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Regeneration and Good Relations at the Interface

Final Report

July 2010



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Acknowledgements

Deloitte would like to thank everyone who contributed to this research.

EXECUTIVE SUMMARY

Introduction

1. Deloitte MCS Limited (Deloitte) was commissioned by Belfast City Council (BCC) to undertake research into good relations activities in neighbourhoods located near / at interface barriers in Belfast and the linkages with ongoing regeneration work. Following an initial scoping of interventions the research has developed a suite of indicators, connecting quality of life and good relations, to help assess whether there is a demonstrable transformation of interface areas.

Background

2. A key challenge for good relations practitioners, funders and policy makers is how the good relations efforts of those in the voluntary, community and statutory sectors are acknowledged, maximised and streamlined within a broader regeneration framework. It is recognised that at times this will still require conflict management capabilities while driving forward the transformation agenda for the city.
3. This is a critical issue, given the policy, delivery and funding changes on the horizon, including the discussion on the role of local government and the wider economic cutbacks across the public sector combined with the ultimate withdrawal of the EU Peace Programme and other key funders.

Terms of Reference

4. The primary focus of the review has been within the Belfast City Council boundary area and has focussed on the following areas:
 - to provide a scope of good relations activities and initiatives focussed in neighbourhoods located near or at interface barriers in Belfast;
 - to develop a method for the assessment of the effectiveness of that work; and
 - to provide an analysis of further strategic actions to be developed.

Approach

5. Phase one: To assist the development of the initial scoping exercise and assessment of effectiveness, the project undertook a series of key tasks as follows:
 - First, to define the main criteria for 'good relations' work in order to determine what activities will be recognised as qualifying as good relations activities or initiatives. The criteria to be used for the initial scoping exercise, agreed with the project steering group (see Appendix One), was that good relations was included in the aims / objectives of the funding programme / project;
 - Second, we undertook a broad desk based research and data collation of funding organisations' accounts and annual reports, followed up by one to one meetings and phone calls to determine the 'good relations' work currently underway at / near the interface in Belfast. The funding organisations included within this scoping exercise are listed in Appendix Two;
 - Third a database of projects / programmes providing 'good relations' work at / near interfaces in Belfast was developed and subsequently refined through the project steering group; and
 - Finally an analysis of the results, identifying key issues and implications arising from the existing scope of interventions was undertaken using desk research and consultations with community representatives, interface project managers, statutory stakeholders and other researchers.

These tasks were completed during 2009.

6. The second phase, building on the Phase one analysis has concentrated largely on what indicates or demonstrates *good relations* within a successfully transformed community located at or near an interface. The consultations have focused on:
 - the implications of the key issues arising from the existing scope of interventions;
 - what indicates or demonstrates transformation of a community located at or near an interface; and
 - a broad pathway for integrating good relations into regeneration.

Strategic Context

7. Despite growth and prosperity over a number of years it is widely recognised that Belfast has key problem areas which continue to suffer from multiple deprivation, social and economic disadvantage and community divisions. These problems are accentuated at the interface where relationships are broken within and between communities, and land and buildings are blighted as a legacy of the conflict.
8. The draft Cohesion, Sharing and Integration programme has recently been released for consultation. One of its stated goals is “to urgently address the physical and community division created by interfaces with the support of communities”.
9. There is increasing recognition of the costs and challenges (financial and otherwise) associated with interfaces in Belfast, not just for local communities but also for the city and the region more widely. Combined with the predicted cuts in public sector budgets, there is an even stronger economic rationale for better co-ordination of resources and maximised impact.

A scope of good relations activities and initiatives focussed in neighbourhoods located near or at interface barriers in Belfast

10. This research identified good relations activities in neighbourhoods located near / at interface barriers in Belfast.
11. The research presented interventions with a good relations focus during the 2007-2008 period as this was the year for which the most complete data was available. Analysis of these interventions highlighted a range of issues and challenges related to timescales, scope, vision and funding streams. The key findings and conclusions were:
 - research undertaken by Institute of Conflict Research for the Belfast Interface Project identified 88 structures and barriers which were subsequently clustered into 15 geographic clusters across the city. The initial scope considered the good relations activities funded in those areas neighbouring these geographic clusters of barriers;
 - the scoping study focussed on the period 2007-2008 as this was the financial year with the most complete set of information. In total 304 (non-capital) interventions with a value of more than £11 million from nine funders were identified;
 - analysis of these interventions highlighted the following:
 - a high number of interventions were short-term and small in scale, often linked with a focus on ‘managing’ the interface;
 - 42 per cent of the initiatives work at interfaces in North Belfast. This is proportionate to the number of interfaces located there. An additional 20 per cent worked on a city-wide basis, with smaller proportions in West, East and South areas of the city;
 - there is an inconsistent level of co-ordination amongst funders across interfaces. This is in the context of some interfaces having multiple interventions simultaneously;

- some significant funding streams are expected to finish spending in NI over coming years (e.g. SEUPB, IFI, Atlantic Philanthropies, DFA). Among the projects in scope this was over one quarter of the funding (and would have been greater if IFI capital funding had been included, and greater again the following year when SEUPB interface focused projects came online); and
 - cross-community activity was the primary form of activity (40 per cent of the initiatives in this category), regeneration activity with a distinct good relations strand (24 per cent), single Identity work (22 per cent), cultural diversity and mediation (13 per cent).
12. Subsequently the research considered Peace III activity linked to interfaces in Belfast. In 2009 19 projects were awarded over £1.3 million funding within the Transforming Contested Spaces theme of BCC's Peace and Reconciliation Action Plan 2007-2010. The analysis of these interventions found timescales of between one and two years (driven by funder requirements) and almost all projects to be cross-community in nature (compared to the 20 per cent of single identity projects analysed in 2007-08).

Assessment of Effectiveness of Interventions at the Interface

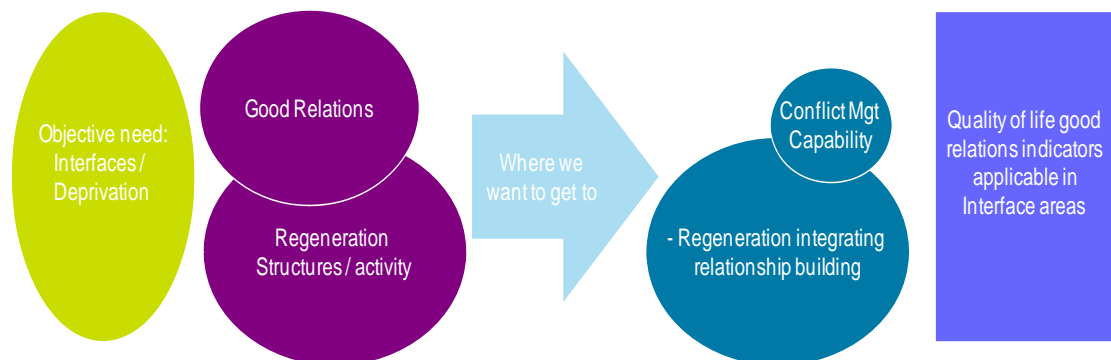
13. We undertook an assessment of the effectiveness of the interventions identified within our scoping exercise. This assessment was based on available evaluation data, consultation feedback and OFMDFM's Good Relations indicators. The key conclusions from the assessment of 2007-08 initiatives were as follows:
- the interventions have been positive in their impact. The evidence for this includes improvements in the OFMDFM Good Relations indicators relating to interfaces. Consultees viewed the interventions to have contributed towards these changes;
 - community leaders working in interface areas, said interventions have been most effective in helping 'manage' interface issues, especially through relationship building. Their feedback highlighted that interventions needed to address issues wider than safety and security to help improve wider quality of life issues, and the ongoing need to listen and understand "where communities were at";
 - short-term projects are necessary for managing urgent situations, but need to be complemented by an increased emphasis on strategic and transformative interventions;
 - interventions need to ensure that an inter-community approach becomes the norm. There is a concern that well meaning interventions can entrench division, if they are not sufficient outward looking;
 - deliberate use of regeneration activities to produce good relations outcomes was welcomed, and while some good practice in this was observed, the opportunities to do this had not been fully grasped. Reasons why included challenges for public service providers (perceived as "working in silos") and good relations practitioners (perceived as "gatekeepers protecting their territory");
 - the high number of interventions were taking place with limited co-ordination. Some opportunities for longer term strategic thinking were observed (e.g. SLIG and some Neighbourhood Renewal processes) however these were considered the minority. The analysis suggests this issue is connected to limitations on policy led strategic approaches to this issue. Without such a framework in place, longer term transformative efforts would be difficult to support;
 - limited consideration has been given to value for money in this field. One study using a Social Return on Investment approach was applied to a mobile phone network which highlighted an impressive return on investment in terms of savings to public agencies. However no single approach has been developed and agreed which could be applied for interface interventions overall. Our observations on value for money include:

- the interventions are additional to what would have happened without funding;
 - according to the OFMDFM indicators fatalities and injuries have been reduced. While it is not possible to prove cause and effect, it is reasonable to assume that a small number of lives have been saved;
 - while difficult to attribute directly to individual interventions, the range of interventions have contributed to a reduction in assaults, security related incidents and criminal damage offences, which all have a positive direct economic impact (via cost savings to public agencies); and
 - at a more strategic level, the development of relationships and management of tensions has potentially limited instability within the wider peace process, with consequent benefits for the wider Northern Ireland economy.
14. While Peace III interface interventions are at an earlier stage, emerging evidence indicated contribution towards the following:
- reduction in tension at targeted interfaces;
 - increased cross community contact and engagement in cross community networks;
 - increased respect for communities own traditions and cultures; and
 - young people constructively engaged in understanding and respecting different cultures

Strategic Analysis: How to develop and improve the strategic approach to interface interventions

15. Building on the assessment of effectiveness, an analysis was undertaken to consider how a strategic approach to interface interventions could be developed, so that collective efforts were more effective.
16. The analysis proposed a pathway to a position where interventions make a demonstrable impact on the quality of life and good relations experienced among communities located at or near interfaces. The pathway leads towards regeneration activity which integrates 'relationship building'. Alongside this there remains a need to retain a capacity, tailored to need, which can respond to heightened tension or conflict at the interface. The Pathway is illustrated in Figure One.

Figure 1: Overview of Pathway



17. The analysis has highlighted the following features:
- setting the vision: Setting the vision is important for understanding what success looks like and setting the long term direction;
 - defining interface areas: there are various options for identifying such areas (e.g. super output areas with interfaces in them, geographical zoning or applying a more pragmatic

'interface lens' (e.g. where could people come from to access a service – is there an interface within this area?);

- who needs to be involved: there are roles for political leaders (regional and local), community leaders, statutory bodies and private sector. On the statutory agency side there is need for leadership and an integrated approach. BCC has a political legitimacy to lead the urban agenda and would appear well placed to take a leading role. However it is recognised without RPA this is arguably more difficult (e.g. regeneration and planning functions are remaining with other Departments). A key question is how can various statutory agencies be mandated to co-operate (e.g. co-operation on resource planning) when previous efforts at moral exhortation have had mixed success;
- a combination of interventions are needed. We suggest a broad categorisation of:
 - community safety initiatives;
 - community / social interventions;
 - economic and education interventions; and
 - shared space interventions.

Within each of these there a range of more detailed programmes. While not a simple continuum it may be valuable to map out a range of programmes from managerial to transformational, including projects which remove the physical barriers or demonstrate the absence of mental barriers. A greater understanding of this should assist in improved targeting of interventions at specific interface areas.

- The analysis has identified a number of guiding principles to frame the pathway toward integration of good relation outcomes within regeneration activity:
 - meaningful community engagement;
 - permission of key players;
 - an agreed vision;
 - a culture of funder co-ordination;
 - a culture of accountability;
 - ownership of indicators;
 - integration of outcome indicators in planning and performance systems;
 - indicators should be understood as interconnected;
 - 'traditional' quality of life / regeneration indicators should continue to be measured alongside proposed quality of life – good relations indicators;
 - inter-community activity should be the norm;
 - interface issues cannot be solved at the interface alone;
 - the approach should be underpinned by sustainability principles; and
 - a culture of learning.

Strategic Analysis: How to better measure and demonstrate effectiveness

18. There is increasing pressure to demonstrate that public resources are used in the most efficient and effective way. In our retrospective assessment of the interventions identified within the scoping study (2007-08) we observed inconsistent evaluation approaches and data and an under-developed approach to considering value for money.

19. In response to these limitations and to the shift in agenda from a narrow good relations approach to a broader transformative approach (regeneration integrating relationship building) it is important to improve the ability to assess progress.
20. A key question to be determined in relation to measuring effectiveness is 'what does success look like?' The analysis proposes long term success is the sustained transformation of interface areas which will facilitate removal of interface barriers. In reaching this long-term overarching objective it is important to measure and monitor interface communities' economic, social and environmental capability. These are transformational qualities which should be measured as well as more typical good relations indicators. Figure Two illustrates this.

Figure 2: Indicators and Long-term Objectives

Potential Indicators	Long term Objective
<ul style="list-style-type: none"> • Community Cohesion • Community Safety • Connectivity • Economy • Health • Housing • Young People 	<p>All of these indicators demonstrate evidence of the sustained transformation of interface areas which in the long term will facilitate the removal of interface barriers.</p> <p>Transformation of interface areas will raise the quality of life experienced in these areas, meaning these become places where families want to live and work both now and in the future.</p>

21. We recommend 15 indicators (one long-term overarching indicator and 14 thematic indicators). Further refinement may be required both in the indicators and potentially in the number of indicators. Table 1 presents an overview of indicators.

Table 1: Overview of Indicators

Long term Overarching Indicator
<ul style="list-style-type: none"> • Reduction in number of interfaces
Community Cohesion Indicators
<ul style="list-style-type: none"> • Percentage of local residents who would define the neighbourhood they live in as a 'shared' space; • Estimates of 'social assets' within neighbourhoods in relation to social capacity (bonding, bridging and linking) social capability; • Percentage of people who believe that relations between Protestants and Catholics will be better / worse in 5 years time; and • Percentage of local residents in favour of the wall coming down now / in the future.
Community Safety Indicators
<ul style="list-style-type: none"> • Number of criminal damage offences with a hate crime motivation; and • Percentage of local residents surveyed who said that they feel 'very unsafe' at night (a) outside (b) in home.
Connectivity Indicators

<ul style="list-style-type: none"> • The percentage of local residents who think they are well connected to other areas of the city; and • The percentage of the local resident population who are comfortable travelling across the interface for work, socialising or accessing services.
Economy Indicator
<ul style="list-style-type: none"> • Proportion of people who would avoid work in a mainly Catholic / Protestant area when applying for a job.
Health Indicator
<ul style="list-style-type: none"> • The percentage of the local resident population who are comfortable accessing health services across the interface
Housing Indicator
<ul style="list-style-type: none"> • Number of homes purchased by the NIHE because of sectarian intimidation of the occupants; and • Evidence of sharing across and between communities at neighbourhoods at / near the interface e.g. signed up to Shared Neighbourhood Charter.
Young People
<ul style="list-style-type: none"> • Percentage of young people who worry about being threatened or assaulted due to religion, race or skin colour; and • Percentage of young people who worry about being threatened by paramilitaries.

19. For some indicators data sources are in place (e.g. BCC resident's survey, PSNI crime statistics etc). For others they are not. Where this is the case we have highlighted options for data capture.

Looking Forward: Further strategic actions to be developed

20. We identify the following issues for consideration by BCC:
- Developing the approach
 - During the next tranche of Peace III funding (2010-2013) can the opportunity be taken to integrate the disciplines linked to regeneration within Peace funded interface projects. For example this could include the regeneration, economic development and planning functions. In the absence of RPA this could pilot approaches to integrated working and governance. This may be particularly relevant considering CSI's reference to a "cross-cutting programme with Departments, agencies and the community";
 - Can funders currently investing in interface interventions work more smartly through better co-ordination? In particular how are they planning and preparing for a smaller pot of funding? there is a significant challenge when Peace funding completes. In addition International Fund for Ireland funding is due to complete in 2013, with The Atlantic Philanthropies due to 'spend-down' by 2016. This is a significant challenge for those with responsibility for interface areas, not least in the wider context of public spending cuts;
 - How can BCC in its role vis-a-vis Peace III and via its wider functions facilitate longer term approaches. For example can it continue support for exemplar projects during the 2010-2013 period, so that where there is evidence of good initial work, and continued demonstrable need, the project

can be refined and built upon. As this and previous research has found, short-term initiatives rarely transform deep-seated issues; and

- The Council and partners should continue to develop understanding on interfaces in order to best plan and target resources – both the nature (managerial or transformative) and content of the interventions (e.g. safety, community / social, economic, education).
- Applying the right indicators of success:
 - How do you view the value of the indicators put forward in Section 7 compared to the Peace III indicators? Our research has made clear how sustained transformation requires interface areas to be considered more holistically. This approach also tracks evidence against a broader range of BCC's corporate goals. While it is important to align indicators with Peace III requirements, the approach put forward in Section 7 may help BCC understand the value of investment and effort in interface areas more clearly. Looking forward to 2010-2013 funding could the Peace III funded interventions demonstrate this? For example can data be (or are data already being) collected from current interface projects which demonstrate impact on indicators which integrate both regeneration and good relations outcomes; and
 - The indicator framework proposed in Section 7, and its associated rationale, should also be used in informing the CSI consultation process, in particular with reference to propose indicators.
- Developing understanding of value for money:
 - There needs to be further development of approaches to assessing value for money for investment in interface areas. This is necessary both to help identify and explain effectiveness of funding (e.g. so that a funder can say "we spent this amount of money and this is the difference it made") and to make the case for further investment in this time of economic constraint. The need to make the case both economically as well as morally will undoubtedly heighten, and is a challenge funders, especially those with statutory obligations need to respond to. As this issue is relevant to all funders, it should be taken forward in a co-ordinated manner. A starting point could be a round-table discussion amongst funders to discuss whether the social return on investment approach would be a credible and acceptable vehicle.

An opportunity to test the learning

21. One recommendation for the Peace III Partnership and BCC to consider is whether there is a specific opportunity (or opportunities) in the 2010-2013 funding to develop and pilot delivery of regeneration activity in interface areas, applying the approach and indicators (or an appropriate sample of indicators) put forward in this research;
22. We envisage piloting of a project, which integrates a two strand approach around a 'live' example of an interface regeneration project broadly in line with the 'Pathway' illustrated in Section 6.1. There are currently several 'live' projects in interface areas within Belfast which could be chosen. We suggest such a project be developed around the following elements:
 - One strand would be BCC led (likely the Good Relations Unit), engaging Council officials across existing service delivery lines (good relations, community development, economic development etc.) with other non-local government public bodies as necessary (e.g. regeneration, planning, schools, transport). Delivery of regeneration initiatives across interface areas with the objective of sustained transformation and measurement of progress using the indicators of Section 7 could have the following benefits:

- Development of inter-disciplinary working practices across various BCC teams and other public bodies and across key approaches (e.g. Local area working, Total Place);
 - Embedding of relationship building aims (and understanding the value of relationship building) in the mind-set of regeneration, economic development, planning practitioners etc; and
 - Testing of how the proposed indicators can be integrated into BCC's strategic planning and performance management system. On one level this is a process issue, testing the practicalities of corporate planning and measurement. At a second level this will help demonstrate the value and contribution of sustained transformation of interfaces to a range of BCC's corporate goals – creating evidence and space for advocating continued attention and focus on transformation of interface areas post 2013 and completion of Peace III funding:
 - The second strand would include an invitation for development of proposals to design and develop approaches aligned to the framework of indicators (Section 7) and key principles (Section 6.4). A process for integration with the BCC led strand described above should be central to the proposal. The development and refinement of existing good relations and / or regeneration initiatives in the identified 'live' interface area (s) should be welcomed. This approach offers the following benefits:
 - It would integrate a range of voluntary, community and regeneration agents into the development and testing of thinking;
 - It would inform the approach from different perspectives (e.g. community grassroots perspective) – giving an opportunity to understand and learn lessons from the increasingly holistic approach;
 - Identify what permissions, skills and capacities outside of the statutory sector are required for the approach to work; and
 - It offers an opportunity to build upon and refine existing best practice initiatives with a view to them becoming exemplars offering strategic learning for other interface areas.
 - Both strands could focus on the same 'live' example (or examples) of an interface regeneration project. The expectation would be the application of the framework of indicators and principles would help integrate the overall approach, as well as developing the new mindset (the transformative regeneration approach integrating relationship building) across the various stakeholders.
23. This is a difficult and challenging issue for all concerned parties. It is not going to be resolved quickly or easily. When applying new approaches there is a need to continually observe, learn and respond to new lessons.

1. INTRODUCTION

1.1. Introduction

Deloitte MCS Limited (Deloitte) was commissioned by Belfast City Council (BCC) to undertake research into good relations activities in neighbourhoods located near / at interface barriers in Belfast and the linkages with ongoing regeneration work. Following an initial scoping of interventions the research has developed a suite of indicators, connecting quality of life and good relations, to help assess whether there is a demonstrable transformation of interface areas.

1.2. Background to the Research

The challenge for good relations practitioners, funders and policy makers is how the good relations efforts of those in the voluntary, community and statutory sectors are acknowledged, maximised and streamlined within a broader regeneration framework. It is recognised that at times this will still require conflict management capabilities while driving forward the transformation agenda for the city.

This issue is critical, given the policy, delivery and funding changes on the horizon, including the discussion on the role of local government (e.g. the introduction of community planning, increased community engagement in local decision-making) and the wider economic cutbacks across the public sector combined with ultimate withdrawal of the EU Peace Programmes.

1.3. Terms of Reference

The primary focus of the review has been within the BCC boundary area and has focussed on the following areas:

- to provide a scope of good relations activities and initiatives focussed in neighbourhoods located near or at interface barriers in Belfast;
- to develop a method for the assessment of the effectiveness of that work; and
- to provide an analysis of further strategic actions to be developed.

1.4. Overview of Approach

1.4.1. Phase One

To assist the development of the initial scoping exercise, the project undertook a series of key tasks as follows:

- First, to define the main criteria for 'good relations' work in order to determine what activities will be recognised as qualifying as good relations activities or initiatives. The criteria to be used for the initial scoping exercise, agreed with the project steering group (see Appendix One), was that good relations was included in the aims / objectives of the funding programme / project;
- Second, we undertook a broad desk based research and data collation of funding organisations' accounts and annual reports, followed up by one to one meetings and phone calls to determine the 'good relations' work currently underway at / near the interface in Belfast. The funding organisations included within this scoping exercise are listed in Appendix Two;
- Third a database of projects / programmes providing 'good relations' work at / near interfaces in Belfast was developed and subsequently refined through the project steering group; and
- Finally an analysis of the results, identifying key issues and implications arising from the existing scope of interventions was undertaken using desk research and consultations

with community representatives, interface project managers, statutory stakeholders and other researchers.

These tasks were completed during 2009.

1.4.2. Phase Two

The second phase has concentrated largely on what indicates or demonstrates *good relations* within a successfully transformed community located at or near an interface. The consultations have focused on:

- the implications of the key issues arising from the existing scope of interventions;
- what indicates or demonstrates transformation of a community located at or near an interface; and
- a broad pathway for integrating good relations into regeneration.

The list of consultations undertaken is included in Appendix Three. These consultations, subsequent analysis and reporting largely took place during late 2009 and early 2010.

1.5. Format of this Report

The remainder of this report is structured as follows:

- **Section 2 – Strategic Context** – this section sets strategic context for the research;
- **Section 3 – Scoping study of interventions 2007-2008** - this section describes key findings from the scoping study and identifies key trends and challenges;
- **Section 4 – BCC Peace III funding** – this section presents BCC’s Peace III funding, focussing on ‘Transforming Contested Space’ funding;
- **Section 5 – Assessment of effectiveness** – this section provides an outline of the effectiveness of the work underway including our key findings from the consultations undertaken and a review of existing evaluations;
- **Section 6 – Developing an effective process** – in this section we present an overview of the key issues and key principles emerging;
- **Section 7 – A framework for measuring effectiveness** – this section presents a series of outcome indicators that can demonstrate impact on quality of life and good relations in interface areas; and
- **Section 8 – Conclusions and Recommendations** – this section provides our conclusions against each of the core terms of reference and presents our recommendations for the way forward from this research.

2. STRATEGIC CONTEXT

2.1. Introduction

This section includes an overview of the context at the outset of the research and outlines the key contextual changes occurring in the period since project inception.

2.2. Context of Conflict Transformation

There has been significant change in Northern Ireland, not least with the restoration of the devolved institutions and the tangible representation of co-operation it presents. The legacy of conflict, however, remains a continuing challenge. This is evident in continuing, if less frequent, acts of violence. It is also evident in those areas where conflict and division was most significant.

Deprivation indices and research makes clear “poverty and conflict have combined to leave many areas with problems of multiple deprivation still divided by the physical barriers which were once seen as short term protection for embattled communities but have now become part of the permanent structural landscape”¹. Therefore in certain areas where tangible reminders of division are experienced daily the local community can also commonly face a range of challenges including unemployment, poor health, anti-social behaviour, limited community capacity and limited access to services. Such communities are not experiencing the benefits of peace that others in society are.

BCC’s Conflict Transformation Project undertook a research series² which highlighted the cost of segregation within Belfast. The costs included distortion of labour markets, the inefficient use of services and facilities, demographic imbalance, significant urban blight and poverty. These costs are felt most by those living in areas with the highest deprivation. While there is a growing openness to shared space including mixing in residential areas, territoriality and safety remain key concerns. The research identified the potential benefit of developing service centres along the borders of segregated areas, particularly on arterial routes with good transport connections. The connectivity within the city was considered critical, with a need to comprehensively plan public transport, cycle ways and pedestrian routes between sites of employment, leisure and services.

It is within the context of a city still carrying the legacy of conflict, and seeking to develop from a conflict management to a transformational approach in order to build a shared and better future, that this research on good relations interventions at interface areas is undertaken.

2.3. Belfast City Council – Belfast as a City

It is recognised that cities play an important role in driving economic prosperity and competitiveness. Over the past fifteen years Belfast has seen a marked increase in the levels of investment and growth within the City. Indeed, Belfast has attracted an estimated £2 billion since 1991, to include a large amount of private sector investment. This has resulted in new roads, bridges and buildings as well as new hotels, offices, retail and entertainment venues. However, as is discussed in Section 2.2 despite apparent growth and prosperity it is widely recognised that Belfast has key problem areas which continue to suffer from multiple deprivation, social and economic disadvantage community divisions and low infrastructure investment. These problems are accentuated at the interface where relationships are broken within and between communities, and land and buildings are blighted as a legacy of the conflict.

BCC is committed to supporting the integrated regeneration of local communities. It seeks to create a sustainable and vibrant city, a place where people want to live which promotes opportunity and a better quality of life for all. As the democratic civic leader within Belfast, BCC also has an important part to play in the process of conflict transformation in the city and

¹ “Towards Sustainable Security: Interface Barriers and the Legacy of Segregation in Belfast” Page 3, 2008. Community Relations Council

² Research reports are available on the website at: www.belfastcity.gov.uk/conflict

securing good relations as a central theme in the culture of its own organisation and the city itself.

In areas close to the interface the economic context is significantly different from the Northern Ireland and Belfast average. Whereas over the past decade (post ceasefire, Good Friday Agreement and devolution) unemployment rates have fallen and economic growth is evident at a regional level, the localised context is one of increased inequity and marginalisation between those at the top and those at the bottom of the income ladder. Information available from the Northern Ireland Statistics and Research Agency (NISRA) would indicate that the gap between households at the top and bottom of the income ladder has widened and this is likely to be even more apparent between areas near the interface and those in wider society.

Unless these inequities are reduced, individuals and communities cannot truly progress and prosper economically. This view is supported by recent research completed by 'Centre for Cities'³ which despite placing Belfast in mid-table for economic prosperity would also place it bottom of the table for social prosperity.

2.4. Policy Context

With the resumption of devolution in May 2007, OFMDFM initiated the development of a new strategy that would integrate the race and community relations strategies and would supersede "A Shared Future". However, at the commencement of this research (early 2009) the anticipated Cohesion, Sharing and Integration (CSI) programme had not appeared. Despite recognition that valuable work was taking place there remained concern that the lack of a policy framework would limit the co-ordination and support available in tackling division and segregation in communities, particularly those at the interface.

Agreement between the First and Deputy First Ministers on CSI was announced in February 2010. Subsequent to the initial announcement, OFMDFM asked government departments for their input into the CSI programme. The draft programme was released for public consultation on 27th July 2010 with the consultation programme set to run into the autumn.

The CSI programme aims to "build a strong community where everyone, regardless of race, colour, religious or political opinion, age, gender, disability or sexual orientation can live, work and socialise in a context of fairness, equality, rights, responsibilities and respect."⁴ In taking forward governments commitment a ministerial panel is to be established under the draft proposals. It is anticipated that this panel will work directly with a reinvigorated Racial Equality Forum and other stakeholder groups, to address the key goals of the CSI programme, one of which is "to urgently address the physical and community division created by interfaces with the support of communities".

In highlighting issues relating to interface areas the CSI programme specifically references the following key requirements:

- the need for local community involvement and support in approaches taken;
- a number of interventions to tackle the issues which sustain the maintenance of Peace Walls through a cross-cutting programme with Departments, agencies and the community;
- creation of security and safety for the community in ways which would allow the physical interface barriers to be removed over time but only when the process has reached the point where people from the local community are ready to move forward; and
- working with communities to resolve instances where good relations issues arise from infrastructural work (e.g. traffic management / roads engineering etc).

³ See <http://www.centreforcities.org/>

⁴ Programme for Cohesion, Sharing and Integration - July 2010

2.5. Sectarianism and Racism

Northern Ireland is commonly portrayed as a society dominated by tensions between a majority Protestant and a minority Catholic community. However, at least 60 ethnic minorities are present in Northern Ireland. High levels of racism, xenophobia, discrimination and intolerance are currently being directed at these communities. When the police in Northern Ireland started recording racially motivated crime in 1996 there were just 41 incidents. However, by 2008 this figure had increased to almost 1,000⁵.

Moreover, the legacy of 30 years of conflict in Northern Ireland has created patterns and attitudes that now adversely affect minority ethnic communities, for example, residential segregation and heightened territorial awareness. While sectarianism and racism are not necessarily equal there are parallels between them. Indeed, both sectarianism and racism can be said to emanate from the same politics of 'difference'.

2.6. Education

As is recognised within the draft CSI programme "the Department of Education (DE) has a crucial role to play in empowering the next generation with our society"⁶. DE has a statutory duty to encourage and facilitate the development of integrated education. However, promoting good relations is not just the responsibility of the integrated education sector and schools outside this sector have also a key role to play.

DE, through its Community Relations Branch, has responsibility for the promotion of good community relations among children and young people in the age range three to 25 in the education and youth service sectors. The aim is to encourage cross-community interaction and co-operation; to support and develop respect for each other's beliefs and backgrounds; and to encourage mutual understanding, recognition and respect for cultural diversity.

Previous research has shown that children as young as three years old are developing ethnic awareness and discriminating behaviour. Within the context of a society still rife with sectarianism and increasing incidents of racism there is a huge responsibility to encourage respect and understanding for diversity. In recognition of the important part it has to play in promoting good relations, DE is currently developing a new Community Relations, Equality and Diversity in Education (CRED) policy. The policy is currently being drafted and is expected to be brought forward for consultation in autumn 2010.

2.7. North Belfast Community Action Unit

A key contextual change since the commencement of this research (early 2009) has been the change in status of the North Belfast Community Action Unit (NBCAU) and the new approach being taken in North Belfast, where many interfaces are concentrated.

A review of NBCAU, and the Community Empowerment Partnerships (CEPs) it supported, found evidence of good practice across citizenship, leadership and good relations themes. Funding for the CEPs has finished (as of 31.3.2010) and the new approach involves a series of programmes based on three themes: citizenship; leadership; and good relations. These thematic programmes are to be delivered across North Belfast by a range of providers, some of whom were involved in the CEP structures. Each programme will be cross-community, bringing a greater and more consistent emphasis to relationship building than the evaluation of the CEPs found. The section of NBCAU overseeing these programmes has been absorbed into OFMDFM Equality Directorate.

Ten contracts are to be awarded to organisations to deliver these programmes. Some have already been awarded, others are in the process of awarding at time of writing. Activity on the ground is anticipated to commence over the coming months. The thematic programmes are considered to be part of the draft programme for Cohesion, Sharing and Integration (see Section 2.4).

⁵ Central Statistics Unit - PSNI

⁶ Programme for Cohesion, Sharing and Integration - July 2010

This is a significant development considering the prevalence of interfaces in North Belfast and associated effort in addressing related issues in this part of the city. NBCAU included BCC and CRC in the process to decide which programmes got funded to ensure there was not duplication with BCC and CRC supported programmes.

2.8. Public Spending

Northern Ireland relies disproportionately on high levels of public expenditure – expenditure that Government is under increasing pressure to reduce. In June 2010 the Chancellor George Osborne unveiled the coalition Government's debut Budget outlining a significant cut in Public Expenditure across the UK including £128m of savings in Northern Ireland in the current year. Further cuts of £1.2bn from current devolved expenditure of over £10bn are predicted to be required by 2015-2016.⁷

In light of these cuts many commentators have suggested that Northern Ireland should prepare for an 'Age of Austerity'. This creates an even stronger economic rationale for better co-ordination of resources and maximised impact.

2.9. Role of local Government

For the large majority of this research elected representatives, officials and other stakeholders were considering the issues relevant to this research in the context of the Review of Public Administration (RPA) and its implications on the role and remit of local government. In May, the NI Executive decided not to progress with RPA at the present time.

This research captures some of the principal opportunities and potential in relation to public body interventions at interfaces in the context of RPA. These opportunities still stand however, without RPA, realising them does appear more challenging. These are discussed further in later sections of this report.

2.10. Total Place

'Total Place' (a Labour Government initiative) was launched in 2009 as a key recommendation of the Operational Efficiency Programme⁸. It looks at how a 'whole area' approach to public services can lead to better services at less cost. It seeks to identify and avoid overlap and duplication between organisations – delivering a step change in both service improvement and efficiency at the local level. There are 13 pilot areas across England participating in the scheme, with each area ensuring a diverse mix of economic, geographical and demographic profiles. The application of Total Place has been limited locally in Northern Ireland, but service improvement and the need for greater efficiency, particularly in the current climate suggest that Total Place, or some variation of its approach (e.g. in July 2010 David Cameron launched 'the Big Society') could play a role in future considerations.

2.11. Devolution of Policing and Justice

A further contextual change has been the devolution of policing and justice functions from the Northern Ireland Office (NIO) to the Department of Justice. The Department of Justice is a new Northern Ireland Department which came into existence on 12 April 2010 and was established by the Department of Justice Act (Northern Ireland) 2010. The role of the Department is to support the Minister of Justice, David Ford MLA, to help keep the people of Northern Ireland safe. The Department is also responsible for ensuring there is a fair and effective justice system in Northern Ireland and for increasing public confidence in that system.

In addition to its statutory functions, the department provides resources and a legislative framework for its agencies and arms length bodies (which together constitute most of the justice system in Northern Ireland).

⁷ See 'Cutting Carefully – how repairing the UK Finances will impact NI: A report for NICVA' – July 2010, Oxford Economics and ERINI

⁸ Operational Efficiency Programme: Final Report, HM Treasury, April 2009

As part of the devolution of powers from NIO, responsibility for interface barriers also moved into this Department. There are also important implications in terms of finance as costs associated with policing and justice will now be picked up by the Department of Justice whereas previously it was the UK exchequer through the NIO. In future the impact of a breakdown in relations (e.g. recent disturbances in Ardoyne in North Belfast) will need to be met within local resources.

2.12. Summary

This section has considered both the context at the outset of the research period and the contextual changes that have occurred in the period since then.

It has highlighted the recognition at a regional and local government policy level the costs and challenges associated with interfaces in Belfast, not just for local communities but also for Belfast and the region more widely.

The imminent arrival of the Cohesion, Sharing and Integration programme to replace a Shared Future and the devolution of Policing and Justice provide significant contextual changes over the period at a Regional level. At a more localised level contextual changes (e.g. the status of the North Belfast Community Action Unit) are also significant developments.

3. SCOPING STUDY OF GOOD RELATIONS AT THE INTERFACE

3.1. Introduction

This section describes the work undertaken in scoping the good relations interventions at interfaces within Belfast. The section also describes the headline findings and outlines the key trends and challenges that arise.

3.2. Interface Barriers

Research undertaken by the Institute for Conflict Research (ICR) for the Belfast Interface Project (BIP) mapped interface and security architecture across Belfast⁹. The structures and barriers included in the mapping were:

- physical structures such as walls and fences, which serve to divide or protect residential areas or close off roads or pathways;
- security gates designed to enable roads to be closed off;
- fencing between residential properties and parks or public open spaces;
- fencing to protect non-residential property near interfaces;
- buffers of walls, fences and vegetation to residential areas that result in the houses having their orientation turned away from the main thoroughfares; and
- buffer zones of derelict land or brownfield sites at an interface or at the boundary of a marked residential area.

For the purposes of the scoping study we used these barriers to identify the interface areas of Belfast. The ICR / BIP research appears appropriate as the definitional breadth of interface barriers offers the most comprehensive view of interface areas within Belfast (this definition of barriers and structures is wider than those authorised and built by the NIO. The research identified 88 structures and barriers which were subsequently categorised into 15 geographic clusters across the city (see Appendix 4). The initial scope considered the good relations activities funded in those areas neighbouring these geographic clusters of barriers.

3.3. The Public Policy Response

Interface barriers have become part of the public policy response to divisions within the city. These are constructed as temporary or emergency interventions to provide neighbouring communities with increased security from direct attack. CRC has highlighted that the policy behind erection of these barriers has not been accompanied by thinking on policy for their subsequent removal. Hence despite wider societal progress for example with a shared government, such barriers have remained to become more like permanent features¹⁰ and indeed the trend in number of interface barriers has been up rather than down.

There have been developments in public policy (e.g. Shared Future, BCC Good Relations and Peace III Local Area Plan) and community discourse on the issue of interface barriers, in terms of the social and economic costs to neighbourhoods and the city as a whole. Research¹¹ and ongoing consultations¹² with community and statutory representatives suggest it is time to begin to shift the focus of interventions at interfaces from a purely conflict management approach, to interventions which seek to regenerate and transform those neighbourhoods and the relationships within.

⁹ *Interface and Security Barrier Mapping Project*. Neil Jarman, ICR, 2008.

¹⁰ "Towards Sustainable Security" 2008. Community Relations Council

¹¹ For example "Working at the Interface: Good Practice in Reducing Tension and Violence" Neil Jarman, Institute for Conflict Research (2006) and "Planning for Peace in Contested Space: Inclusion through Engagement and Sanction" Mike Morrissey and Frank Gaffikin *International Journal of Urban and Regional Research*, December 2006, Volume 30(4), pp 873-893.

¹² For example consultation for the *Towards Sustainable Security and the Legacy of Segregation* research

3.4. Headline Results from the Scoping Study

The purpose of the scoping exercise was to give a snapshot of activities with a good relations focus. This was a complex process, with different reporting methods across different funders. We have chosen to focus on 2007-2008 as this was the financial year with the most complete set of information. From anecdotal reports, the trends identified within that year have a high degree of resonance with 2008-2009 and 2009-2010.

3.4.1. Note on Data Limitations / Capital Funding and Peace III

We acknowledge the initiatives supported by the various funders in this scoping study do not exist in a vacuum and are part of a much wider picture of community, voluntary and statutory sector efforts to address the legacies of segregation. However, despite the limitations provided by this initial scoping exercise the sample data provided by the funding organisations does offer an indicative picture of the good relations work currently underway at / near the interface across Belfast.

The summary of results provided in this section does not include capital funding provided by the International Fund for Ireland (IFI) and the Belfast Regeneration Office (BRO). This additional spend is estimated at £3 million based on information presented by BRO (£1.6 million) and contained within the IFI annual reports (£1.3 million). Please note – the Northern Ireland Housing Executive (NIHE) provide houses free of charge to a number of community / resident organisations in interface areas – this is included under programme rather than capital funding. The Belfast Education and Library Board (BELB) also fund a number of initiatives (e.g. Social Inclusion Programme, Youth Intervention Programme etc) with an estimated spend of £300,000. However, it was not possible using the information provided to consider the allocation of this spend which was specifically for interface areas.

In Section 4 we consider Peace III funding (which became available in 2008/9) related to efforts at interfaces within the BCC area.

3.4.2. Quantum of Non-Capital Funding

We identified over £11 million of investment at interface areas which specified good relations outcomes for the 2007-08 financial year. This allocation of funding has been divided across the timeframe of funding (e.g. funding for three year projects has been divided to estimate the annual investment by organisations) to provide an estimate of funding for a one year timeframe.

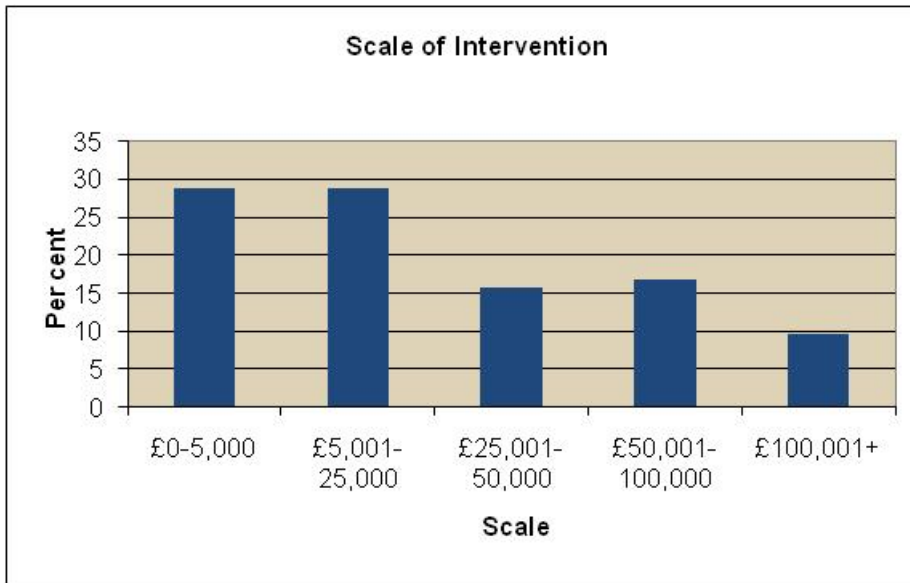
3.4.3. Programme Versus Core Funding

The majority of funding is related to project / programme grants representing 92 per cent (281 initiatives) of the total sample. Core funding for organisations positioned at the interface amounts to eight per cent (23 initiatives) of the total allocation.

3.4.4. Scale of Intervention

Figure 3.1 illustrates the scale of intervention across the initiatives identified. More than half, 58 per cent, were funded less than £25,000. Just less than ten per cent of the remaining initiatives were funded more than £100,000 highlighting the scope in the level of funding administered to good relations work with an interface focus.

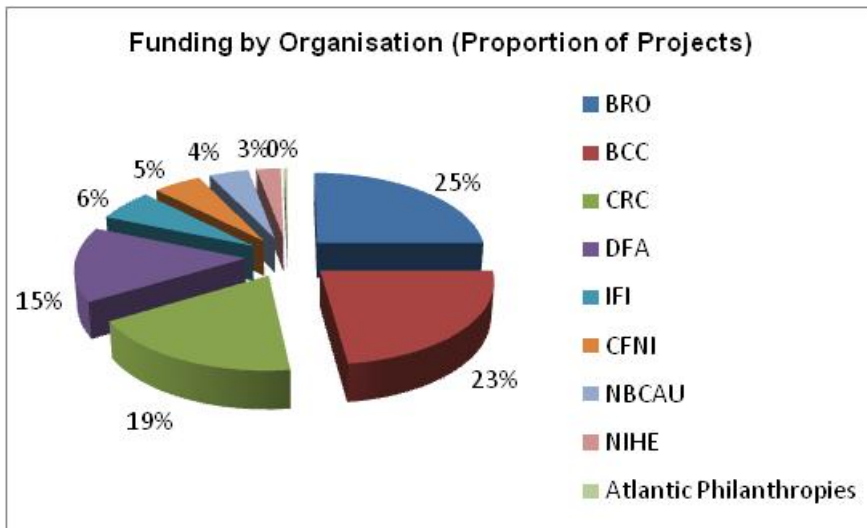
Figure 3.1: Scale of Intervention



3.4.5. Number of Interventions

In total, the initial scope identified 304 interventions of which some are solely good relations and some are not solely good relations but have good relations as a distinct strand. Figure 3.2 below provides a breakdown of the number of interventions by funding organisation as a proportion of the total number of interventions.

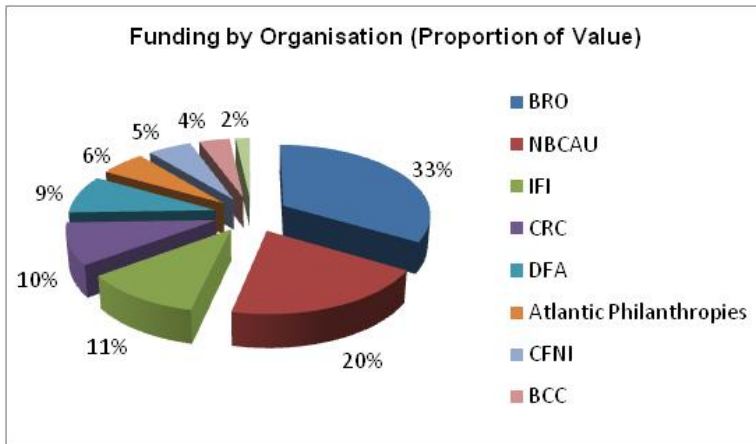
Figure 3.2: Number of Interventions by Organisation



In terms of the number of interface focussed initiatives in the sample BRO represent the source of funding with most projects representing 25 per cent (76 projects), BCC account for 23 per cent (70 projects), CRC account for 19 per cent (56 projects), DFA support 15 per cent (45 projects), IFI support six per cent (19 projects); and the remaining initiatives are supported by CFNI, NBCAU, the Atlantic Philanthropies and NIHE.

Figure 3.3 below provides a breakdown of the number of interventions by funding organisation as a proportion of the total spend.

Figure 3.3: Value of Interventions by Organisation



In terms of the number of interface focussed initiatives in the sample BRO also represent the source of greatest source of funding with 36 per cent (£3.9 million), NBCAU account for 21 per cent (£2.3 million), IFI account for twelve per cent (£1.3 million), CRC support ten per cent (£1.1 million); with the remaining 21 per cent (£3.5 million) made up from DFA, CFNI, BCC, the Atlantic Philanthropies and NIHE.

This breakdown illustrates that whilst BCC provide a significant proportion of the volume of projects the funding per project is relatively smaller than projects funded by NBCAU, IFI and CRC.

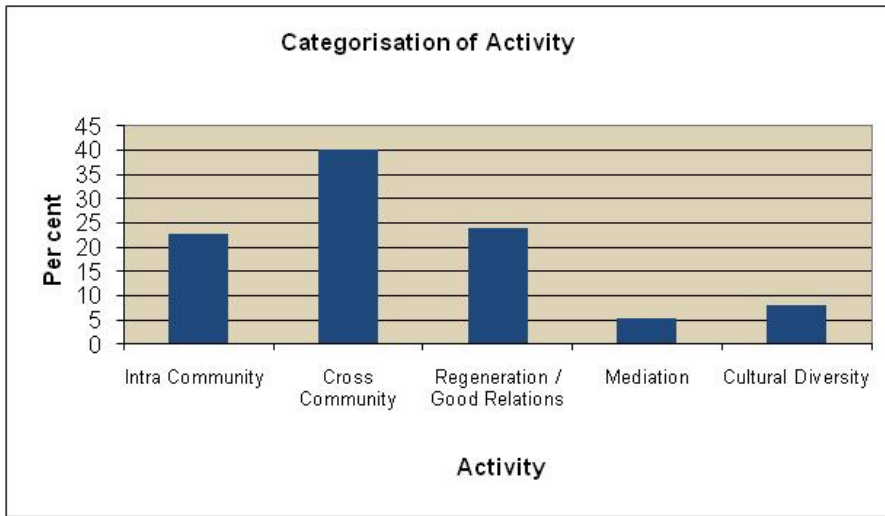
3.4.6. Types of Activity

To help with understanding the scope of activities, a broad categorisation of activities was applied. The categories were:

- cross-community;
- regeneration activity with a distinct good relations strand;
- single identity / intra community work;
- cultural diversity; and
- mediation.

As part of the data gathering stage of the research organisations were asked to validate these categories as a checkpoint on the process of categorisation. Figure 3.4 presents a breakdown of the type of activity across interventions.

Figure 3.4: Categorisation of Activity

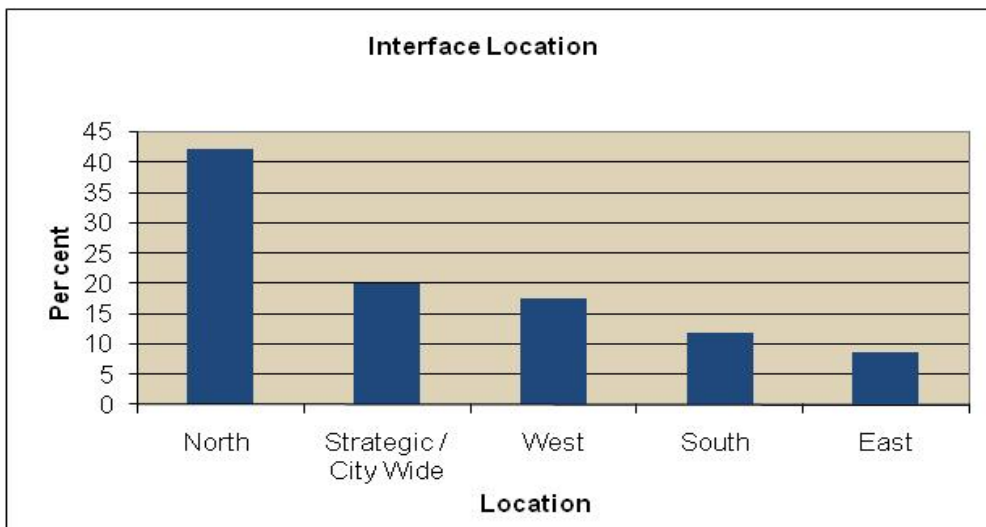


Based on a review of project objectives and description of activity the highest number of projects pointed to cross-community activity as the primary form of good relations work at the interface with 40 per cent of the initiatives in this category. Regeneration activity with a distinct good relations strand amounted to 24 per cent of the total figure. Single Identity or / Intra Community work represented slightly more than 22 per cent of the activity. Other activities such as cultural diversity and mediation accounted for the remaining 13 per cent.

3.4.7. Location of Interventions

Figure 3.5 provides a breakdown of the interventions by location across Belfast. Just over 42 per cent of the sample initiatives work at interface areas in North Belfast – this is approximately proportionate to the proportion of barriers in North Belfast. Within the city-wide context significantly more initiatives are located in the North and West of the city (60 per cent) than the South and East (20 per cent). Just over one-fifth of the initiatives (20 per cent) work at a city wide level and impact at interfaces across the four city sectors.

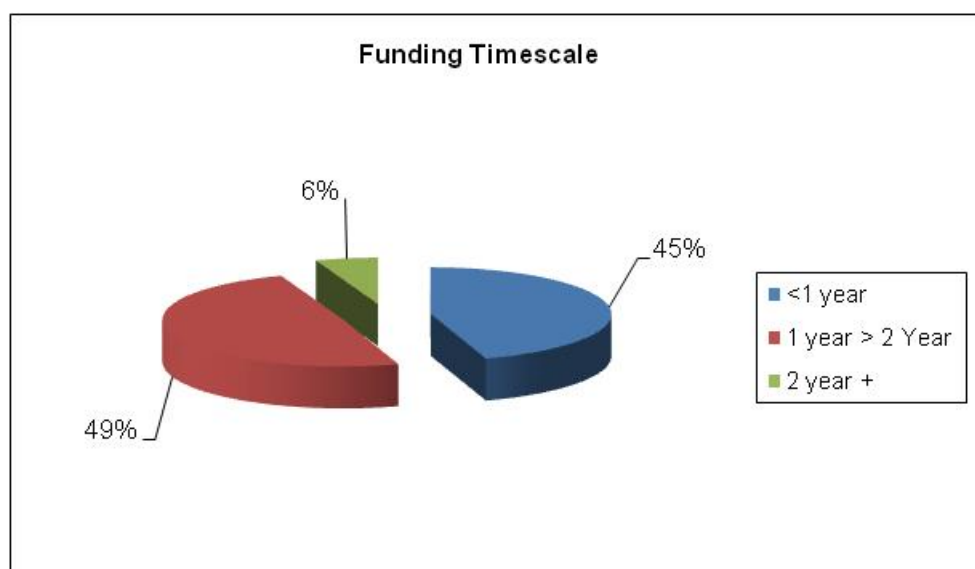
Figure 3.5: Location of Interventions



3.4.8. Timescale of Funding

Figure 3.6 presents a breakdown of the interventions by timescale of funding. Just less than half of the initiatives within the sample (150 initiatives), receive funding for less than one year from the funding streams analysed. Of the remaining sample, 45 per cent (137 initiatives) receive funding for between one and two years whilst six per cent (17 initiatives) receive funding for more than two years.

Figure 3.6: Timescale of Funding



3.4.9. Voluntary Effort

There is enormous voluntary effort within communities living at interface areas to manage and control interface issues. Examples include mobile phone networks and the monitoring of incidents. While some initial research has been completed (e.g. North Belfast Interface Network's Social Return on Investment report) there is further work to be done to better understand the scale of this voluntary effort.

The recent work undertaken for the Community Foundation for Northern Ireland (CFNI) and Community Evaluation Northern Ireland (CENI) on 'social assets' highlights variation in "supporting networks of relationships within and between communities together with the level and effectiveness of community organisation"¹³. The research suggests understanding variation in these 'assets' alongside deprivation is important in considering the opportunities and challenges for particular policy responses.

Consultations with stakeholders and communities will assist better understanding of the voluntary context funded interventions regularly work within.

3.4.10. Other Investment in Interface Areas

We recognise there has been a range of investments in interface areas. For example there is substantial public investment in physical infrastructure (e.g. housing, health centres, roads, community buildings environmental improvements) in interface areas. A wide variety of public sector organisations are involved in this including NIHE, BCC, Roads Service and Belfast Health and Social Care Trust. This investment undoubtedly has an impact on quality of life.

¹³ "Social Assets research report. A New Approach to understanding and working with Communities". Community Evaluation Northern Ireland and the Community Foundation for Northern Ireland. December 2008.

Some may create new interactions or behaviours within and between communities with the potential to realise good relations outcomes.

Therefore while the scope of this research is focused upon activities funded primarily for good relations' purposes it is important that we begin to consider these activities and develop pathways within the context of wider investment plans and strategies.

3.5. Future Funding Pressures

It is likely we are currently at the height of funding dedicated to good relations interventions at interface areas. On top of the public sector spending cuts (see Section 2.7) which will impact mainstream public sector spend, other funders are also planning to withdraw. These include DFA, IFI (planning to finish in 2013) and Atlantic Philanthropies (planning to complete spend by 2016). Figure 3.3 shows 25 per cent of funding attributable to IFI, DFA and Atlantic Philanthropies in 2007-2008. In 2008-2009 adding the Peace III funding into the equation (see Section 4) it is clear a significant proportion of interface funding (i.e. over 25 per cent) will be removed completely over the next 3-5 years. This creates an even stronger economic rationale for better co-ordination of resources and maximised impact.

3.6. Summary

This section has sought to identify good relations activities in neighbourhoods located near / at interface barriers in Belfast providing an initial scoping of interventions and activities with a good relations focus.

Research undertaken by ICR for the BIP identified 88 structures and barriers which were subsequently clustered into 15 geographic clusters across the city. The initial scope considered the good relations activities funded in those areas neighbouring these geographic clusters of barriers.

We have focussed on the period 2007–2008 as this was the financial year with the most complete set of information. In total more 304 interventions with a value of more than £11 million were presented.

As Section 3.5 highlighted a major challenge is going to be the reduction in funding dedicated to good relations interventions in interface areas. Analysis within the report will consider this issue further in terms of effectiveness and good practice.

Further analysis of the interventions in terms of the effectiveness of work underway at the Interface is presented in Section 5. In Section 4 we consider Peace III funding (which became available in 2008-2009) related to efforts at interfaces within the BCC area.

4. BELFAST CITY COUNCIL – PEACE III

4.1. Introduction

Section 3 provided analysis from a scoping study undertaken in early 2009. This considered funding in 2007-2008 as this was the financial year with the most complete set of information.

Since the scoping study was undertaken BCC has awarded Peace III funding across a number of projects in Belfast. Data on the funding awards has been supplied for this research. These awards were made from April 2009 through to November 2009.

This section provides:

- An overview of Belfast Peace III 2010–2013 Action Plan;
- A focus on Peace III funding most relevant to interfaces; and
- Other relevant Peace III funding.

4.2. Overview of BCC Peace III funding

The BCC Peace and Reconciliation Action Plan 2007-2010 was submitted to SEUPB under Priority 1.1 – ‘Building Positive Relations at the Local Level’. The Plan gives a profile of the Belfast City Council area, an analysis of the local situation and the vision for the city in terms of good relations. Following submission of the Plan, BCC was awarded £6.3 million under Priority 1.1 for the period until 2010 (i.e. the first half of the Peace III Programme which completes in 2013).

Table 4.1 presents the aims and objectives of the BCC Peace III action plan. Table 4.2 presents a breakdown of themes by category of activity and amount allocated.

Table 4.1: BCC Peace and Reconciliation Action Plan 2007-2010: Thematic Aims and Objectives

Theme: Securing Shared City Space
Aim: To secure and expand the public places of the city, from which no citizen feels excluded and through which all citizens can travel freely and safely
Objectives: <ul style="list-style-type: none"> • To work with key partners in the city to develop, secure and manage shared public spaces and develop integrated mechanisms to protect their shared nature • To provide support for communities to increase and secure community cohesion • To undertake work on primary routes, to ensure they are accessible to all, to promote community engagement and bridging capital and improve quality of life
Theme: Transforming Contested Space
Aim: To reduce inter-community tensions and conflict and to support the integrated regeneration of those communities at the interface, having dealt with the legacies of conflict
Objectives: <ul style="list-style-type: none"> • To support dialogue, mediation and inter-community engagement, particularly around issues of division (e.g. parades, flags) • To support social and economic regeneration projects with an explicit intercommunity relationship-building focus • To support long-term engagement with young people • To support inter-community physical refurbishment programmes in interface areas and areas of conflict
Theme: Developing Shared Cultural Space
Aim: To celebrate and give place to the different backgrounds and traditions of the citizens of Belfast and build a collective responsibility to ensure there is a place for identities other than our own.
Objectives: <ul style="list-style-type: none"> • To support quality contact and understanding of expressions of different cultural identities for the purposes of building respect and sustainable relationships. • To support engagement work that challenges perceptions, develops understanding and encourages dialogue between communities • To support work where diversity is explored positively, via a range of media – e.g. sport, the arts, music, heritage, history, culture or language to promote a civic identity • To develop a forum and support strategy for migrant workers in the city, with key partner agencies, to welcome newcomers and promote cohesion and integration
Theme: Building Shared Organisational Space
Aim: To build and sustain institutions which are fair and accessible to all, are committed to change through dialogue, and in which every citizen knows that they are represented and can participate.
Objectives: <ul style="list-style-type: none"> • To build the capacity of organisations in relation to the appreciation of diversity and the promotion of tolerance, mediation and conflict resolution • To encourage shared experiences in employment patterns e.g. apprenticeship schemes or employability programmes • To support information sharing and advocate good practice in conflict transformation and integration processes through networks, study visits and research

Source: Belfast City Council

Table 4.2: BCC Peace and Reconciliation Action Plan 2007-2010: Activity and Allocation

Theme 1: Shared Space	Amount Allocated £	Theme 2: Transforming Contested Spaces	Amount Allocated £
Safe Accessible City Centre	65,000	Local Mediation & Capacity Building	200,000
Arterial Routes	800,000	Inter-Community Forum	425,000
Mobility	30,000	Engagement Capacity Building	50,000
Community Cohesion	150,000	Dealing with Physical Manifestations	300,000
Open Calls & Small Grants Allocation	205,000	Open Calls & Small Grants Allocation	358,475
Total	1,250,000	Total	1,333,475
Theme 3: Shared Cultural Space	Amount allocated £	Theme 4: Building Shared Organisational Space	Amount allocated £
City of Festivals	350,000	Voluntary or Community Sector Training	180,000
Inter-Faith Work	245,000	Citizenship Education Programme	180,000
Cultural Diversity in Sport	350,000	Learning & Dissemination Programme	135,000
Culture & Arts Outreach	350,000	Good Relations in Private Sector	-
Migrant Workers' Forum	300,000	Open Calls & Small Grants Allocation	216,000
Exhibition Space	100,000		
Open Calls & Small Grants Allocations	310,000		
Total	2,005,000	Total	711,000

Source: Belfast City Council

4.3. Transforming Contested Space funding

While all the themes hold varying degrees of relevance and our research has highlighted that issues at the interface cannot be resolved at the interface alone, the second theme entitled "Transforming Contested Spaces" is the theme of primary interest in this research.

Since April 2009, 19 projects have been awarded over £1.3 million funding within this theme. Table 4.3 provides an overview of the projects funded.

Table 4.3: BCC Peace and Reconciliation Action Plan 2007-2010: Transforming Contested Spaces

Implementation structure	Number of projects supported	Range of funding	Duration	Geography N,S,E,W Belfast or citywide
Small grants	14	Less than £25,000	Range from 12 to 21 months	Four generic / city wide interventions. Three in North and one each in West, South and East. Three in both North & West. One working in North, East and West
Commissioned calls	4	Range from £50,000 - £285,000	Each to last between 16 and 18 months	Two city wide interventions. One concentrating in North, West and East Belfast. One TBC.
Council led	1	£300,000	19 months	City wide

Source: Belfast City Council

The overview highlights some patterns which we recognise from the research on interventions in 2007-2008 (see Section 3.4). This includes a focus on North Belfast, in line with the disproportionate level of interfaces located there, and a high number of small scale (<£25,000) interventions. The timescale of all the projects are between one and two years. The timescale is primarily driven by funder requirements (spend targets etc.) and partly driven by process (the time it takes to attract and select projects, and awarded funding).

With regard to the nature of the projects we have had the opportunity to review short summary descriptions provided by BCC. It is apparent that almost all projects are cross-community in nature, engaging people from both sides of an interface. The few that do not specify engaging communities from both sides of an interface are one which references working with a cross border group (rather than people from across an interface) and one focusing on training stewarding staff to help create a shared space in a football ground where fans from different communities will come together. **[Our review of 2007-2008 interventions found over 20 per cent of interventions to be single identity. The projects under the Transforming Contested Spaces theme (and requirements of the wider Peace III programme) are evidence that cross-community engagement in interface interventions is being recognised as the norm].**

4.4. Other relevant Peace III funding

Under the first theme of the BCC Peace and Reconciliation Action Plan, entitled 'Securing Shared City Space' there are some projects working specifically at interfaces. Those that speak specifically of interface work are listed in Table 4.4 below.

Table 4.4: Peace III: Other Funding with a focus on Belfast interface areas (1)

BCC Peace and Reconciliation Action Plan 2007-2010: Theme: Securing Shared City Space (Projects which specify activity at interfaces in short description)	
Ashton Centre: REAL Good Relation Project - Respect, Engagement & Listening	All small grants < £25,000
Belfast Interface Project: Supporting Sharing Project	
GROW Community Gardens- 'GROW North'	
New Life Counselling: Reconciliation Therapy Service	
Ulster People's College Interface Project	
BCC: Parks and Leisure Department: Growing Together	£100,000
NIHE: Community Cohesion at the local level	£150,000

Source: Belfast City Council

Table 4.4 highlights a further range of projects focused on interface areas. Notably from the list and descriptions the projects include community, voluntary and statutory promoters, are inter-community and include two projects focusing on green space interfaces ('Community Gardens' and Council's 'Growing Together').

Peace III funding has also been available outside of the BCC Peace and Reconciliation Action Plan. Therefore several other projects are drawing Peace III funding into Belfast. While projects may have varying degrees of relevance to interface areas, one of the projects, the Belfast Conflict Transformation Consortium has a specific focus on interface areas across Belfast. A description of this is included in Table 4.5.

Table 4.5: Peace III: Other Funding with a focus on Belfast interface areas (2)

Peace III Priority I: Reconciling Communities Sub-priority 2: Acknowledging and dealing with the past	
Project Description	Target
<p>Falls Community Council: Belfast Conflict Transformation Consortium</p> <p>The grant will provide funding to develop a Belfast city- wide, cross community partnership approach to conflict transformation at interface areas. Belfast Conflict Resolution Consortium is made up of loyalist, republican and community activists who have been working at the interfaces where they live, to control and manage violent outbreaks and potentially violent situations.</p> <p>The aim of the project is to provide an integrated response to tensions at interfaces and prevent outbreaks of violence through fostering and expanding cross community strategic alliances and to enhance within interface communities the conflict resolution skills, local leadership capacity, democratic involvement and reconciliation efforts in order to work on the legacy of the conflict and social problems faced by interface communities. The project is targeting interface areas across Belfast.</p>	<p>Amount £977,589</p>

Source: Belfast City Council

4.5. Summary

This section provides an overview of a number of projects across Belfast that have been awarded Peace III funding by BCC through the implementation of the Peace and Reconciliation Action Plan 2007–2010.

While all the themes within the Action Plan hold varying degrees of relevance the second theme, “Transforming Contested Spaces” is of primary interest in this research. Since April 2009, 19 projects have been awarded over £1.3 million funding within this theme.

Further analysis of this funding (and funding from 2007-2008) with regards effectiveness is presented in Section 5.

5. ASSESSMENT OF EFFECTIVENESS

5.1. Introduction

This section provides an assessment of the effectiveness of the work undertaken at the interface within the BCC boundary area over the research period.

It seeks to assess the effectiveness of the interventions presented in the previous sections of the report. Our assessment is based on the following evidence base:

- OFMDFM Good Relations indicators relating to interface areas;
- Programme evaluation data; and
- Consultation data.

5.2. OFMDFM Good Relations Indicators

In line with the commitment outlined in “*A Shared Future*” OFMDFM established a ‘Good Relations Indicators Working Group’ with the purpose of identifying and developing a set of high level, outcome focussed indicators to monitor change over time. The indicators were developed under a set of high level priority outcomes and offer a means to measure the progress being made towards achieving these outcomes. Particularly relevant to this research is Priority Outcome 3 which relates to “*positive and harmonious relationships exist between communities at interface areas*”.

The Good Relations indicators were first published in January 2007, setting the baseline for monitoring in subsequent years. A summary update of progress against the indicators has been published annually, most recently in 2009. A review of Priority Outcome 3 (“*positive and harmonious relationships exist between communities at interface areas*”) highlights the following:

- reductions in numbers of deaths due to a security situation (reduction from five in 2005 to one in 2008);
- reductions in numbers of assaults due to paramilitary style shootings and paramilitary style assaults. From baseline the total number of paramilitary style assaults has reduced substantially from 85 in 2005 to 16 in 2008. In addition, despite small increases in bombing and incendiaries in 2008, the overall picture since the baseline year in 2006 is one of reduced security related incidents;
- a decrease by a quarter in criminal damage offences motivated by sectarianism (from 677 to 498 incidents) and homophobia (from 40 to 30 incidents). Offences motivated by a person’s religion have also fallen since the baseline in 2007 from 29 incidents to 25 incidents. However there has been an increase in the number of criminal damage offences motivated by racial prejudice by a quarter between 2005-2006 (351 incidents) and 2008-2009 (440 incidents);
- at the time the update was published no further physical security measures had been erected by NIO since August 2008;
- reduction in the percentage of people who felt intimidated by republican / loyalist murals, kerb-paintings or flags; and
- a reduction in the number of young people who worry about or have been a victim of paramilitary threat (from 38 per cent to 29 per cent).

These findings generally present an improving picture of relationships between communities in interface areas. Clearly trends are generally positive, this should not disguise the absolute levels of violence, fear and physical barriers that remain which are experienced daily by the people living in the area.

5.3. Effectiveness of Interventions Identified in the 2007-2008 Scoping Study

Section 3 provides an overview of the study undertaken scoping the good relations interventions at interfaces within Belfast during the 2007-2008 period. This section offers an assessment of their effectiveness based on available evaluation data, consultation feedback and in light of the OFMDFM's Good Relations indicators.

Key findings from our assessment of effectiveness of the 2007-2008 interventions:

Positive Impact

- the interventions have been positive in their impact. This can be observed in the improvements in the OFMDFM Good Relations indicators relating to interfaces considered in Section 5.2. It is recognised the interventions will not be solely responsible for the changes. Others, most notably local community efforts, have also contributed to change in these indicators.

Community Feedback: “funding for interventions has helped us manage situations, but more needs to be done”

- In speaking with community organisations and leaders working at interfaces they offered the following messages regarding overall effectiveness:
 - the initiatives supported by the various funders and bodies have been important, welcomed and have helped communities “manage” their situation;
 - in terms of changes on the ground the interventions have helped to increase relationships and networks across interfaces (“we now meet and speak to each other formally and informally”). For some, the interventions have developed existing relationships (building trust), for others structures have helped develop new relationships or spaces for contact;
 - there was a continued need to “listen” to local communities and “understand” their mindset. Some are not in a position to contemplate physical changes to barriers, and imposition of such thinking could be counterproductive;
 - there was no feedback which highlighted the transformation of an area. This relates to the challenging message offered in feedback from community consultees. While the indicators may be improving, community consultees spoke of life still being “very affected by the interface”, which can still “throw up violent situations”. They consistently emphasised that challenges remain both difficult and embedded;
 - notably, community consultees were clear that interventions needed to address issues wider than safety and security (e.g. “educational attainment, especially amongst PUL boys”, “health, especially amongst ageing populations”) which can become factors that limit success of the interventions (e.g. a perceived “lack of leadership in PUL areas”); and

In summary, from the community perspective, the interventions have been most effective in helping ‘manage’ interface issues, especially through relationship building. There is also a demand for interventions to increase effectiveness on wider quality of life issues.

Assessment of approach

- On timescales:
 - the timescale of the majority of interface projects in 2007-08 is short term (almost all are less than two years with almost half less than one year) indicating an approach that is more likely to be reactive and managerial rather than strategic and transformative. While such projects are not

likely to be effective in longer term transformation, communities emphasised that conflict management capacity, including an ability to respond quickly, will continue to be required in relation to incidences of tension and violence. Some also highlighted that some quick wins (e.g. a physical or visible change) were helpful in securing community buy-in;

- the shorter timescale of the majority of projects makes it difficult to align with regeneration frameworks that are seeking to take a longer term strategic approach (e.g. neighbourhood renewal has a three year action plan and ten year vision statement). This report proposes a greater correlation between good relations and regeneration will enhance longer term effectiveness; and
- a notable exception has been the longer-term, sustained approach undertaken at Suffolk-Lenadoon. This approach has been largely driven by Atlantic Philanthropies, albeit other funders have been involved. Relationships have been developed over a long period of time and a constituted SLIG organisation has existed since 2001. In 2007 a research study found the majority of residents from both areas, held positive views on working towards a shared future. The survey demonstrated a clear endorsement to continue with and develop SLIG's peace-building work. In 2008 it launched a five year strategy¹⁴, evidence of applying a longer time horizon than many other interventions (See Case Study One).

Case Study One: Suffolk Lenadoon Interface Group

The Suffolk Lenadoon Interface Group (SLIG) is a community development, regeneration and peace building organisation based on the Suffolk Lenadoon interface in West Belfast. SLIG is owned by the two main community organisations in the area - Lenadoon Community Forum and Suffolk Community Forum. Since 2001, SLIG has been a constituted organisation.

Key people in both communities began to realise that joint campaigning between the two communities was a much more powerful tool than operating in isolation and so in the mid-90s tentative steps were taken. That process and the relationships involved have continued to grow and now SLIG is able to confidently say that it has enabled the strengthening of the two individual communities whilst beginning to build peace between them. Importantly strengthening and regenerating the individual communities was the original idea.

Not all of this development work has taken place on a 'shared basis'. There is no assumption that everything has to be shared – only those things that make sense. However, in the areas of work that are shared, individuals from the two communities are voluntarily coming into contact and beginning to see each other in a different light. Confidence within and between the two communities is beginning to grow.

More than an organisation or a vehicle to acquire funding, the 'SLIG concept' is about local people drawing their community together and moving it forward even where that has involved taking risks. Both communities have been able to abide by a set of informal principles to guide their working together and have shown a great deal of resilience in the face of set-backs (e.g. decision to close the Suffolk Primary School) and internal criticism.

In the latter years organisational structures have become necessary to allow large-scale local developments to take place, but to a certain extent they mask the fundamentals underpinning the 'SLIG concept'. The 'SLIG concept' is seen as a blend of people, principles, time, practical steps and structures. It is unlikely that all of these could be replicated elsewhere – one size is unlikely to fit all. However it is likely that other communities can learn some lessons.

SLIG is a work in progress and they recognise from their experience that the key to progress has been flexibility and a dogged determination to keep the process moving in whatever shape or form was necessary. In recent years an independent research study has tested community attitudes to the SLIG Peace-building Plan. A quantitative survey was conducted in both Lenadoon and Suffolk. The results of the survey were encouraging in that the majority of

¹⁴ See <http://www.slign.co.uk/site/latest-news/2008-02-19/5-year-strategy>

residents from both areas, held positive views on working towards a shared future, a clear endorsement to continue with and develop SLIG's peace-building work.

- development of cross-community relationships versus the comfort of looking inward:
 - with only one-fifth of interventions identified as single-identity in nature the work at interfaces have largely been effective in creating or developing relationships between communities on different sides of the division. The relationships were nurtured, for example, through formal forums (such as Belfast Area Partnerships) or around specific projects (e.g. participation of communities in public art projects);
 - some consultees argued some neighbourhood renewal and Community Empowerment Partnership structures had potentially “entrenched division”, as they allowed communities to develop “inwardly”. The evaluation of NBCAU and the CEP, found that there was both improved inter-community working but also evidence of increased territorialism (see Case Study Two); and
 - some commentators saw certain inward looking interventions as being in danger of promoting duplication (“you can’t give to one side, without giving to the other”). More than one commentator suggested certain interventions were used as “bribes to encourage good behaviour”.

Case Study Two: Community Empowerment Partnerships

An independent review of NBCAU, and the Community Empowerment Partnerships (CEPs) it supported, found evidence of good practice across citizenship, leadership and good relations themes. Statistical analysis showed that the CEPs had important outputs on bonding social capital, especially in community development and participatory roles, but registered less impact on bridging or linking social capital measures.

Key community and statutory representatives interviewed believed that the construction of geographic CEPs led to, on the one hand, better inter-community working, and on the other, increased territorialism. In addition, interviews also highlighted weaknesses in relation to engagement with substantive development issues.

Within the recommendations for moving forward a focus on deliverable thematic programmes and projects was highlighted with the intention of providing a more even approach than those created by geographic CEPs. It is anticipated that thematic working would allow a more appreciable and defined approach to problems / issues. In addition the review identified the need for a more strategic approach in moving beyond managing and responding to violence and conflict suggesting region-wide programmes on Interfaces and contested place.

- Good relations being mainstreamed into regeneration activity:
 - within the scope of activities identified, there is some indication of good relations activity being mainstreamed within regeneration work. This can be observed both in agents traditionally aligned with regeneration (e.g. BRO activities specifically including good relations objectives) and those with good relations (e.g. Atlantic Philanthropies intervention in SLIG working through a range of ‘regeneration’ activities including culture, sports, health and youth projects to produce good relations outcomes alongside other quality of life outcomes);
 - the majority of consultees highlighted opportunities to integrate good relations into regeneration work which had not been fully grasped. In East Belfast the Area Partnership faced barriers in seeking to broaden

community relations work into wider social renewal themes. Several consultees commented that Neighbourhood Renewal, the primary local level regeneration vehicle had not integrated the good relations agenda sufficiently, and in some cases reinforced inward-looking communities; and

- These difficulties were largely explained by “continued work in silos”. One senior official saying people “don’t understand good relations language, but would respond better to a discussion about quality of life”. One community leader described such situations as being driven by “administrative convenience”. There were also challenges directed at community relations practitioners perceived to be “gatekeepers protecting their territory”.
- A piecemeal approach?
 - there is a large range in scale of projects from small one-off diversionary activity to multi-strand approaches lasting several years. The majority of stakeholders highlighted most interventions were occurring in the absence of strategic thinking with relation to interface barriers. The interventions were not being planned within a longer framework connecting quality of life issues such as Health, Housing, Education, Employment and the Environment. In 2007-08 while interventions may have contributed across these themes, consultees argued there was limited co-ordination or strategic approach to ensure interventions offered a coherent response;
 - the idea of a coherent approach was emphasised by consultees in the context of certain funding streams, in particular SEUPB, Atlantic Philanthropies and the International Fund for Ireland, which are anticipated to cease in coming years. This will have particular impact on the type of programmes these funders support (e.g. shared space capital development);
 - The absence of an integrated framework with an agreed (“with participation from communities, not imposed on communities”) vision was cited. However any process to agree this was considered to be very complex, with multiple structures in place in any local area (e.g. “neighbourhood renewal partnerships, church structures, quasi-political structures”). Others were more positive saying that Neighbourhood Renewal and longer running initiatives such as SLIG provided space for developing agreed local visions; and
 - The policy impasse in advance of CSI was regularly cited as being unhelpful. An agreed policy framework could assist in agreeing longer term plans. Others commented it may possible to facilitate this more consistently through community planning / place shaping processes (albeit these are also “still in development”).
- Value for money?
 - In the scoping exercise £11 million was identified across 304 (non-capital) interventions. A key question is whether it has provided value for money? To date there has been limited consideration given to this question (one exception is the Social Return on Investment Approach – See Case Study Three). Complexities associated with measurement of impact as well as a lack of strategic framework within which interventions have been operating are relevant to this issue. Given this caveat our analysis can offer some of the following observations:

- The interventions offered as a result of this funding would not be sustained at the same scale or at all in its absence indicating at least partial additionality;
 - According to the OFMDFM indicators fatalities and injuries have been reduced. While it is not possible to prove cause and effect, it is reasonable to assume that a small number of lives have been saved;
 - While again difficult to attribute directly to individual interventions, the reduction in assaults, security related incidents and criminal damage offences have a positive direct economic impact (e.g. decrease in health services for people injured by assaults or costs in repairing criminal damage); and
 - At a more strategic level, consideration could be given to attributing potential positive knock-on contribution to the Belfast (and Northern Ireland) economy. The development of relationships and management of tensions has potentially limited instability within the wider peace process, with consequent benefits for the wider Northern Ireland economy, including for example increased tourism and international investment.
- o There are also costs associated with “not getting it right” with a longer term outlook required on what was expected in terms of transformational investment cited as a potential mechanism to effectively save money. Linked to this was a suggestion that designing shared space from the outset (as Ilex is seeking to do with regeneration of public spaces in Derry/ Londonderry and the construction of the Peace Bridge) reduced the likelihood of duplication as well as costly delays / hold-ups in the latter stages of initiatives if shared space design was not built-in. This was viewed as being especially important given the support for shared space capital projects (e.g. from AP, IFI, EU Peace funding) for interface areas is disappearing;
 - o Throughout the consultation process the difficulty in measuring impact and in particular obtaining evidence of VFM have been articulated. Practices of measurement and valuation of VFM generally are still often focussed on outputs and on the short term. This is a particular challenge for work at the interface as impacts and outcomes anticipated or expected as a result of interventions are likely to be realised over a long period of time. Sometimes things that are easy to count, such as the number of groups receiving funding, the amount of money spent etc, are the things that get measured and thereby valued by decision makers. Although these measurements are important there should also be scope for focus on outcomes and how lives, communities or the wider environment changes as a result of an intervention; and
 - o The Case Study example below uses a Social Return on Investment Approach. This was for one specific intervention. However no single approach has been developed and agreed which could be applied for interface interventions overall.

Case Study Three: North Belfast Interface Network- Social Return on Investment

North Belfast Interface Network is an amalgamation of a number of community groups active in the interface areas of North Belfast with aims that relate to establishing a more peaceful and stable community life for residents.

The scope for this SROI study has been a mobile phone network – a network of people linked to provide early warning information on incidents developing locally that are then attended by interface workers where appropriate.

North Belfast Interface Network interface workers have helped prevent serious public disorder situations and has attended some 375 incidents on the streets that all had the potential to develop in to more serious disruption – simply because of a chain reaction affect that can see relatively minor incidents escalate. The study was based on records of work for the year under study - 1st June 2007 to 30th June 2008.

A Social Return on Investment approach identified outcomes of the work of North Belfast Interface Network and has sought to place a value on these. Some outcomes have had financial value attached and the sum of these represents value added to the economy when costly local community conflict incidents are reduced and where this reduction can be attributed to the work of North Belfast Interface Network.

Among these outcomes are savings to state agencies on damage to property, injury to people and savings relating to improved community conditions in North Belfast and the improvement to the quality of life of residents.

The SROI result of the study in financial terms is that for every £1 invested in North Belfast Interface Network the return on the investment (over a period of 3 years) which can be attributed as the impact of the mobile phone network is £45.03. Even if only one life was saved as a result of the interventions of North Belfast Interface Network this SROI ratio would almost double – to £83.12.

The initiatives identified in the scoping study do not exist in a vacuum and are part of a wider picture of community, voluntary and statutory sector efforts to address the legacies of segregation in the city. In addition the interventions are vulnerable to a range of external shocks (e.g. high profile sectarian incidents) and pressures (e.g. political instability).

Overall as demonstrated in the positive evidence from the OFMDFM indicators there has been demonstrable progress, due in part to the interface interventions. We would make two observations at this point:

- commentary from communities themselves and other stakeholders has highlighted a range of opportunities in which the collective efforts can be strengthened and made more effective. We revisit these in Section 6; and
- while individual interventions may have indicators in place, our analysis and its focus on issues wider than 'narrow' good relations indicators, suggest the OFMDFM indicators can only be considered as part of the picture. In this respect we give further thought as to how overall progress at interfaces can be measured (see Section 7).

5.4. Peace III Interface Interventions – Assessment of Effectiveness

At time of review these Peace III projects were only part implemented and the following assessment should be considered as emerging observations, primarily focusing on how the interventions approaches have been developed.

Overview of effectiveness: Peace III Priority 1.1 in Belfast:

- There are currently 23 programmes and 51 local projects under phase I of the Peace III Programme. Within this portfolio of projects BCC has identified more than 6,000 participants and more than 18,000 attendees at events. Analysis of qualitative data available to date suggests that the current programmes have made significant progress in achieving the desired outcomes set out in the original plan developed in 2008.

Overview of effectiveness: Transforming Contested Space Theme

- Based on evidence from monitoring and evaluation data the key messages for this theme (i.e. the interface specific theme) in terms of impact are:
 - reduction in tension at targeted interfaces;
 - increased cross community contact and engagement in cross community networks;
 - increased respect for communities own traditions and cultures; and
 - young people constructively engaged in understanding and respecting different cultures.
- we reviewed a number of monitoring and evaluation frameworks prepared by project managers under the Transforming Contested Spaces theme. Our key observations from this review include:
 - participant feedback where it has been captured has been extremely positive;
 - project promoters note the importance of providing opportunities between communities to gain information about how other communities live, what they believe in and what is important to them – it is believed this increases mutual understanding and supports relationship building amongst communities;
 - by engaging with communities and talking about a wide range of issues (including day to day things that are common between and across communities) local people feel a degree of ownership over developments. Through issues of commonality individuals then feel more comfortable in discussing other more contentious or challenging issues;
 - the content of conversations (especially with young people) tends to deepen as relationships grow and trust develops – the basis for this development is through regular engagement; and
 - some of the projects have specifically highlighted a reduction in tension and violence on the interface. Others noted changed attitudes within participating individuals / groups on prejudice, race, sectarianism and equality.
- The overview of Peace III funding in Section 4 highlights some patterns which we recognise from the research on interventions in 2007-2008 in Section 3. This includes a focus on North Belfast, in line with the disproportionate level of interfaces located there, and a high number of small scale (<£25,000) interventions. The timescale of all the projects are between one and two years. The timescale is primarily driven by funder requirements (spend targets etc.) and partly driven by process (the time it takes to attract and select projects, and awarded funding).
- With regard to the nature of the projects the central observation is that almost all projects are cross-community in nature, engaging people from both sides of an interface. The few that do not specify engaging communities from both sides of an interface are one which references working with a cross border group (rather than people from across an interface) and one focuses on training stewarding staff to help create a shared space in a football ground where fans from different communities will come together. This compares

with the review of 2007-2008 interventions which found over 20 per cent of interventions to be single identity.

Case Study Four: Peace III 1.1 The Belfast Interface Trust

The project descriptions demonstrate several of the challenges highlighted by consultees on 2007-2008 interventions considered in the previous section, are being met. An example of this is the Belfast Interface Trust project led by the Falls Community Council. The project includes a carefully designed process engaging political and community representatives, residents (through face to face surveys) and a participatory approach to developing local action plans. This process is aligned to the process ("Strategy for Interface Regeneration") recommended in *Towards Sustainable Security* published by the Community Relations Council. Key principles applied by the project include:

Agreeing a vision – development of the regeneration plan requires discussion and agreement of aims and objectives for the area;

'Permission' of key players – participatory process engaging political and community leaders, local residents and statutory agencies in local regeneration plan workshops;

Meaningful community engagement – the project is going beyond the usual people to go door to door (500 houses in North Belfast to be visited door to door during Spring 2010, 250 on each side of the interface) and includes local people in development of the local regeneration plans through a seven stage process;

Inter-community activity as the norm - the inter-community process on development of the local regeneration plans explicitly includes allowance for lack of agreement ("It is possible that there will be issues where agreement on action and implementation is not possible. Discussion of these will negotiate the best form of future treatment for each one.");

Traditional quality of life / regeneration indicators should continue to be measured alongside proposed quality of life / good relations indicators – the project in the development of a Local Regeneration Plan interlinks the themes of good relations and regeneration both in the process it applies and the output it produces (the local regeneration plan including aims and objectives); and

The approach should be underpinned by **sustainable approaches**: The project makes explicit the desired outcome of increased "cross community contact which builds sustainable and positive relationships between individuals".

This is a positive critique of the design of one particular project and we recognise the implementation of the project will undoubtedly raise challenges and learn new lessons. For example it will be interesting to see what targets the action plans set. Additionally these projects are developing local regeneration plans within three local areas across North, West and East Belfast. The project is to complete by the end of 2010. Key questions for BCC and project stakeholders include:

- What will happen with the local regeneration plans on project completion?
- How will public agencies respond to these regeneration plans (especially in a climate of tightening financial resources)?
- How will wider issues (elections, dissident activity, parading) impact progress of the participatory inter-community process?
- How will the communities living at the interfaces act – will inter-community relationships sustain?

Asking questions such as these and evaluating both the process and outcomes of this innovative project will assist BCC and partners gain a clearer picture of what works and what does not work. This learning can then be integrated into future work at the interface.

Section 4.4 provides details of other relevant Peace III funding at interfaces including under the first theme of the BCC Peace and Reconciliation Action Plan and funding available outside of this Plan. While projects may have varying degrees of relevance to interface areas, one of the projects, the Belfast Conflict Transformation Consortium has a specific focus on interface areas across Belfast.

This initiative in developing 'cross-community strategic alliances' and developing the capacity in interface areas ('conflict resolution skills' and 'local leadership capacity') provide an important layer of infrastructure which contributes to a number of the principles outlined in by consultees as good practice. In particular this infrastructure provides '**meaningful community engagement**', including 'key players' who will be needed to provide **permission** and support. The cross-community infrastructure also supports an environment in which **inter-community activity becomes the norm** and **longer term visions** can be discussed and agreed.

Peace III indicators

The six Transforming Contested Space theme indicators applied under the Peace III programme are shown in Table 5.1.

Table 5.1: Transforming Contested Spaces Indicators

Performance Indicator	Baseline	Target	Evidence
Availability of approved mediation resource	0	1 network	Accreditation data; Meeting Minutes; Consultation documents; delegate lists etc
Number of interface barriers across the city	88	Sustained discussion on changing the physical presence of 4 physical barriers	Photos consultation summaries; meeting minutes
Cross community participation in networks	0	100%	Photos consultation summaries; meeting minutes
PSNI/ NIFRS incidents at bonfire sites	63	10% reduction	PSNI/NIFRS data
Number of paramilitary murals replaced or removed	0	2	Photos consultation summaries; meeting minutes
Changes in attitudes measured through attitudinal survey using accepted methodology for measuring soft outcomes.	0	10% change in attitudes of those surveyed*	Completed survey data. Survey Summary;

* Confirmation will follow PEACE III Working Group consultation

Source: Belfast City Council

Observations on the Peace III Indicators

In assessing the wider range of interface interventions in 2007-2008 we indicated that there could be improvement in terms of the framework for assessing outcomes and effectiveness more generally. We would make some related observations on Peace III indicators:

- we recognised these indicators have been developed within the context of the Peace III programme. The Transforming Contested Space theme derives from the Peace III priority one, sub-priority one, 'Building Positive Relations at the Local Level'. In this context the Transforming Contested Space theme is working with six indicators (see Table 5.1) in line with the wider Peace III evaluation framework (Aid for Peace approach);
- our analysis of effectiveness has suggested the need for interventions to contribute to a longer term objective of demonstrating sustained transformation of interface areas raising the quality of life experienced in these areas, meaning these become places where families want to live and work both now and in the future, dealing with physical barriers, as well as indicators of safety / security and relationships;
- later in this report we consider an indicator framework which emphasises that sustained transformation of interface areas will require evidence of both improved relationships but also an improved quality of life experienced in these areas. There is some overlap (e.g. number of barriers, incidents, attitudinal change). This research has emphasised the value and opportunity of looking at the strategic picture. Indeed the indicator framework developed in Section 7 aligns to a broader range of BCC's corporate goals in particular good relations (e.g. "lead the development of good relations in the city"), regeneration ("making Belfast an attractive place to live in, work in, study in, invest in and visit") and enhancing quality of life ("enhancing the city and local neighbourhoods by making them safer, healthier, more inclusive, welcoming and enjoyable")¹⁵.

5.5. Summary

This Section has provided an assessment of the effectiveness of the work underway at interfaces across Belfast. It includes consideration of the findings from our scoping study and evidence from consultations, evaluation data and OFMDFM's Good Relations Indicators. While much positive work has been done, and progress achieved on issues such as relationship building and reduction of incidents and tension, the assessment has identified a range of strategic challenges and opportunities.

In the next sections we consider these strategic challenges and opportunities further:

- first in relation to how interface interventions could be approached. That is, what is emerging as good practice in terms of strategic process; and
- secondly, given the analysis what indicators should be used to ensure in future, so that progress can be monitored and impact demonstrated. This is increasingly critical given the need to show any investment of funds is effectively spent in time of economic constraint, but also as interventions need to demonstrate more holistic impacts on quality of life amongst communities at the interface.

¹⁵ See BCC Corporate Plan update 2009-2010

6. DEVELOPING AN EFFECTIVE APPROACH

6.1. Introduction

In this section we seek to identify the elements which contribute to an effective intervention process at the interface. We provide a description of a pathway from the current position through to a position where interventions make a demonstrable impact on the quality of life and good relations experienced among communities located at or near interfaces.

The analysis considers an overview of the 'pathway', setting the vision, defining the interface area, outlining who needs to be involved and the key principles that should frame future activity. These address the 'process' issues.

The section has been informed through our consultations with key stakeholders and evidence presented through a review of recent evaluations of specific interventions such as the Suffolk Lenadon Interface Group and the Community Empowerment Partnerships in North Belfast. In relation to our consultations a full list of all those consulted is presented in Appendix III.

6.2. 'Pathway'

An overview of the proposed 'pathway' is illustrated in Figure 6.1 below.

Figure 6.1 - Overview of 'Pathway'

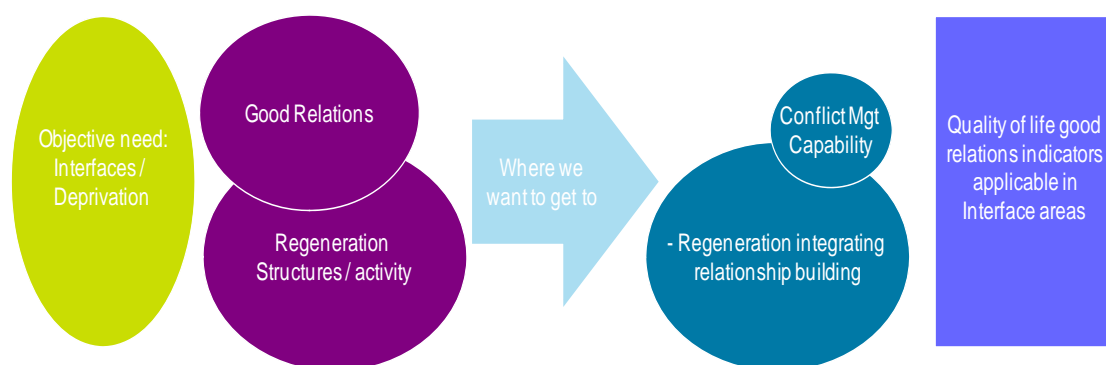


Figure 6.1 illustrates the following elements:

- there is a strong correlation between interfaces and deprivation. This is demonstrated in a range of social, economic and physical indicators. It is important to understand an interface area suffers an impact on quality of life, not just an impact on the quality of relationship between communities;
- the interventions aimed at addressing interfaces and deprivation can be categorised as good relations and regeneration interventions. To date the various good relations interventions focused on addressing interface issues and regeneration initiatives have largely worked in parallel to one another. Hence Figure 6.1 shows the good relations 'bubble' and the regeneration structures / initiatives 'bubble' with minimal overlap (i.e. limited integration);
- Figure 6.1 proposes a need to shift to regeneration activity which integrates 'relationship building'. Alongside this there remains a need to retain a capacity, tailored to need, which can respond to heightened tension or conflict at the interface. A conflict management capability would likely involve a range of capabilities including policing with the community; mobile phone networks; restorative justice; community safety initiatives; infrastructure (e.g. Community Safety Partnership; District Policing Partnership); and social service intervention with young people; and

- the regeneration activity which integrates relationship building should be measurable. Hence a suite of “quality of life – good relations” indicators should be developed to inform those responsible for making and implementing policy, funders and the communities living at or near the interfaces. The challenge is to develop indicators each of which should integrate quality of life and good relations strands. This is considered in Section 7.

6.3. Key issues

What does success look like? – setting the vision

Setting the vision is important not just for understanding what success looks like and setting the long term direction, but the process of agreeing the vision can also be valuable for stimulating energy, creativity and inspiration.

The Belfast Interface Project website has developed the following vision which aligns with many of the issues raised during this research.

Table 6.1 – Belfast Interface Project Vision

<p><i>Belfast Interface Project’s overall vision is of a Belfast in which today’s interface communities:</i></p> <ul style="list-style-type: none"> • <i>Are free of tension, intimidation and violence both within and between communities;</i> • <i>Have come to terms with the legacies of the past;</i> • <i>Are socially and economically vibrant, with an attractive physical environment;</i> • <i>Enjoy freedom of movement in accessing facilities and services; and</i> • <i>Have respect for cultural difference and diversity</i>
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Source: Belfast Interface Project (see <http://www.belfastinterfaceproject.org/about-vision.asp>)

This is an example of a vision statement which aligns well with much of our analysis. We reiterate there could be significant value in the process of developing the vision (or revisiting a vision such as the BIP example) with a range of stakeholders, not least the interface communities.

It is recognised this vision needs to connect with wider government policy objectives. For example the links with the emerging CSI policy should be clear and understood (but also those for regeneration, education etc.). At local government level this could connect into corporate objectives, or even on their vision of the quality of life for its citizens and visitors, as laid out in the corporate Value Creation Map. There is opportunity within that to ensure this agenda sufficiently addresses the complex needs of those neighbourhoods located at the interface.

How is an interface area defined?

A baseline of 88 interface barriers have been identified and mapped. However it does not tell us the area(s) surrounding the interface barrier that should be defined as “an interface area” or which communities should be considered as living at or near an interface.

Consultations make clear the impact of interfaces is dependent on a range of factors. These include proximity to the interface, nature of the interface, time of year, personal circumstances (e.g. access to a car versus reliance on public transport) and indeed who you are (e.g. consultations with interface communities highlighted young people and young males in particular, were considered to be especially vulnerable if living near an interface).

Speaking to community stakeholders working at the interface, they were quickly able to identify which areas were affected by various interfaces – for example they could identify

streets or wards, but also spoke of concentric circles indicating impact reduced as you moved away from the physical interface.

Defining the area is complex. For public administrators a definitional framework is important for understanding where to target interventions. Secondly the area needs to be defined if indicator data is to be collected and the effectiveness of interventions in supporting change is to be measured.

The options for defining the area include:

- using existing administrative units for example wards or super output areas with an interface in them. Some of the discussion indicated a ward may be quite large and some of it may not be affected by the interface. Following this logic the smaller super output area may be preferable;
- BCC has discussed applying agreed areas – ‘city places’. The advantage of this is the alignment with BCC strategy to understand city places in depth in order to tailor interventions to local needs and opportunities. One potential issue is the scale of the unit the council is considering using, the larger they are the more likely they are to include a physical interface – potentially defining large swathes of the city as interface areas;
- a third option could be to set a distance from an interface as a proxy for defining an interface area. For example set a 1km zone either side of an interface. This offers advantages in ensuring the areas closest to interfaces are included and the focus is on these areas. There would be challenges in agreeing the distance (the distance may vary according to interface, street layout etc), and in collecting data to measure impact within such a zone, as it would not match existing administrative units (albeit community consultees were wary of “administrative convenience” driving the definition); and
- alternatively rather than setting geographic boundaries, an ‘interface lens’ is developed which tests mainstream regeneration initiatives (or mainstream services offered through public assets e.g. leisure centres). This would seek to ensure that maximum benefit is achieved for those neighbourhoods where the quality of life is directly impacted by physical interfaces (e.g. restricted access to services). For example if an initiative or a service did serve an area which included an interface it would be required to acknowledge that, and design a tailored approach within its plans, articulating how it would contribute to the indicators discussed in Section 7.

Who needs to be involved?

Consultations have highlighted a range of key players who would be involved in revising the approach and subsequently implementation. Consultations highlighted these key players can support or resist the proposed change. The key players include:

- **Political leaders at regional and local level** – political leadership has a significant role in setting the strategic policy direction, which filters through into shaping of interventions and targeting of resources. Additionally this create conditions and ‘space’ in which interface communities are given confidence and freedom to develop work at and across the interface;
- **Community leaders in areas where the quality of life is affected by interfaces** – community leaders are important for setting the tone through the relationships they have between the local interface community, neighbouring communities (including those across the interface) and with politicians and government bodies. The tone taken can facilitate risk taking activity including inter-community dimensions or can be risk adverse with an inward focus. As noted elsewhere the tone taken by local leaders is often affected by the wider context. It is also dependent on the existence and capability of local community leadership;

- **Government bodies with policy development responsibility and government bodies with policy implementation responsibility** – consultations noted the role of the public sector both in policy development and implementation. For example consultees noted the service provision patterns and decisions regarding location of public facilities. These can provide positive opportunities for mixing and overcoming barriers or they can implicitly support a benign apartheid by offering parallel provision for segregated communities¹⁶. Government bodies need to be cognisant of this agenda in future decision making. This may well involve some level of risk taking. Notably the economic backdrop of increasingly squeezed public finances is likely to make parallel provision less viable; and
- **Private sector** – the potential role of the private sector is neither well developed nor well understood. There remain some mindsets which dictate the issues need to be resolved by the public sector with the community sector. While there is no doubt of the prime role the public and community sectors have, there needs to be a more informed approach toward private sector involvement. Such investment can offer a range of benefits including employment, training, income for local shops and businesses, an improved physical environment. It is recognised these benefits have not always been realised as fully as hoped for in previous experiences (e.g. no jobs for local people). However the opportunity for developing agreements with private sector investors (on local jobs etc.) so there is mutual benefit for private investor and local community needs to be further explored. The role of the private sector is also likely to become more important considering future constraints on public finances.

The Leadership Opportunity for Local Government

A recurring theme within consultations was the potential opportunity afforded by the RPA in enhancing the role of local government, and Belfast City Council in particular, to play a lead role in driving an agenda for change in interface areas. The reasons offered for this include:

- BCC has the **political legitimacy to lead the urban agenda**. Its role should include leading a “**place shaping**” agenda¹⁷. The thinking on place shaping includes focus on ‘building and shaping local identity’ and ‘maintaining the cohesiveness of the community’, issues of significant relevance to interface communities. It is clear both individual and community sense of place is significantly influenced by segregation and contested ‘territories’, and place shaping needs to address this;
- There needs to be an **integrated and participative governance structure**. A key challenge in regeneration is co-ordinating effort and resources outside of the direct control of Council. Some, for example transport or education while relevant in the transformation of interface areas are very largely delivered outside of BCC, while others, for example Community Safety would involve BCC working in partnership with agencies such as NIHE and PSNI. Such co-ordination is paramount in seeking to address the range of interconnected issues undermining the quality of life in interface areas. Local Government, through community planning could offer an opportunity to provide an integrated and participative governance structure. Consultees consistently stated development of such structures would be assured by RPA and associated “Power of Well-Being” and whether there is a statutory base via which to mandate other bodies to co-operate. Without RPA it is recognised this challenge remains substantial; and
- The third area of opportunity was very largely associated with RPA and therefore it is difficult to see how it can be realised in its absence. The basic premise was based on BCC taking on additional responsibilities include community planning, regeneration, planning and an enhanced local economic development role and will be operating alongside ongoing units including community development and good relations. Consultees indicated service delivery functions have sometimes operated in silos and

¹⁶ See *Implications of Providing Services in a Divided City* (2008) Deloitte for Belfast City Council Conflict Transformation Project <http://www.belfastcity.gov.uk/conflict/research.asp?menuitem=research>

¹⁷ Place Shaping: A Shared Ambition for Local Government. (2007) The Lyons Inquiry into Local Government.

the opportunity BCC would have had in ensuring the cross-cutting agenda for interfaces uses such delivery responsibilities within an interactive collaborative environment. BCC is about to engage in updating its City Masterplan. It is critical that this takes account of the particular and complex needs of those neighbourhoods at the interface. Ideally “planners and good relations officers working together to develop a design brief for mixed housing”. Such an approach should help bring creative and innovative approaches, ensuring issues such as good relations and community development do not “fall between the gaps” in traditional disciplines.

Causality – what interventions are needed to drive the change?

This work has focused on the end direction, in particular the holistic change required, for the transformation of quality of life in interface areas. While the research has highlighted the key players, conditions, principles and indicators it has not prescribed the interventions required.

As our research suggests a holistic approach, it is anticipated a wide range of interventions associated with regeneration and service delivery are applicable. We present a list of such interventions below. These are an indicative rather than exhaustive list, based on our review of interface activities (as summarised in Section 3), consultations and review of other research.

Examples of relevant interventions / initiatives / services should include:

- community safety initiatives involving local communities and the various agencies;
- community and social projects / programmes. These should include development of community organisations and networks, community leadership development, festivals, carnivals, sporting initiatives, youth and inter-generational activities, community arts, history or cultural diversity projects, health initiatives, community environmental projects;
- economic and education interventions and initiatives. These should include education, training and employability programmes, business networks and events, social economy projects, attracting investment; and
- shared space interventions such as Re-imagining Communities, development of public art, specific shared space physical developments (this could include buildings, but also connecting spaces such as squares, bridges, parks and greenways), transport (routes and services), shared housing programmes and physical improvement programmes (e.g. Renewing the Routes) and ultimately removal of barriers.

Several of these projects could already be part of recognised regeneration efforts (e.g. Neighbourhood Renewal).

Going forward these interventions should include some degree of targeting at interface areas and their design and implementation informed by what has worked best in good relations practice¹⁸. There should also be an opportunity to shape them collaboratively to ensure the holistic approach regarding interfaces.

Further work is required to map potential interventions against particular outcome indicators.

¹⁸ See for example *Good Practice in Conflict Transformation* (2008) – Belfast City Council Conflict Transformation Project (<http://www.belfastcity.gov.uk/conflict/goodpractice.asp>) or Robin Wilson *What Works for Reconciliation?* <http://cain.ulst.ac.uk/dd/report19/ddreport19.pdf>

6.4. Key Principles

Our analysis has drawn on previous practice, research and consultations. It has highlighted the pathway toward integration of good relation outcomes within regeneration activity should be framed by a number of broad principles. These are:

- **Meaningful community engagement:** Local communities living in areas with an interface should be included within processes affecting them. This involvement should be at an early level and should be meaningful in content (e.g. developing and agreeing vision and goals, made aware of outcome indicators and progress on these);
- **‘Permission’ of key players:** Change will require permission or buy-in at various levels. Revising and implementing the approach effectively will require some level of positive support from the key players listed in Section 6.3;
- **An agreed vision:** There should be an agreed longer term vision for areas at or near interfaces. The linkages between this and central and local government policy should be understood. The vision should be developed and agreed with interface communities. The vision should guide subsequent strategy and interventions. Indicators should be linked to the vision;
- **A culture of funder co-ordination:** improved co-ordination among funders when considering investments in interface areas;
- **A culture of accountability:** There needs to be a culture of accountability embedded in the process for delivering change in interface areas located in the overarching city masterplan. Organisations need to understand their accountability for delivering change (i.e. ownership of outcomes) within interface areas;
- **Ownership of indicators:** While change may involve more than one agency / stakeholder group there needs to be clear ownership of key indicators. This is closely linked with the culture of accountability;
- **Integration of outcome indicators in planning and performance systems:** Once ownership is clear, outcome indicators need to be integrated into core strategic planning and performance management systems (“what gets measured gets done”);
- **Indicators are interconnected:** The outcome indicators proposed in Section 6 are best understood in conjunction with each other. Many of the quality of life and good relations issues at interfaces are interlinked. Ideally the transformation of the area will be a holistic experience bringing a spectrum of community, social, economic and physical benefits;
- **Inter-community activity should be the norm:** There is a need for all organisations, public, voluntary and community to move to inter-community mindset and remove duplication of activity or investment which can act to reinforce interface boundaries;
- **‘Traditional’ quality of life / regeneration indicators should continue to be measured alongside proposed quality of life – good relations indicators :** The proposed outcome indicators are designed to capture the intersect between regeneration and good relations. Traditional quality of life/ regeneration indicators should also measure in interface areas (e.g. level of unemployment in interface areas compared to Belfast average);
- **Interface issues cannot be solved at the interface alone:** The challenges of living at the interface cannot be viewed in a vacuum. The issues are interconnected both within the area and to a network of issues in wider society. Various events and drivers external to the specific interface area (e.g. particular policies, political leadership, economic recession or recovery, a paramilitary attack, contention surrounding a parade) all have the potential to influence efforts to transform life for communities living at the interface;

- **The approach should be underpinned by sustainability principles:** sustainability is related to the quality of life in a community. The approach should balance and integrate the social, economic and environmental requirements of communities at the interface. The success of this will mean families will want to live and work in these areas now and in the future. In terms of measuring sustainability social assets research is applicable relating to social capital bonding, bridging and linking¹⁹; and
- **A culture of learning:** Transformation of interface areas is, and will continue to be, very challenging. There is a need to continue to learn from what has worked and what hasn't. Applying outcome indicators to measure progress will allow a clearer picture of what is working and what is not. This culture of learning should be embedded and fed-back into future approaches to working at the interface.

6.5. Summary

This section has proposed a pathway to a position where interventions make a demonstrable impact on the quality of life and good relations experienced among communities located at or near interfaces. The pathway leads towards regeneration activity which integrates 'relationship building'. Alongside this there remains a need to retain a capacity, tailored to need, which can respond to heightened tension or conflict at the interface. The analysis has also considered setting the vision, defining the interface area, identifying who needs to be involved and the key principles that should frame future activity.

These can be considered a framework for an effective or appropriate interface process. Therefore these elements should assist lead bodies develop effective processes when considering future activities in interface areas.

¹⁹ See *Social Assets Research Report* (Community Foundation NI and Community Evaluation NI, 2008). The methodology used for the social assets research (Nominal Group Technique) brought together small groups with expert knowledge of local communities to work through a process and arrive at a consensus on concerning scoring levels of local social capital along three aggregated dimensions:

- Social Capital Bonding – the quality of relationships within communities;
- Social Capital Bridging – the quality of relationships between communities; and
- Social Capital Linking – the quality of relationships between a community and public / private institutions.

7. A FRAMEWORK FOR MEASURING EFFECTIVENESS

7.1. Introduction

In this section we outline a proposed framework for measuring the effectiveness of good relations work at the interface. Within the framework we present a series of potential indicators which could be used to demonstrate impact on the quality of life within interface communities and integrate evidence of relationship building. These indicators are evidence of outcomes, compared to good practice process articulated in Section 6.

There is increasing pressure to demonstrate that public resources are used in the most efficient and effective way. This is especially the case in Northern Ireland, given the dominance of public spending within the economy and the implications associated with the recent budget (i.e. savings of £128m required) and predictions for the next comprehensive spending review. However measuring effectiveness, particularly relating to good relations work at the interface presents a number of challenges. A key question to be determined in relation to measuring effectiveness is ‘what does success look like?’ Long term success in this context is the sustained transformation of interface areas which will facilitate removal of interface barriers. However, in reaching this long-term overarching objective it is important to measure and monitor interface communities’ economic, social and environmental capability. Table 7.1 presents potential indicators to support this measurement.

Table 7.1: Overview of Indicators

Potential Indicators	Long term Objective
<ul style="list-style-type: none"> • Community Cohesion • Community Safety • Connectivity • Economy • Health • Housing • Young People 	<p>All of these indicators demonstrate evidence of the sustained transformation of interface areas which in the long term will facilitate the removal of interface barriers.</p> <p>Transformation of interface areas will raise the quality of life experienced in these areas, meaning these become places where families want to live and work both now and in the future.</p>

These indicators could form the basis of the suggested ‘interface lens’ (see Section 6.3) which would be used to test the Council’s work of improving the quality of life in those areas located at the interface.

7.2. Some Considerations

In considering the indicators the reader should note:

- the findings in Section 3 / 4 and the key issues discussed and principles proposed in Section 6 have helped identify the indicators proposed in this section. For example the need to consider physical and mental barriers has led to two related indicators:
 - reduction in the number of interfaces; and
 - percentage of residents in favour of the wall coming down now / in the future.
- currently we have proposed 15 indicators (one long-term overarching indicator and 14 thematic indicators). Further refinement may be required both in the indicators and potentially in the number of indicators. For example there may a smaller number of indicators which are considered “mission critical” and the focus should be upon these. These could be used to inform the Council’s revised master plan and the measurement of its success.

- within the framework we outline a proposed method for capturing information relating to interface areas. For some indicators data sources are in place (e.g. BCC resident's survey, PSNI crime statistics etc). For others they are not. Where this is the case we have highlighted options for data capture (e.g. potentially through Neighbourhood debates on local area working). It is important to note that where data is not currently captured other methods of gathering information would likely carry some resource implications. While some mechanisms (e.g. large scale quantitative surveys) could be prohibitive, other mechanisms for qualitative feedback from the community (e.g. Focus Groups, feedback through existing structures) could be relatively inexpensive.

7.3. Overview of Indicators

Table 7.2 - Overview of Indicators

Long term Overarching Indicator
<ul style="list-style-type: none"> • Reduction in number of interfaces
Community Cohesion Indicators
<ul style="list-style-type: none"> • Percentage of local residents who would define the neighbourhood they live in as a 'shared' space; • Estimates of 'social assets' within neighbourhoods in relation to social capacity (bonding, bridging and linking) social capability; • Percentage of people who believe that relations between Protestants and Catholics will be better / worse in 5 years time; and • Percentage of local residents in favour of the wall coming down now / in the future.
Community Safety Indicators
<ul style="list-style-type: none"> • Number of criminal damage offences with a hate crime motivation; and • Percentage of local residents surveyed who said that they feel 'very unsafe' at night (a) outside (b) in home.
Connectivity Indicators
<ul style="list-style-type: none"> • The percentage of local residents who think they are well connected to other areas of the city; and • The percentage of the local resident population who are comfortable travelling across the interface for work, socialising or accessing services.
Economy Indicator
<ul style="list-style-type: none"> • Proportion of people who would avoid work in a mainly Catholic / Protestant area when applying for a job.
Health Indicator
<ul style="list-style-type: none"> • The percentage of the local resident population who are comfortable accessing health services across the interface
Housing Indicator
<ul style="list-style-type: none"> • Number of homes purchased by the NIHE because of sectarian intimidation of the occupants; and • Evidence of sharing across and between communities at neighbourhoods at / near the interface e.g. signed up to Shared Neighbourhood Charter.

Young People
<ul style="list-style-type: none">• Percentage of young people who worry about being threatened or assaulted due to religion, race or skin colour; and• Percentage of young people who worry about being threatened by paramilitaries.

The Table below presents the long-term overarching objective and indicator, and thematic indicators, alongside benchmark information and potential data sources for measuring and monitoring progress against the indicators.

<u>Indicator</u>	<u>Benchmark Data source</u>	<u>Benchmark</u>	<u>Proposed method for collating data for interface areas</u>	<u>Interface area baseline (if available)</u>
Overarching Objective	The sustained transformation of interface areas which in the long term will facilitate the removal of interface barriers.			
Overarching Indicator: Reduction in the number of interfaces	ICR / BIP research paper	Research undertaken by ICR on behalf of BIP identified 88 structures across 15 geographic clusters in Belfast	NIO BIP CRC	88 structures across 15 geographical cluster areas
1. <u>Community Cohesion Indicators</u>				
Percentage of local residents who would define the neighbourhood they live in as a 'shared' space	NI Life and Times Survey 2009 (albeit survey question refers to "neutral" space)	66 per cent - almost or most of the time 21 per cent - sometimes 12 per cent - never 1 per cent – it depends (NOTE: This data refers to the attitudes of the general population across Northern Ireland to the other community and to mixing. It does not directly provide insight into the views of people living at / near interface areas).	NI Life and Times Survey Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through 'neighbourhood debates' or other community engagement opportunities	Data currently only available at NI level through NILTS.
Estimates of 'social assets' within neighbourhoods at / near the interface NOTE: social assets defined as: <ul style="list-style-type: none">• Community Capacity / Capability• Overall Social Capital<ul style="list-style-type: none">• Social Capital Bonding• Social Capital Bridging• Social Capital Linking	Social Assets Research Report – Mike Morrissey	(Note: The social assets reports have temporarily been removed from NINIS).	CENI / CFNI	Local panels were established in each Local Government District (LGD) in Northern Ireland who assigned scores for each Super Output Area within the LGD which indicated the strength of dimensions of social assets.

<u>Indicator</u>	<u>Benchmark Data source</u>	<u>Benchmark</u>	<u>Proposed method for collating data for interface areas</u>	<u>Interface area baseline (if available)</u>
Percentage of people who believe that relations between Protestants and Catholics will be better / worse in 5 years time	NI Life and Times Survey 2009	<p><u>Overall</u></p> <ul style="list-style-type: none"> • Better = 59% • Worse = 3% • About the same = 36% • Don't know = 2% <p><u>Catholic</u></p> <ul style="list-style-type: none"> • Better = 67% • Worse = 1% • About the same = 30% • Don't know = 2% <p><u>Protestant</u></p> <ul style="list-style-type: none"> • Better = 53% • Worse = 4% • About the same = 32% • Don't know = 2% <p>(NOTE: This data refers to the attitudes of the general population across NI to the other community and to mixing. It does not directly provide insight into the views of people living at / near interface areas).</p>	<p>NI Life and Times Survey</p> <p>Project specific data (i.e. data collated alongside specific interventions in interface areas)</p> <p>Potentially through 'neighbourhood debates' or other community engagement opportunities</p> <p>BCC – Residents Survey question 4 under Section 1 Attitudes to living in Belfast “Thinking specifically about the area where you live, please indicate how you feel about “your local area as a place where people from different religious and political backgrounds get on well together”</p>	Data currently only available at NI level through NILTS.
Percentage of residents in favour of the wall coming down now / in the future	Trina Vargo – US – Ireland Alliance Survey	<p>Overall 32 per cent</p> <p>Now = 21 per cent</p> <p>In the Future = 60 per cent</p>	<p>Project specific data (i.e. data collated alongside specific interventions in interface areas)</p> <p>Potentially through 'neighbourhood debates' or other community engagement opportunities</p>	<p><u>Falls</u></p> <p>Overall 36 per cent</p> <p>Now = 20 per cent</p> <p>Future = 69 per cent</p> <p><u>Shankill</u></p> <p>Overall 25 per cent</p> <p>Now = 15 per cent</p>

<u>Indicator</u>	<u>Benchmark Data source</u>	<u>Benchmark</u>	<u>Proposed method for collating data for interface areas</u>	<u>Interface area baseline (if available)</u>
				Future = 63 per cent <u>Antrim Road</u> Overall 33 per cent Now = 25 per cent Future = 56 per cent <u>Tigers Bay</u> Overall 31 per cent Now = 23 per cent Future = 54 per cent <u>Short Strand</u> Overall 34 per cent Now = 24 per cent Future = 55 per cent <u>Templemore Avenue</u> Overall 28 per cent Now = 24 per cent Future = 42 per cent
2. <u>Community Safety Indicators</u>				
Number of criminal damage offences with a hate crime motivation	Central Statistics Unit PSNI	2008 – 2009 Crime Statistics Racist – 369 incidents / 283 offences recorded Sectarian – 849 incidents / 349 offences recorded Homophobic – 74 incidents / 54 offences recorded	PSNI Crime Statistics	Information currently only available Belfast level. PSNI Crime Statistics should be available at more localised level but would require liaison with PSNI to capture.
Percentage of local residents surveyed who said that feel 'very unsafe' at night (a)	NI Crime	Perception of Crime – Police District A&B (2008)	PSNI Crime Statistics	Information currently only

Indicator	Benchmark Data source	Benchmark	Proposed method for collating data for interface areas	Interface area baseline (if available)
outside (b) in home	Survey 2008 (NINIS)	(a) 15% (12% in 2007) (b) 2% (2% in 2007) District A = North and West Belfast District B = South and East Belfast	BCC – Residents Survey question 6 under Section 1 Attitudes to living in Belfast “thinking about the city centre and the area where you live, please indicate how safe you feel in the following situations?” Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through ‘neighbourhood debates’ or other community engagement opportunities	available to District level. PSNI Crime Statistics should be available at more localised level but would require liaison with PSNI to capture.
3. Connectivity Indicators				
The percentage of local residents who think that they are well connected to other areas of the city		Currently no benchmark for this information available	Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through ‘neighbourhood debates’ or other community engagement opportunities	
The percentage of the local resident population who are comfortable travelling across the interface for work, socialising or accessing services		Currently no benchmark for this information available	Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through ‘neighbourhood debates’ or other community engagement opportunities	
4. Economic Indicators				
Proportion of people who would avoid work in a mainly Catholic / Protestant area when	NI Life and Times Survey	34% of Catholics would either definitely or probably avoid work in a	NI Life and Times Survey	Data currently only available

<u>Indicator</u>	<u>Benchmark Data source</u>	<u>Benchmark</u>	<u>Proposed method for collating data for interface areas</u>	<u>Interface area baseline (if available)</u>
applying for a job	2009	mainly Protestant area. 32% of Protestants would either definitely or probably avoid work in a mainly Catholic area. (NOTE: This data refers to the attitudes of the general population across NI to the other community and to mixing. It does not directly provide insight into the views of people living at / near interface areas).	Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through 'neighbourhood debates' or other community engagement opportunities	at NI level through NILTS.
5. <u>Health Indicator</u>				
The percentage of the local resident population who are comfortable accessing health services across the interface		Currently no benchmark for this information available	Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through 'neighbourhood debates' or other community engagement opportunities	
6. <u>Housing Indicator</u>				
Number of homes purchased by the NIHE because of sectarian intimidation of the occupants	NIHE	<ul style="list-style-type: none"> Number of houses purchased and cost = 69 (£9.88m) in 2007-8 (fallen from 385 (£43.75m) in 2003-2004) Number of applications = 120 in 2007-8 (fallen from 689 in 2002-3) (NOTE: This data is across all of NI and not just at / near interface areas).	NIHE – would require aggregation of NIHE data	Data currently only available at NI level
Evidence of sharing across and between communities – e.g. Number of communities signed up to Shared Neighbourhood Charter		Benchmark information not currently available	NIHE Community Cohesion Unit	NIHE currently working with a number of neighbourhoods to agree Charters

<u>Indicator</u>	<u>Benchmark Data source</u>	<u>Benchmark</u>	<u>Proposed method for collating data for interface areas</u>	<u>Interface area baseline (if available)</u>
7. <u>Young People Indicator</u>				
Percentage of young people who worry about being threatened or assaulted due to religion, race or skin colour	Young Persons Behaviour and Attitude Survey (Survey undertaken in 2000, 2003 and 2007)	2007 survey Religion = 21.7 per cent Race or skin colour = 11.9 per cent (Note: These results are based on data which has been weighted by year group and gender in order to reflect the composition of the Northern Ireland post-primary population).	Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through 'neighbourhood debates' or other community engagement opportunities	Data currently only available at NI level through Young Persons Behaviour and Attitude Survey.
Percentage of young people who worry about being threatened by paramilitaries	Young Persons Behaviour and Attitude Survey (Survey undertaken in 2000, 2003 and 2007)	2007 survey 26.6 per cent (Note: These results are based on data which has been weighted by year group and gender in order to reflect the composition of the Northern Ireland post-primary population).	Project specific data (i.e. data collated alongside specific interventions in interface areas) Potentially through 'neighbourhood debates' or other community engagement opportunities	Data currently only available at NI level through Young Persons Behaviour and Attitude Survey.

8. CONCLUSIONS AND RECOMMENDATIONS

8.1. Introduction

The purpose of this section of the report is to state our overall conclusions against the terms of reference. These are drawn from the findings and analysis presented in the previous sections of the report and set the context for the recommendations for the way forward from this research.

The terms of reference for the study are as follows:

- to provide a scope of good relations activities and initiatives focussed in neighbourhoods located near or at interface barriers in Belfast;
- to develop a method for the assessment of the effectiveness of that work; and
- to provide an analysis of further strategic actions to be developed.

8.2. A Scope of Good Relations Activities and Initiatives Focused in Neighbourhoods Located Near or at Interface Barriers in Belfast

This research identified good relations activities in neighbourhoods located near / at interface barriers in Belfast.

Section 3 presented a scoping of interventions with a good relations focus during the 2007-2008 period. Analysis of these interventions highlighted a range of issues and challenges related to timescales, scope, vision and funding streams. The key findings and conclusions were:

- research undertaken by ICR for the BIP identified 88 structures and barriers which were subsequently clustered into 15 geographic clusters across the city. The initial scope considered the good relations activities funded in those areas neighbouring these geographic clusters of barriers;
- the scoping study focussed on the period 2007-2008 as this was the financial year with the most complete set of information. In total 304 (non-capital) interventions with a value of more than £11 million from nine funders were identified;
- analysis of these interventions highlighted the following:
 - a high number of interventions were short-term and small in scale, often linked with a focus on 'managing' the interface;
 - 42 per cent of the initiatives work at interfaces in North Belfast. This is proportionate to the number of interfaces located there. An additional 20 per cent worked on a city-wide basis, with smaller proportions in West, East and South areas of the city;
 - there is an inconsistent level of co-ordination amongst funders across interfaces. This is in the context of some interfaces having multiple interventions simultaneously;
 - some significant funding streams are expected to finish spending in NI over coming years (e.g. SEUPB, IFI, Atlantic Philanthropies, DFA). Among the projects in scope this was over one quarter of the funding (and would have been greater if IFI capital funding had been included, and greater again the following year when SEUPB interface focused projects came online); and
 - cross-community activity was the primary form of activity (40 per cent of the initiatives in this category), regeneration activity with a distinct good relations strand (24 per cent), single Identity work (22 per cent), cultural diversity and mediation (13 per cent).

Section 4 considers the Peace III activity linked to interfaces in Belfast in the context of the wider research. In 2009 19 projects have been awarded over £1.3 million funding within the Transforming Contested Spaces theme of BCC's Peace and Reconciliation Action Plan 2007-2010. The analysis of these interventions found timescales of between one and two years (driven by funder requirements) and almost all projects to be cross-community in nature (compared to the 20 per cent of single identity projects analysed in 2007-2008).

8.3. Assessment of Effectiveness of Interventions at the Interface

We undertook an assessment of the effectiveness of the interventions identified within our scoping exercise (Sections 3 and 4). This assessment was based on available evaluation data, consultation feedback and OFMDFM's Good Relations indicators.

The key conclusions from the assessment of 2007-2008 initiatives were as follows:

- the interventions have been positive in their impact. The evidence for this includes improvements in the OFMDFM Good Relations indicators relating to interfaces. Consultees viewed the interventions to have contributed towards these changes;
- community leaders working in interface areas, said interventions have been most effective in helping 'manage' interface issues, especially through relationship building. Their feedback highlighted that interventions needed to address issues wider than safety and security to help improve wider quality of life issues, and the ongoing need to listen and understand "where communities were at";
- short-term projects are necessary for managing urgent situations, but need to be complemented by an increased emphasis on strategic and transformative interventions;
- interventions need to ensure that an inter-community approach becomes the norm. There is a concern that well meaning interventions can entrench division, if they are not sufficient outward looking;
- deliberate use of regeneration activities to produce good relations outcomes was welcomed, and while some good practice in this was observed, the opportunities to do this had not been fully grasped. Reasons why included challenges for public service providers (perceived as "working in silos") and good relations practitioners (perceived as "gatekeepers protecting their territory");
- the high number of interventions were taking place with limited co-ordination. Some opportunities for longer term strategic thinking were observed (e.g. SLIG and some Neighbourhood Renewal processes) however these were considered the minority. The analysis suggests this issue is connected to limitations on policy led strategic approaches to this issue. Without such a framework in place, longer term transformative efforts would be difficult to support;
- limited consideration has been given to value for money in this field. One study using a Social Return on Investment approach was applied to a mobile phone network which highlighted an impressive return on investment in terms of savings to public agencies. However no single approach has been developed and agreed which could be applied for interface interventions overall. Our observations on value for money include:
 - the interventions are additional to what would have happened without funding;
 - according to the OFMDFM indicators fatalities and injuries have been reduced. While it is not possible to prove cause and effect, it is reasonable to assume that a small number of lives have been saved;
 - while difficult to attribute directly to individual interventions, the range of interventions have contributed to a reduction in assaults, security related

incidents and criminal damage offences, which all have a positive direct economic impact (via cost savings to public agencies);

- at a more strategic level, the development of relationships and management of tensions has potentially limited instability within the wider peace process, with consequent benefits for the wider Northern Ireland economy.

While Peace III interface interventions are at an earlier stage, emerging evidence indicated contribution towards the following:

- reduction in tension at targeted interfaces;
- increased cross community contact and engagement in cross community networks;
- increased respect for communities own traditions and cultures; and
- young people constructively engaged in understanding and respecting different cultures.

8.4. Strategic Analysis: How to Develop and Improve the Strategic Approach to Interface Interventions

Section 6 took the assessment of effectiveness and provided an analysis of how a strategic approach to interface interventions could be developed, so that collective efforts were more effective.

The analysis proposed a pathway to a position where interventions make a demonstrable impact on the quality of life and good relations experienced among communities located at or near interfaces. The pathway leads towards regeneration activity which integrates 'relationship building'. Alongside this there remains a need to retain a capacity, tailored to need, which can respond to heightened tension or conflict at the interface.

The analysis has highlighted the following features:

- setting the vision: Setting the vision is important for understanding what success looks like and setting the long term direction;
- defining interface areas: there are various options for identifying such areas (e.g. super output areas with interfaces in them, geographical zoning or applying a more pragmatic 'interface lens' (e.g. where could people come from to access a service – is there an interface within this area?);
- who needs to be involved: there are roles for political leaders (regional and local), community leaders, statutory bodies and private sector. On the statutory agency side there is need for leadership and an integrated approach. BCC has a political legitimacy to lead the urban agenda and would appear well placed to take a leading role. However it is recognised without RPA this is arguably more difficult (e.g. regeneration and planning functions are remaining with other Departments). A key question is how can various statutory agencies be mandated to co-operate (e.g. co-operation on resource planning) when previous efforts at moral exhortation have had mixed success;
- a combination of interventions are needed. We suggest a broad categorisation of:
 - community safety initiatives;
 - community / social interventions;
 - economic and education interventions; and
 - shared space interventions.

Within each of these there a range of more detailed programmes. While not a simple continuum it may be valuable to map out a range of programmes from managerial to transformational, including projects which remove the physical barriers or demonstrate

the absence of mental barriers. A greater understanding of this should assist in improved targeting of interventions at specific interface areas.

- The analysis has identified a number of guiding principles to frame the pathway toward integration of good relation outcomes within regeneration activity:
 - meaningful community engagement;
 - permission of key players;
 - an agreed vision;
 - a culture of funder co-ordination;
 - a culture of accountability;
 - ownership of indicators;
 - integration of outcome indicators in planning and performance systems;
 - indicators should be understood as interconnected;
 - 'traditional' quality of life / regeneration indicators should continue to be measured alongside proposed quality of life – good relations indicators;
 - inter-community activity should be the norm;
 - interface issues cannot be solved at the interface alone;
 - the approach should be underpinned by sustainability principles; and
 - a culture of learning.

8.5. Strategic Analysis: How to Better Measure and Demonstrate Effectiveness

There is increasing pressure to demonstrate that public resources are used in the most efficient and effective way. In our retrospective assessment of the interventions identified within the scoping study (2007-08) we observed inconsistent evaluation approaches and data and an under-developed approach to considering value for money.

In response to these limitations and to the shift in agenda from a narrow good relations approach to a broader transformative approach (regeneration integrating relationship building) it is important to improve the ability to assess progress.

A key question to be determined in relation to measuring effectiveness is 'what does success look like?' The analysis proposes long term success is the sustained transformation of interface areas which will facilitate removal of interface barriers. In reaching this long-term overarching objective it is important to measure and monitor interface communities' economic, social and environmental capability. These are transformational qualities which should be measured as well as more typical good relations indicators.

We recommend 15 indicators (one long-term overarching indicator and 14 thematic indicators). Further refinement may be required both in the indicators and potentially in the number of indicators. Table 8.1 presents an overview of indicators.

Table 8.1: Overview of Indicators

Long term Overarching Indicator
<ul style="list-style-type: none"> • Reduction in number of interfaces
Community Cohesion Indicators
<ul style="list-style-type: none"> • Percentage of local residents who would define the neighbourhood they live in as a 'shared' space; • Estimates of 'social assets' within neighbourhoods in relation to social capacity (bonding, bridging and linking) social capability; • Percentage of people who believe that relations between Protestants and Catholics will be better / worse in 5 years time; and • Percentage of local residents in favour of the wall coming down now / in the future.
Community Safety Indicators
<ul style="list-style-type: none"> • Number of criminal damage offences with a hate crime motivation; and • Percentage of local residents surveyed who said that they feel 'very unsafe' at night (a) outside (b) in home.
Connectivity Indicators
<ul style="list-style-type: none"> • The percentage of local residents who think they are well connected to other areas of the city; and • The percentage of the local resident population who are comfortable travelling across the interface for work, socialising or accessing services.
Economy Indicator
<ul style="list-style-type: none"> • Proportion of people who would avoid work in a mainly Catholic / Protestant area when applying for a job.
Health Indicator
<ul style="list-style-type: none"> • The percentage of the local resident population who are comfortable accessing health services across the interface
Housing Indicator
<ul style="list-style-type: none"> • Number of homes purchased by the NIHE because of sectarian intimidation of the occupants; and • Evidence of sharing across and between communities at neighbourhoods at / near the interface e.g. signed up to Shared Neighbourhood Charter.
Young People
<ul style="list-style-type: none"> • Percentage of young people who worry about being threatened or assaulted due to religion, race or skin colour; and • Percentage of young people who worry about being threatened by paramilitaries.

For some indicators data sources are in place (e.g. BCC resident's survey, PSNI crime statistics etc). For others they are not. Where this is the case we have highlighted options for data capture.

8.6. Looking Forward: Further Strategic Actions to be Developed

We identify the following issues for consideration by BCC:

- Developing the approach
 - During the next tranche of Peace III funding (2010-2013) can the opportunity be taken to integrate the disciplines linked to regeneration within Peace funded interface projects. For example this could include the regeneration, economic development and planning functions. In the absence of RPA this could pilot approaches to integrated working and governance. This may be particularly relevant considering CSI's reference to a "cross-cutting programme with Departments, agencies and the community;
 - Can funders currently investing in interface interventions work more smartly through better co-ordination? In particular how are they planning and preparing for a smaller pot of funding? there is a significant challenge when Peace funding completes. In addition International Fund for Ireland funding is due to complete in 2013, with The Atlantic Philanthropies due to 'spend-down' by 2016. This is a significant challenge for those with responsibility for interface areas, not least in the wider context of public spending cuts;
 - How can BCC in its role vis-a-vis Peace III and via its wider functions facilitate longer term approaches. For example can it continue support for exemplar projects during the 2010-2013 period, so that where there is evidence of good initial work, and continued demonstrable need, the project can be refined and built upon. As this and previous research has found, short-term initiatives rarely transform deep-seated issues; and
 - The Council and partners should continue to develop understanding on interfaces in order to best plan and target resources – both the nature (managerial or transformative) and content of the interventions (e.g. safety, community / social, economic, education).
- Applying the right indicators of success:
 - How do you view the value of the indicators put forward in Section 7 compared to the Peace III indicators? Our research has made clear how sustained transformation requires interface areas to be considered more holistically. This approach also tracks evidence against a broader range of BCC's corporate goals. While it is important to align indicators with Peace III requirements, the approach put forward in Section 7 may help BCC understand the value of investment and effort in interface areas more clearly. Looking forward to 2010-2013 funding could the Peace III funded interventions demonstrate this? For example can data be (or are data already being) collected from current interface projects which demonstrate impact on indicators which integrate both regeneration and good relations outcomes; and
 - The indicator framework proposed in Section 7, and its associated rationale, should also be used in informing the CSI consultation process, in particular with reference to propose indicators.
- Developing understanding of value for money:
 - There needs to be further development of approaches to assessing value for money for investment in interface areas. This is necessary both to help identify and explain effectiveness of funding (e.g. so that a funder can say "we spent this amount of money and this is the difference it made") and to make the case for further investment in this time of economic constraint. The need to make the case both economically as well as morally will undoubtedly heighten, and is a challenge funders, especially

those with statutory obligations need to respond to. As this issue is relevant to all funders, it should be taken forward in a co-ordinated manner. A starting point could be a round-table discussion amongst funders to discuss whether the social return on investment approach would be a credible and acceptable vehicle.

8.7. An Opportunity to Test the Learning

- one recommendation for the Peace III Partnership and BCC to consider is whether there is a specific opportunity (or opportunities) in the 2010-2013 funding to develop and pilot delivery of regeneration activity in interface areas, applying the approach and indicators (or an appropriate sample of indicators) put forward in Sections 6 and 7;
- we envisage piloting of a project, which integrates a two strand approach around a 'live' example of an interface regeneration project broadly in line with the 'Pathway' illustrated in Section 6.1. There are currently several 'live' projects in interface areas within Belfast which could be chosen. We suggest such a project be developed around the following elements:
 - one strand would be BCC led (likely the Good Relations Unit), engaging Council officials across existing service delivery lines (good relations, community development, economic development etc.) with other non-local government public bodies as necessary (e.g. regeneration, planning, schools, transport). Delivery of regeneration initiatives across interface areas with the objective of sustained transformation and measurement of progress using the indicators of Section 7 could have the following benefits:
 - development of inter-disciplinary working practices across various BCC teams and other public bodies and across key approaches (e.g. Local area working, Total Place);
 - embedding of relationship building aims (and understanding the value of relationship building) in the mind-set of regeneration, economic development, planning practitioners etc; and
 - testing of how the proposed indicators can be integrated into BCC's strategic planning and performance management system. On one level this is a process issue, testing the practicalities of corporate planning and measurement. At a second level this will help demonstrate the value and contribution of sustained transformation of interfaces to a range of BCC's corporate goals – creating evidence and space for advocating continued attention and focus on transformation of interface areas post 2013 and completion of Peace III funding.
 - the second strand would include an invitation for development of proposals to design and develop approaches aligned to the framework of indicators (Section 7) and key principles (Section 6.4). A process for integration with the BCC led strand described above should be central to the proposal. The development and refinement of existing good relations and / or regeneration initiatives in the identified 'live' interface area (s) should be welcomed. This approach offers the following benefits:
 - it would integrate a range of voluntary, community and regeneration agents into the development and testing of thinking;
 - it would inform the approach from different perspectives (e.g. community grassroots perspective) – giving an opportunity to understand and learn lessons from the increasingly holistic approach;
 - identify what permissions, skills and capacities outside of the statutory sector are required for the approach to work;
 - it offers an opportunity to build upon and refine existing best practice initiatives with a view to them becoming exemplars offering strategic learning for other interface areas;

- both strands could focus on the same 'live' example (or examples) of an interface regeneration project. The expectation would be the application of the framework of indicators and principles would help integrate the overall approach, as well as developing the new mindset (the transformative regeneration approach integrating relationship building) across the various stakeholders; and
- this is a difficult and challenging issue for all concerned parties. It is not going to be resolved quickly or easily. When applying new approaches there is a need to continually observe, learn and respond to new lessons.

Appendix One

Project Steering Group

The following organisations have been represented at Steering Group meetings:

Belfast City Council

Belfast Interface Project

Belfast Regeneration Office

Community Relations Council

Community Foundation Northern Ireland

North Belfast Community Action Unit

Northern Ireland Housing Executive

Northern Ireland Office

Please note the Steering Group oversaw the Phase One scoping study and consultation programme.

Appendix Two

Funding organisations included within the initial scoping exercise in Phase One.

- The Atlantic Philanthropies;
- Belfast City Council (BCC);
- Belfast Regeneration Office (BRO);
- Community Foundation for Northern Ireland (CFNI);
- Community Relations Council (CRC);
- Department for Foreign Affairs (DFA);
- International Fund for Ireland (IFI);
- North Belfast Community Action Unit (NBCAU);
- Northern Ireland Housing Executive (Shared Neighbourhood Programme);
- Special European Union Programmes Body (SEUPB).

Appendix Three

The research has had face to face consultations with the following people / organisations.

Marie-Therese McGivern	Belfast City Council
Siobhan Watson	Belfast City Council
Barbary Cooke	Belfast City Council
Sharon MacNicholl	Belfast City Council
Chris O'Halloran	Belfast Interface Project
Jean Brown	Suffolk Community Forum
Ken Orr	Donegall Pass Community Forum
John McQuillan	CROWN project
Katie Hanlon	Ballynafeigh Community Development Association
Duncan Morrow	Community Relations Council
Elma Newberry	East Belfast Partnership Board
Donal McKinney	Falls Community Council
Sylvia Gordon	Groundwork NI
Caroline Bloomfield	Health Action Zone
Two sessions with the Interface Working Group*	Interface Working Group
Mike Morrissey	Independent Consultant
John Loughran / Sean Brennan	Intercomm
Deidre Crawford	NIHE
Richard Irwin	OFMDFM (formerly NBCAU)
ACC Alastair Finlay	PSNI
Dr Brendan Murtagh	Queens University Belfast
Mary McKee	Strategic Investment Board
Padraic Quirk	The Atlantic Philanthropies

*The Interface Working Group is a CRC led Working Group comprising primarily of statutory sector bodies with interest and responsibility for interfaces.

Appendix Four

Geographical clusters contained within the ICR / BIP research.

- Suffolk / Lenadoon (6 barriers);
- Upper Springfield Road (6 barriers);
- Falls Shankill divide (9 barriers);
- The Village (3 barriers);
- Ormeau Road (4 barriers);
- Short Strand (9 barriers);
- Inner Ring area (7 barriers);
- Duncairn Gardens (7 barriers);
- Limestone Road (6 barriers);
- Dunmore – Mid-Skegoneill (4 barriers);
- Whitewell Road area (6 barriers);
- Girdwood – Lower Oldpark – Manor Street (2 barriers);
- Torrens (3 barriers);
- Crumlin Road – Ardoyne (11 barriers); and
- Ligoniel (2 barriers).