL office:**

## **1.0 Project Management**

**The Managing Agent will be responsible for the implementation of the project, and must be able to demonstrate that it has the capacity to initiate the proposed project within the stated timeframes. The Managing Agent will be formally contracted by UBL to implement the project, with set deliverables, a set budget, and agreed timeframe. Responses to this section must include the following:**

### **Legal Status**

- 1.1 What is the legal status of the Managing Agent? Please include documentation of board constitution, certificate of incorporation, charitable registration number, or other appropriate documentation.

### **Experience**

- 1.2 What is the experience of the Managing Agent with regards to implementing similar projects?

### **Project Leader**

- 1.3 A project leader must be nominated as responsible and authorised on matters involving this project. Who is the Project Leader, their address, and contact number if applicable?

### **Management Structure**

- 1.4 Please state clearly the proposed management structure of the project. The management structure of the proposed project must indicate who is responsible for (a) management, (b) implementation, (c) recording, and (d) reporting of the actions and lessons learned.

### **Ownership/Legal Responsibility**

- 1.5 If the project involves new construction or refurbishment, who will own and have legal responsibility for the premises and for its on-going management and maintenance?

## 2.0 The Project

Proposed projects must be based on the identification of needs and gaps in existing services, and must also contribute a lasting improvement in the lives of people in the community. There must be a link to the issues and priorities identified in the socio-economic profile of the area and the consultative process, the strategy adopted for the area, and the overall objectives of the URBAN II Initiative. Additionally, the project must be eligible under the European Regional Development Fund (ERDF) regulations as they apply to URBAN II.

### **Project Description/Workplan**

- 2.1 Please submit: (a) A detailed project description; and (b) A proposed schedule for completing each stage of the project (work plan). The work plan should include:
- ◆ the tasks to be performed at each stage of the project,
  - ◆ the schedule for completing these tasks,
  - ◆ the related budget schedule,
  - ◆ the expected outcomes or results of the tasks.
- The work plan may be formulated on a monthly or quarterly basis. *Documentation required.*

### **Needs and Gaps**

- 2.2 How does the project address the needs and gaps in existing services? Indicate how the proposed project links to issues identified by area surveys, studies, and/or public input. *Documentation required.*

### **Beneficiaries**

- 2.3 (a) Who are the proposed beneficiaries of the project? (b) What is the number of expected beneficiaries? (c) From where they are drawn? If beneficiaries are drawn from outside of the URBAN II area, mechanisms must be in place to ensure that URBAN II funds are not used for that particular component of the project.

### **Demonstrability**

- 2.4 The demonstrability of the proposed project must be illustrated. That is, the results and experience gained should be transferable, or be a model for other organisations. What procedures are in place to demonstrate or share results and lessons learned?

### **Performance Indicators**

- 2.5 What are the expected targets or performance indicators of the proposed project? In other words, how will you know if this project has been successful? Performance indicators should be classified under the following headings:
- ◆ Resource Indicators – this should include information on the financial, human, material, organisational and/or regulatory means used by Managing Agents for implementing the project.
  - ◆ Output Indicators – this should represent the product of the Managing Agents' activity.
  - ◆ Result Indicators – this should quantify the immediate advantages of the project for the final beneficiary.
  - ◆ Impact Indicators – this should outline the consequences of the programme beyond its direct and immediate interaction with the final beneficiary.

Managing agents should also outline at this time the intended methodology for collection of this data. This section should also include performance measures for the total project and not simply the element funded by URBAN II. *Submit additional documentation as necessary.*

### **Similar Initiatives**

- 2.6 (a) What similar initiatives are being carried out in the Ballyfermot area? Include projects undertaken by your organisation. Describe how this project differs, but also, how it complements those activities.  
(b) What is the additional value of the proposed project?  
(c) How is this project linked to other projects? *Submit additional documentation as necessary.*

### **Innovation**

- 2.7 Please include a statement of 'innovative content'. That is, what makes the proposed project different from other initiatives?

### **Consultations**

- 2.8 What types of consultations have taken place in the development of this project proposal?

### **Community Participation**

- 2.9 How will community participation be ensured in the process? Include all measures to be undertaken to inform and involve the public.

### **Tendering**

- 2.10 How will subcontracts be advertised and awarded? (especially important for construction and refurbishment projects)

### 3.0 The Funding

The total budget for the proposed project must be included, which will comprise funding from all sources - the elements funded by URBAN II must clearly be identified. In addition, the proposed project must clearly allow for separate financial and performance monitoring of the URBAN II element, showing specific targets and performance indicators. If the project involves a substantial investment of URBAN II funds, costings should be prepared and reflect the magnitude of the investment.

#### **Additionality/Complementarity**

- 3.1 Has this, or a similar project operated prior to this proposal? If so, please provide sources and amounts of funding for the previous three years.

#### **Substitution of Funds**

- 3.2 As URBAN II monies are not intended as a replacement for other funds assurances must be given by the Managing Agents that mechanisms are in place to ensure that this does not occur?

#### **Budget**

- 3.3 Please include the complete budget (including overhead and operating costs) for the proposed project for the life of URBAN II funding, to include funding obtained from other sources. Documentation of financial commitment from partners must be submitted. *Submit additional documentation as necessary.*

#### **EU Content**

- 3.4 If the proposed project is funded from, or part of, a mainstream or other EU programme, the EU contribution, whether direct or indirect, must be less than 50%. For projects that include funding obtained from other sources, please indicate the source of funding, as well as the origination of the funds. i.e. Did the funds originate from the EU?

#### **Construction Costs**

- 3.5 If construction, refurbishment, or infrastructure-type expenditures are part of the proposed project, a formal construction budget is required. Budgets, cost estimates, and drawings must be derived from professional sources, and submitted with the proposal. Professional sources include vendors, construction professionals, architects, or other appropriate parties with the experience to make such estimates. *Documentation required.*

#### **Sustainability**

- 3.6 What will happen to this project when URBAN II funding runs out? How will the financial viability of the project be secured after URBAN II funds have been expended? Please include a cash flow/expenditure statement for five years, commencing with the start of the project.

## Certification

I hereby certify that the supporting documentation contained in the project proposal is true and accurate to the best of my knowledge, and that any documentation relating to this project will remain on file with the Managing Agent, available for review by UBL and its agents during normal business hours.

\_\_\_\_\_  
Name and Title of Managing Agent Representative (print)

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Name and Title of Managing Agent Representative (print)

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature

## Appendix 7: Financial table

Structure	Public expenditure									
	Total Eligible Cost	Total public expenditure	Community participation		Public national participation					
			Total	ERDF	Total	Central	Regional	Local		
	1=2+13	2=3+8	3	4	8=9 to 12	9	10	11		
<b>1. Priority: Community Participation</b>	<b>2.582.170</b>	<b>2.582.170</b>	<b>1.184.860</b>	<b>1.184.860</b>	<b>1.397.310</b>	<b>1.192.310</b>		<b>205.000</b>		
2000										
2001	475.011	475.011	217.965	217.965	257.046	219.335		37.711		
2002	411.442	411.442	188.795	188.795	222.647	189.982		32.665		
2003	264.720	264.720	121.470	121.470	143.250	122.234		21.016		
2004	136.490	136.490	62.630	62.630	73.860	63.024		10.836		
2005	537.417	537.417	246.600	246.600	290.817	248.151		42.666		
2006	757.090	757.090	347.400	347.400	409.690	349.584		60.106		
<b>2. Priority: Civic Service Integration</b>	<b>1.799.560</b>	<b>1.799.560</b>	<b>828.405</b>	<b>828.405</b>	<b>971.155</b>	<b>766.155</b>		<b>205.000</b>		
2000										
2001	170.517	170.517	78.495	78.495	92.022	72.597		19.425		
2002	257.148	257.148	118.375	118.375	138.773	109.480		29.293		
2003	159.948	159.948	73.630	73.630	86.318	68.097		18.221		
2004	154.245	154.245	71.005	71.005	83.240	65.669		17.571		
2005	358.487	358.487	165.025	165.025	193.462	152.624		40.838		
2006	699.215	699.215	321.875	321.875	377.340	297.688		79.652		
<b>3. Priority: Infrastructural Development</b>	<b>4.679.150</b>	<b>4.679.150</b>	<b>2.160.450</b>	<b>2.160.450</b>	<b>2.518.700</b>	<b>2.211.200</b>		<b>307.500</b>		
2000										
2001	653.396	653.396	301.685	301.685	351.711	308.772		42.939		
2002	1.071.941	1.071.941	494.935	494.935	577.006	506.561		70.445		
2003	1.345.604	1.345.604	621.290	621.290	724.314	635.885		88.429		
2004	1.047.153	1.047.153	483.490	483.490	563.663	494.847		68.816		
2005	454.368	454.368	209.790	209.790	244.578	214.718		29.860		
2006	106.688	106.688	49.260	49.260	57.428	50.417		7.011		
<b>4. Priority: Youth and Family</b>	<b>1.512.920</b>	<b>1.512.920</b>	<b>703.185</b>	<b>703.185</b>	<b>809.735</b>	<b>707.235</b>		<b>102.500</b>		
2000										
2001	148.305	148.305	68.930	68.930	79.375	69.327		10.048		
2002	143.281	143.281	66.595	66.595	76.686	66.979		9.707		
2003	83.931	83.931	39.010	39.010	44.921	39.235		5.686		
2004	247.102	247.102	114.850	114.850	132.252	115.511		16.741		
2005	484.115	484.115	225.010	225.010	259.105	226.306		32.799		
2006	406.186	406.186	188.790	188.790	217.396	189.877		27.519		
<b>5. Priority: Technical Assistance</b>	<b>846.200</b>	<b>846.200</b>	<b>423.100</b>	<b>423.100</b>	<b>423.100</b>	<b>423.100</b>				
2000										
2001	265.850	265.850	132.925	132.925	132.925	132.925				
2002	62.600	62.600	31.300	31.300	31.300	31.300				
2003	89.200	89.200	44.600	44.600	44.600	44.600				
2004	136.050	136.050	68.025	68.025	68.025	68.025				
2005	107.150	107.150	53.575	53.575	53.575	53.575				
2006	185.350	185.350	92.675	92.675	92.675	92.675				
<b>TOTALS by YEAR</b>										
2000										
2001	1.713.079	1.713.079	800.000	800.000	913.079	802.956		110.123		
2002	1.946.412	1.946.412	900.000	900.000	1.046.412	904.302		142.110		
2003	1.943.403	1.943.403	900.000	900.000	1.043.403	910.051		133.352		
2004	1.721.040	1.721.040	800.000	800.000	921.040	807.076		113.964		
2005	1.941.537	1.941.537	900.000	900.000	1.041.537	895.374		146.163		
2006	2.154.529	2.154.529	1.000.000	1.000.000	1.154.529	980.241		174.288		
<b>TOTAL</b>	<b>11.420.000</b>	<b>11.420.000</b>	<b>5.300.000</b>	<b>5.300.000</b>	<b>6.120.000</b>	<b>5.300.000</b>		<b>820.000</b>		

**Appendix 8**  
**Indicators for URBAN II**

<b>"Minimum set"</b>		2000			
1	Number of inhabitants in the programme area (thousands)	21,149		...	
2	Surface covered (km <sup>2</sup> )	5.105 sq km			
3	Unemployment				
	- total unemployment rate	11.71%			
	- share of long-term unemployment as per cent of total unemployment	78.12%			
4	Number of enterprises (per 1000 inhabitants)	7.28			
5	Number of persons directly in receipt of social transfers	<b>4,780</b>			
	Children qualifying for Child Benefit	<b>5,802</b>			
6	Percentage of immigrants/ethnic minorities/refugees in the total population	2.05%			
7	Education				
	- school drop-out quota (as a percentage of all school leavers)	17.1%			
	- number of places in childcare facilities (per 1.000 inhabitants)	22			
8	Criminality/security (offences per 10,000 inhabitants)				
	Indictable Offences	230			
	Non-indictable Offences (excluding drug related offences)	1,278			
	Drug related Offences	<b>48</b>			
9	Demographic situation				
	- share of the population under 14years	25.76%			
	- share of the population over 60 years	17.32%			
10	Average living space (m <sup>2</sup> per inhabitant)	22.44 sq mtr			
11	Environment / public transport				
	- share of green areas as percentage of the entire surface	11.7%			
	- network length	<b>4.05 km</b>			

<b>Optional</b>					
12	Traffic surface as percentage of total surface	14.87%			
13	Transport				
	- number of users of public transport (passengers per day)	1,840			
	- length of cycle tracks	6 km			
	- average waiting time for public transport	4.5 minutes			
	- average speed of public transport	28 km/hour			
14	Social infrastructures:				
	- health (doctors per 1.000 inhabitants)	0.425			
	- leisure (Associations with cultural/sport orientation – membership not available)	21			
15	New information and communication technologies				

	- number of Internet access points open for the public (per 1.000 inhabitants)	0.33			
	- number of SME / professions with an Internet presence	N/A			
	<b>Others...</b>				

### Core indicators for the monitoring of URBAN

		2000	2001	2002	2003	2004	2005	2006
1	Number of jobs created (women/men) Number of jobs existing in 2000 : 3,223		2	13	8	9	3	
2	Number of business start-ups Number of enterprises existing in 2000 : 154			2		2		
3	Number of assisted SME	N/A						
4	Number of participants on training / qualification measures Number of participants in 2000 : 918			215	225	225	225	
5	Green areas created or improved (in m <sup>2</sup> ) Surface in 2000: 580,700 sq m			12,500	12,500	12,500	12,500	
6	Other public areas created or improved Surface in 2000 : 17,300 sq m	N/A						
7	Surface of public buildings created or improved Surface in 2000 :N/A will be audited				500 sq mtr	1,500 sq mtr		
8	New places in childcare facilities Number of places in 2000 : 475	N/A						
9	Extension of public transport network (km) Network length in 2000 : 4.05 km	N/A						
10	new cycle tracks (km) Network length in 2000 : 6 km	N/A						