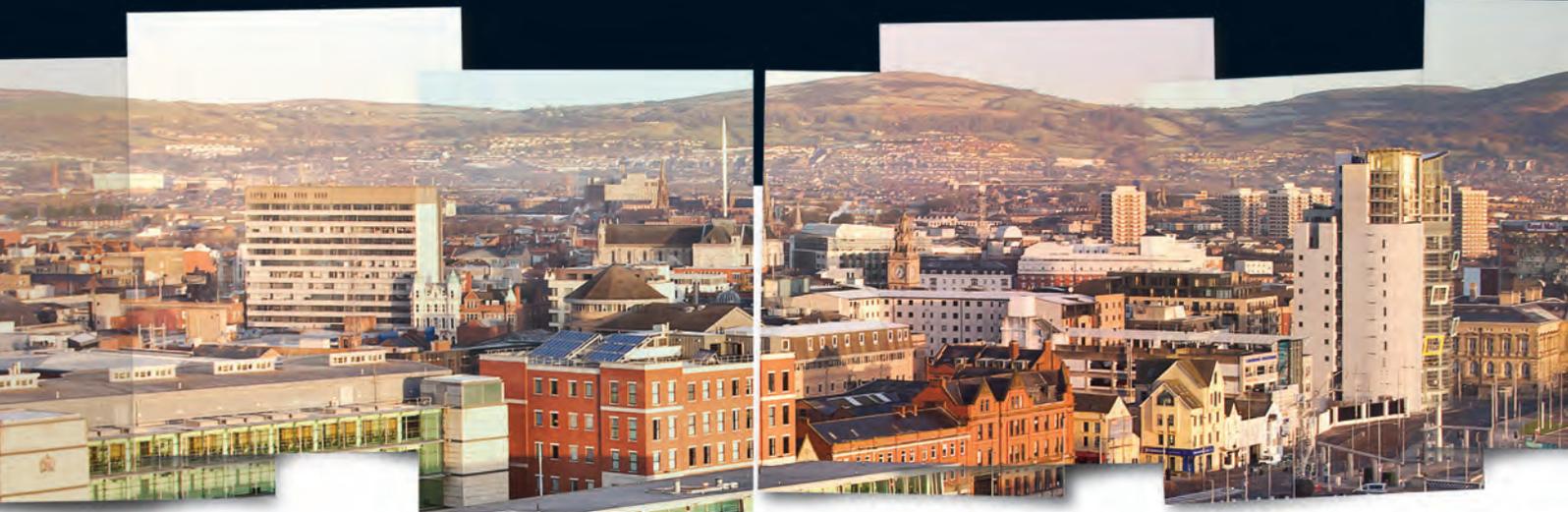




PEACE III

PEACE III Programme for Northern Ireland and the Border Counties 2007-2013



The Belfast PEACE III Plan 2011 - 2013



European Union
European Regional
Development Fund
Investing in your future



Contents

1. Preface	2
2. Executive Summary	2
3. Introduction	4
Development of Phase II Local Action Plan 2011-2013	4
Role of Good Relations Partnership	4
Plan Development and Consultation Process	8
Guiding Principles	10
Cross Border Dimension	11
Equality	11
Sustainable Development	12
Impact on Poverty	12
Partnership	12
4. Area Profile	14
5. Area SWOT Analysis	19
6. Vision, Aims and Objectives	22
7. Options Appraisal	24
8. Summary of Programmes and Projects for Phase II	27
9. Managing the Plan	38
Monitoring and Evaluation – the Aid for Peace methodology	38
Proposed Indicators	38
Risk	39
Financial Reporting	40
Resources and Delivery Approach	41

1. Preface

This document sets out the approach to the implementation of Phase II of the Belfast Peace and Reconciliation Action Plan, hereafter the PEACE III Plan, within the Belfast Local Government District. The main aims of the PEACE III Programme are to reinforce progress towards a peaceful and stable society and to promote reconciliation by assisting operations and projects which help to reconcile communities and contribute towards a shared society for everyone.

Under Priority 1 of the Programme: Reconciling Communities, local authorities have developed local action plans to build positive relations at the local level. Over £6 million of European Regional Development Funding has already been committed to Belfast under Phase 1 of the Programme. The aim is to build positive relations at the local level and tackle sectarian and racist attitudes with a focus on conflict resolution and mediation at the local community level. The Good Relations Partnership has been brought together to oversee the local action plan with Belfast City Council as Lead Partner for development and implementation of the plan.

2. Executive Summary

The Plan was drawn up in accordance with detailed SEUPB guidelines and further guidance received from the Consortium. The actions included are complementary and add value to our current programme of good relations work in the city.

Belfast City Council will be the lead partner in this Peace Plan, which covers the administrative area of the Council. A profile of the administrative area, with an analysis of the local social and economic situation is included which identifies ongoing sectarianism and racism as critical challenges for the city.

The Plan draws attention to the need for tolerance, respect for diversity and inclusion, as these are the key to the future success of Belfast as a city in a competitive global economy. Division, intolerance and mistrust have hindered the potential of our city and must be addressed if Belfast is to become a prosperous European capital.

The Plan is structured around four themes, all informed by the concept of shared space.

- securing shared city space
- transforming contested space
- developing shared cultural space
- building shared organisational space

A number of specific actions and projects are set out under each of these themes which directly address the issue of sectarianism that has been a major blight on life in Belfast for so many years. Apart from the direct costs of the conflict, sectarianism has resulted in many indirect costs, including ongoing division and tension, segregated patterns of housing and schooling and separation in many areas of social and community life as well as inhibiting the development of the city as a modern European capital, attractive to visitors and investors.

The related issue of racism has also become more apparent in recent years, partly as the demography of the city changes. The programmes and projects contained within this plan will help tackle both sectarianism and racism and promote the vision of a better Belfast for everyone.

Programmes and projects have been designed with the broader strategic context in mind and represent a collaborative approach to building peace and reconciliation at a city-wide level.

The Good Relations Partnership, made up of elected Councillors along with representatives from the voluntary sector, community sector, major statutory agencies, trade unions, business sector, churches, minority ethnic and minority faith groups, will oversee the implementation of the plan as they have done under the current Phase. In this they will be supported by dedicated staff from the Good Relations Unit and where required, specialist guidance from city council staff to ensure compliance with the regulatory requirements under EU and national law. A robust monitoring and evaluation framework is in place to ensure timely delivery, quality programmes and achievement of desired outputs and outcomes.

The Council's proposals to build positive relationships and to reduce levels of sectarianism and racism in Belfast have been welcomed and generally endorsed through a recent comprehensive public consultation process. The results of the consultation process have informed the content of this plan and consultation and engagement will continue through project initiation, development, delivery and closure stages. The Plan was endorsed by the Good Relations Partnership at its meeting of 12th September 2011 and Council's principal committee, the Strategic Policy and Resources Committee on 23rd September 2011.

3. Introduction

Development of Phase II Local Action Plan 2011-2013

Belfast City Council was invited to develop a plan for Phase II of the PEACE III Programme for submission to the SEUPB by 17 September 2010. The Priority 1.1 plans must be led by local authorities on a partnership basis and must demonstrate:

- Due regard to the leadership role of local authorities;
- A clearly developed active partnership approach;
- Identification of strategic approaches to local issues;
- Management capacity;
- A review of the Phase I Action Plans (2007-2011);
- Robust consultation;
- Complementarity with statutory provision and other Peace III plans and projects supported under the PEACE Programme;
- Contribution to the cross cutting themes of cross border co-operation; equality; sustainable development and impact on poverty.

Role of Good Relations Partnership

Since 2002, the Council has co-operated and partnered with a range of other agencies in the city in examining and tackling the issues that cause division. From the outset, we acknowledged that social divisions in Belfast were deep-rooted and that it would require a joint approach from a number of agencies, both statutory and voluntary, to effect change in our city and address issues such as sectarianism and racism.

We have formed a successful partnership with the other major local statutory bodies, developing the first Good Relations Plan for Belfast. We have involved a number of Chief Executives in discussions about broader good relations issues at a policy level. Together, our work in this area was cited as “an excellent model” of practice in the Government’s ‘A Shared Future Policy and Strategic Framework for Good Relations in Northern Ireland’ (2005).

The Good Relations Partnership is comprised of 22 Members with cross party representation from elected Members of Belfast City Council and representation from the community and voluntary sector, faith groups in the city, business and trades unions.

The Good Relations Partnership is responsible for managing and administering the funding available to Belfast through the Peace III Programme. The Partnership is formally established as a Working Group of the Council’s Strategic Policy and Resources Committee.

A specific Partnership Agreement has been put in place to cover the administration of Peace III funding in Belfast. This states that the Partnership shall have responsibility for endorsing the local action plan, for overseeing its development and delivery, for establishing the criteria to be used in determining applications for funding and for approving funding applications.

Members of the Partnership are required to act as representatives for the various sectors from which they have been nominated or selected and will be expected to

report regularly to their 'constituents', to ensure good ongoing feedback, consultation, and accountability.

Membership of the Partnership has changed over the phase I period due to rotation of representation from faith groups. The composition of the Partnership will be reviewed over the course of Phase II. Current membership is as follows:

Elected members of Belfast City Council	Maire Hendron (Chair) Conor Maskey (Deputy Chair) Tim Attwood John Kyle Lee Reynolds Bob Stoker
Statutory agencies	Jennifer Hawthorne (NIHE) Department for Social Development, Belfast Regeneration Office
Trade unions	Peter Bunting (ICTU) Paddy Mackel (BTC)
Private business sector	Rory Galway (Shorts Bombardier) Belfast Chamber of Commerce, City Centre Management
Churches and faith Groups, voluntary and community sector, BME representatives	Michele Marken Patrick Scott Archdeacon Barry Dodds Reverend Lesley Carroll Ugur Tok Sean Brennan May de Silva Angila Chada

Review of Phase I Activity

There were 23 programmes and 58 locally led projects under the first phase of the Programme working under the following four themes.

Shared City Space

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

Transforming Contested Spaces

To reduce intercommunity tensions and conflict and to support the integrated regeneration of those communities at the interface, having dealt with the legacies of conflict

Shared Cultural Space

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

Shared Organisational Space

To build and sustain institutions which are fair and accessible to all, are committed to change through dialogue and in which every citizen knows they are represented and can participate

To date the plan has seen over 12,000 participants on various programmes and projects and over 60,000 people attending events supported through the programme.

The programme has significantly exceeded its key targets around participation and partnership as can be seen from the table below;

Indicator	Target	Progress to Date
Programmes and projects	22	22 Strategic programmes and 58 grant aided projects
Number of Participants	2,500	12,000+
Participation by ethnic minorities	5%	10%
Participation of young people	40%	54% of participants are under 25
No of organisations working in partnership on PIII Plan programmes	24	81 organisations involved in formal partnership working

Based upon analysis of the qualitative data available to date the current programmes have made significant progress in achieving the desired outcomes set out in the original plan developed in 2008. These include:

- Protection and growth of existing shared areas;
- Good practice models developed for replication;
- Arterial routes enhanced as shared accessible safe spaces with reduction in manifestations of sectarianism and racism;
- Improved cross border relations;
- Increased sharing and interaction in Council open spaces;
- Reduction in tension at targeted interfaces;
- Improved coherence and co-ordination in public policy approach and Increased co-operation between agencies;
- Availability of mediation resources;
- Increased cross-community contact and engagement in cross community networks;
- Decrease in incidents at bonfire sites and anti social behaviour;
- Increased respect for communities own traditions and cultures;
- Increased co-operation between faith groups, churches and congregations;
- Increased cross border contacts and relationships
- Improved employability;
- Young people constructively engaged in understanding and respecting different cultures;
- Improved services for migrant workers and increased capacity in the bBlack or minority ethnic sector.

In addition to lead organisations delivering projects we have identified over 600 other groups and organisations involved in projects as stakeholders. Outputs from the programme include over 80 publications and thousands of individual training sessions. 41 posts have been created or supported within projects under this current phase.

In line with SEUPB guidance, the Aid for Peace framework has been utilised with the development of each project carefully monitored so that the approach stayed relevant to the identified need assessed at application stage. This robust framework also introduced the principles of project management to many of the groups who received small grants, with an increased emphasis on project planning, monitoring and evaluation.

- At pre-contract stage the application and the relevance of the actions were updated and SMART objectives defined.
- The role of planning to the successful delivery of the project was also emphasised
- Projects received monitoring visits at least once per quarter or monthly in case of partner led and commissioned projects, when aspects of both financial and non-financial monitoring were discussed.
- Clear communication with projects leads identified the diverse range of skills and capacity to manage ERDF funding.
- A number of networking events when the need for collaborative working both within the community and voluntary sector and on an inter-sector was identified.
- An extensive stakeholder analysis revealed the geographic and thematic links (and gaps) throughout the sector
- Each project committed to the objectives of the PEACE III plan and new networks were established

Plan Development and Consultation Process

Prior to the formal invitation to develop the phase II plan the Good Relations Partnership considered key issues and possible responses at review sessions in September 2009 and in February 2010.

At these review sessions Partnership members identified a number of up-and-coming issues of significance and potential responses as follows:

Issues Raised	Proposed Response
Disaffected youth; especially males (16 – 24 years of age)	<ul style="list-style-type: none"> • Providing more access to employment • Promoting good relations from 'early years' stage • Work more closely with relevant stakeholders;
Territorialism (impacting on the image of the City as open and attractive)	<ul style="list-style-type: none"> • Build leadership and citizenship (open and shared space) • Myth busting • Community integration programme • Increasing connectivity and mobility between neighbourhoods
RPA, community planning and new boundaries or areas	<ul style="list-style-type: none"> • Leadership training and engaging with new Councillors • Community engagement and transformation (wider community not just community leaders) • Service delivery models which promote interaction and good relations
Changing political landscape	<ul style="list-style-type: none"> • Adapting to new policies whether Conservatives, Labour or others in power • Contingency to cope with tightening and frightening public expenditure rounds
Mobility i.e. increased or stabilised migrant population	<ul style="list-style-type: none"> • Community integration and cohesion programme

It was also noted that the local action plan still needs to take account of the legacy of the conflict and that victims, historical and inter-generational issues still exist and need to be addressed. This will require increased collaboration with other organisations and projects under different strands of the PEACE III in particular those regional projects supported under Priority 1.1 (Regional). Consultation is continuing with these projects to ensure complementarity.

Networking and information sessions were held with project leads funded under the programme in April 2010 where issues around implementation of Phase II and potential projects were discussed.

Following meetings of the Good Relations Partnership in May and June a consultation document outlining issues and proposed responses was prepared by the Good Relations Unit. This consultation document was available on council's website from 9th July and was publicised through social media channels and in the local press. Articles were published on Grant Tracker and the Community Arts Forum websites. A link to the consultation document was issued to over 650 groups on our Good Relations and PEACE III mailing lists.

Four public meetings were held in Belfast in July and August. We have responded to additional requests for outreach meetings with various sectoral interests, to ensure that our proposals were in line with the needs and expectations of the voluntary and community sector in Belfast.

The interagency panel and the Equality Consultative Forum established by Belfast City Council's Good Relations Unit were also consulted.

The consultation document was accessed 1566 times in July and 966 times in August 2010 via the Council's website.

80 people from 44 different organisations (voluntary, private and statutory) attended meetings.

27 written responses were received. A summary assessment of written responses is provided below:

Question	Agree	Disagree	No response
Agree with Overall Themes	20	2	5
Cover Issues You expect	18	4	5
Agree with projects City Space	14	4	9
Agree with projects Contested Space	16	3	8
Agree with projects Cultural space	18	3	6

Emerging Issues

Points made during the public meetings were as follows:

- Need for a more joined up approach between statutory bodies in adopting an outcomes based approach to work within local communities;
- Recognition of the impact of ex-prisoners and paramilitaries within local communities;
- No specific focus on women in the proposed programmes;
- Recognition of the scope and scale of good work in the voluntary and community sector and the need for resources to be made available to keep this work going;
- The need for phase II of the plan to build upon the work achieved to date under phase I and the need for increased communications and networking between all project delivery partners;
- The need to ensure that the programmes and projects are clearly distinctive as Peace and Reconciliation projects.

Of the 27 written responses 5 were from either single issue or umbrella groups providing services primarily for women. A common theme through the responses of these groups was the desire for the programme and proposed projects to engage with women and women's groups and to ensure that barriers to participation of women

were identified and addressed. A number of the respondents referred to the apparent lack of statutory involvement in the programme.

A number of organisations raised the benefit of there being linkages between projects working on a thematic basis or in similar areas e.g. interface work and mediation; community cohesion networks; regeneration work; youth engagement and tension monitoring; community arts projects and support for festivals etc.

The responses on the whole reflected sectoral interests i.e. respondents associated with arts and culture felt there should be changes in budget to reflect importance of arts and culture, respondents with closer connections to counselling and mediation wanted such services to be included throughout the programme not just in a specific project that stood apart from other elements within the plan. Women's groups responded that there was a need for greater inclusion of, and regard given to, the role of women in developing the programme.

A common theme was the need to develop programmes and projects that were both sustainable particularly once the PEACE III Programme ends and capable of making a real difference to people's lives individually, as communities and within the physical environment.

Response to Consultation

As a result of the consultation process the Good Relations Partnership approved the following responses:

- consultation continues with key stakeholders for further programme and project development
- consideration be given to thematic and sectoral working groups to enhance communications and to ensure joined up approach in project development and delivery.
- equality screening be carried out on all identified programmes and projects.
- further engagement with identified organisations within the Women's sector to ensure barriers to participation are identified and removed.

Individual programme and project proposals were reviewed in the light of comments received.

Guiding Principles

The Council's own Good Relations Strategy states that we "will encourage and support good relations between all citizens, promoting fair treatment, understanding and respect for people of all cultures". The principle of equality of opportunity underpins the Council's approach to all good relations issues; there can be no good relations without equality.

We are committed to supporting the principles of equity, diversity and interdependence in a pro-active manner and aim to mainstream these concepts into all of our activities, policies, structures and procedures. Recognising that diverse groups are interdependent and basing relationships amongst them on agreed principles of fairness and equality is an essential foundation for our good relations work in Belfast. Implementation of the plan will adhere to Council's values which

require a focus on the needs of customers, ensuring value for money and continuous improvement in services; the encouragement of joint working in a culture of respect and fairness.

The Council's commitment to promoting equality of opportunity, achieving sustainable development, targeting areas of deprivation and working in partnership with others are well known and integrated into all our activities.

Cross Border Dimension

POBAL (formerly Border Action) has developed a "Cross Border Framework" which outlines a number of stages of cross border work. Cross border peace and reconciliation work may take place at one or more of the following levels:

- Level Zero: Considering building cross border relationships
- Level One: Developing Cross Border Relationships
- Level Two: Joint Cross Border Actions and Co-operation
- Level Three: Addressing Core Conflict Issues
- Level Four: Sustainable and Strategic Cross Border Development

All of the programmes and project proposals contained in the Phase II Plan would be classed as Level 0 or Level 1 at this stage with further scope for collaboration and information sharing following consultation with SEUPB, CRC and POBAL and other key stakeholders such as existing cross border PEACE III Partnerships.

Equality

Section 75 of the Northern Ireland Act 1998 requires the Council, in carrying out all its functions, powers and duties, to have due regard to the need to promote equality of opportunity between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation; between men and women generally; between persons with a disability and persons without; and between persons with dependants and persons without.

The Act also requires the Council, in carrying out its functions, to have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or racial group.

The Council's Equality Scheme, which details how the Council will fulfil its duties, was approved in April 2001. A part of that Equality Scheme was the production of a Good Relations Strategy. The Council's Good Relations Strategy was prepared and adopted in February 2003; it was commended as a model of good practice in the Shared Future document by the Office of the First Minister and Deputy First Minister.

As these recommendations are based on Section 75(2), the Phase II Plan is focused on the three dimensions associated with this Section and, since it aims to promote good relations positively between people of different religious belief, political opinion or racial group, is likely to have a differential but positive impact in terms of all three dimensions.

Under the Disability Discrimination Act 1995 (DDA), (as amended by the Disability Discrimination (Northern Ireland) Order 2006) (DDO), from 1 January 2007, public authorities, when carrying out their functions must have due regard to the need to:

- promote positive attitudes towards disabled people; and
- encourage participation by disabled people in public life.

These duties are referred to as the 'disability duties'. Council's Equality Toolkit and Reference Guide provide details on accessibility to services through event management, travel and accessibility, amongst others.

Sustainable Development

Sustainability is about balancing our social and economic needs, with the need to protect our environment and its resources. It involves meeting the demands of today's population, without compromising the quality of life of future generations. The programmes and projects within the Phase II local action plan will be designed, developed and delivered within this context and in accordance with council's Sustainable Development Action Plan. This will include adherence to environmental purchasing policies; energy and carbon management within offices; efforts to ensure waste reduction and recycling and promotion of the sustainability message.

With regard to sustainability the Good Relations Partnership has already identified the issue of identifying and mainstreaming good practice wherever possible. This is reflected through the actions which will be partner led but will be developed through inter-sectoral participation and representation. Utilisation of the Aid for Peace Framework should deliver outcomes which are more sustainable as a result of the intervention.

Impact on Poverty

The proposed programmes and projects complement the Anti-Poverty and Social Inclusion Strategy and current proposals for neighbourhood renewal. Threat and fear are major deterrents to attracting highly skilled and mobile investment and labour as are any impediments to mobility, free movement and environmental degradation or urban blight in the city. Labour mobility is critical in reinforcing peace in the city and the wider region as is promoting Belfast as an attractive global city where its resident talent pool is able to move freely and safely, as well as attracting the best international employers to the city and increased numbers of visitors with a corresponding beneficial impact upon local communities through increased investment and visitor spend.

Partnership

Council is committed to partnership working and Active partnerships will be encouraged in the open call for grants while partnership working will be the default position for all proposed programmes and projects. This will be evident not only from the role of the Good Relations Partnership but also from an increased focus on collaborative interagency working, encouragement of consortia and partnerships under the strategic grants programme and continuous community consultation and engagement.

Target Groups and Areas

The SEUPB guidelines for PEACE III highlight certain target groups and beneficiaries, namely:

- victims of the conflict
- displaced people, who have moved because of violence or from interface areas
- people who have been excluded or marginalised from economic, social and civil networks as a result of problems related to sectarianism, racism and the conflict, to include, *inter alia*, a focus on young people, women and older people
- former members of the security and ancillary services
- ex-prisoners and their families
- public, private and voluntary sector organisations and their staff who have a contribution to make towards developing a shared society.

The SEUPB guidelines also highlight certain target areas, which show the effects of conflict or community polarisation as a result of the conflict, including:

- sectarian interface areas where segregation, inter-community conflict and dispute is high and community relations are correspondingly poor
- disadvantaged areas suffering the effects of physical dereliction as a consequence of the conflict
- areas that have experienced high levels of sectarian and racial crimes, incidents and tensions
- areas where social and economic development has been inhibited by the conflict and problems of exclusion and marginalisation exist, illustrated by low levels of income, skills and qualifications.

We will ensure that the programmes and projects under Phase II will be focused on these groups and areas. We will continue to work closely with other agencies, such as the Community Relations Council, NI Housing Executive and Health Trusts *inter alia*, to ensure that the effectiveness of programmes and projects is maximised and that the needs of target areas and target groups are met.

4. Area Profile

The social divisions that exist in Northern Ireland are most evident in Belfast and segregation defines many aspects of life in our city. Although the Council has begun work to address these divisive issues, the Council will appreciate the substantial additional funding offered under Peace III to support our efforts and effect major change in our society.

We would point out that, during the conflict of the past 30 years, Belfast was the seat of the most intensive violence in NI and suffered disproportionately as a result. Problems of security, crime, community relations and racist incidents, are particularly acute in Belfast and have had a consequent impact on mutual suspicion and fear.

Between 1969 and 1999 Belfast, with less than 20% of the population, suffered more than 40% of all security-related fatalities and a proportionate share of security-related injuries in NI. The most obvious effect of this violent history has been increasing residential polarisation as people seek the safety of their own kind. More than 50% of the city's population now lives in segregated wards that are either 90% Protestant or 90% Catholic community background. Segregation in public housing is virtually complete in Belfast.

Belfast's social divisions and levels of segregation are marked at all levels and are often manifest in physical form – e.g. interfaces, murals, flags, kerb painting etc. Belfast has more physically defined interfaces than any other Council in NI (over 70% of the total). Segregated neighbourhoods live cheek-by-jowl on either side of interfaces or peacewalls, which are often flashpoints for inter-community violence which may result from wider social tensions.

The impact of violence results in multiple costs for the city. There is evidence to suggest that individuals forego employment opportunities and access to services, including social services, in areas which they perceive to be dominated by the 'other'. Investment decisions in the city are often consciously and unconsciously shaped by the dynamics of divisions and the legacy of violence.

Levels of tolerance are low and community attitudes are insular. Successive survey results indicate how political developments (good and bad) have a substantial impact on how one community views the other. Local research highlights mutual fear and suspicion, with identities asserted defensively and via exclusion rather than openly and via engagement.

Belfast's population has been in gradual but persistent decline from a historic high of over 400,000 before World War One. According to mid year estimates for 2008, Belfast has a population of 268,323, which represents 15.1% of Northern Ireland's total population of 1,775,003. After a period of sustained population loss Belfast's population has recently begun to stabilise. Between 2004 and 2008 the city lost only 0.6% of its population compared to a loss of almost 12% in the previous 20 years. The population density of Belfast is 2,447 persons per km². The population of the wider Belfast Metropolitan Area (BMA) is 650,958. Over 60% of Belfast's total population are of working age and 19.5% of the population is under 16 years old. (Source: NISRA, 2008)

The demography of Belfast has become more diverse very rapidly in recent years, accompanied by an unfortunate growth in racially-motivated incidents and attacks. When the Peace III programme closes in 2013, our ethnic mix will probably have

further altered with further challenges for inclusion and race relations. Although such changes are taking place across the EU, there are additional challenges for Belfast given our legacies of acute territorialism and inter-communal antagonism.

The development of Belfast as the region's capital city is inhibited by the 'diseconomies of division'. Conflict and division affect the city's image as an investment location. Considerable resources applied to deal with security issues could be devoted to urban regeneration or social need. Public services and amenities face the extra cost of the duplication of services and parallel delivery. The segmentation of both housing and labour markets reduces choice and the efficiency of the operation. In summary, there are significant economic, as well as human and social, costs in a divided city.

While Belfast is the capital city and regional driver of NI, it is worth bearing in mind some of the key challenges that it faces:

- high levels of long term unemployment and economic inactivity (35% economic inactivity)
- low levels of business birth-rates – 4.5% of adult resident population in Belfast are engaged in enterprise activity as measured by GEM (lowest in NI)
- 72% of all public sector jobs in NI are located in Belfast, which hampers the growth of the private sector
- 38% of all jobs in Belfast are in the public sector
- the fracturing of neighbourhoods within the city centre
- high levels of multiple deprivation - 8 of Belfast's wards are in the top 10 most deprived in NI
- 41.8% of citizens aged 16-74 possess no qualifications.

On average, 40% of violent conflicts across the world which have ended, re-start within 10 years¹. A large part of this is due to a lack of understanding by a new generation who did not directly experience the full effects of conflict but feel disillusioned by the slow pace of change. Nowhere in Northern Ireland is this more evident than in Belfast, where so-called recreational rioting occurs, there is restricted mobility and inter-communal tensions continue.

During the conflict of the past 30 years, Belfast was the seat of the most intensive violence in NI and suffered disproportionately as a result. There is extensive evidence of residential segregation, mutual hostility at its many interfaces and ongoing low-level violence. Problems of security, crime, community relations and racist incidents, are particularly acute in Belfast and have had a consequent impact on mutual suspicion and fear.

Belfast contains the highest number of sectarian interface areas in NI where segregation remains high and inter-community tensions are reducing, but continuing. There are 88 built interface barriers in Belfast. Since 1994, ten barriers have been erected and another 12 heightened, lengthened or extended in Belfast. The barriers in Belfast exist in all sections of the city, but especially in north and west Belfast².

Fundamentally, segregation has significant costs in the city. This includes the distortion of labour markets, the inefficient use of services and facilities, significant

¹ Collier, P. (2006) *Post-Conflict Risks* University of Oxford www.csae.ox.ac.uk/workingpapers/pdfs/2006-12text.pdf

² Community Relations Council (2009) *Towards Sustainable Security: Interface Barriers and the Legacy of Segregation in Belfast*

urban blight and poverty. The 'diseconomies of segregation' are borne disproportionately by the most disadvantaged communities.

There is evidence to suggest that individuals forego employment opportunities and access to services, including social services, in areas which they perceive to be dominated by the 'other'.³ This serves to further isolate and marginalise communities in areas already seriously disadvantaged by under-investment, poor levels of health, educational under-achievement and environmental dereliction.

The highly segregated nature of Belfast is obvious as expressions of community identity are often expressed in highly visible ways – e.g. murals, kerb painting, or the flying of flags.

Flag flying has been a feature of Belfast for many years and it is still common to see flags flying on lampposts for many months until they have become tattered and torn, particularly in loyalist areas. There are obvious chill factors associated with such marking of territory and evidence from a recent survey indicates that flags and murals potentially have a detrimental effect on the economy of local areas. Responses indicate that although a good proportion of people from the 'other' community are deterred from shopping in areas with flags and emblems, a substantial proportion of the 'same' community are also less willing to shop there – indicating that political symbols act as a more general commercial disincentive⁴.

Physical and psychological barriers at the interfaces between the segregated communities, makes travel around parts of the city difficult and resulting in people avoiding certain areas perceived to be unsafe, freezing current land use patterns and making the creation of shared spaces more difficult.

The recent fluctuations in the housing market in Belfast have resulted in a shortage of affordable housing and community fragmentation in some areas. It has also led to difficulties for those few areas regarded as 'mixed' in retaining their character. Economic investment in the city has been uneven and private developers and private investments have played a role in changing the face of the city.

Levels of tolerance are low and community attitudes continue to be insular. Successive survey results⁵ indicate how political developments (good and bad) have a substantial impact on how one community views the other. Large numbers of people continue to live parallel lives, with minimal inter-community contact and little knowledge about the other community.

Over recent years, Belfast has experienced a marked increase in levels of inward migration. Unfortunately this has also been accompanied by a sharp rise in racially-motivated incidents and attacks. Although the issue of migration is one affecting all parts of the EU, there are additional challenges for Belfast given our legacies of bitter inter-communal antagonism and acute territorialism. The economic downturn has highlighted the need for signposting to support and advisory services for new citizens of Belfast as well as the need to work to address myths re migrant workers in relation to jobs, benefits etc.

All of this projects a negative backdrop as Belfast presents itself as an outward looking and modern location for living, investment and tourism. There is a clear desire

³ *A Policy Agenda for the Interface*, C. O'Halloran, P. Shirlow and B. Murtagh, Belfast Interface Project, 2004

⁴ Dr. Dominic Bryan, research for the NI Life and Times Survey, 2007

⁵ *NI Life and Times Surveys*, www.ark.ac.uk

to build a vision of a shared and better future between local communities in the city as we enter the next phase, moving from conflict management to city transformation.

If we are to transform our city, the building of relationships requires communities to create new lines of contact and develop meaningful engagement and interaction with one another. It is critical that we move from a model of safety and security guaranteed by 'containment' and by locating all services within communities, to a model of 'mobility' where people can freely travel to and safely access services beyond their immediate locality. Importantly, we need to increase people's confidence and perceptions of safety in accessing services beyond their traditional comfort zone. Historically in the city, we have dual-provided services at considerable cost. While this was necessary in order to deliver services safely for a time, this is not sustainable in a reducing public funding situation and where citizens are rightly demanding the best value for money.

While the removal of interface barriers is critical to the success of Belfast, it also presents an enormous threat to those who feel most protected by their existence. By promoting connections to safe and affordable access to shared spaces and high-quality services, community interaction will increase and therefore suspicion and mistrust will diminish. Ultimately, it is hoped that safety and security in Belfast will only truly be guaranteed through interaction rather than hard physical measures such as barriers.

Health and well-being are inextricably linked to community cohesion. Health tends to decline (with premature mortality and increased morbidity, particularly in stress related conditions) in communities where levels of interaction are low and where people feel insecure. Where conditions are favourable, community cohesion increases social capital and reduces health inequalities and this in turn improves community cohesion to complete a virtuous circle.⁶ It is essential that service providers in Belfast seek to maximise the opportunities for new bridging capital to be developed, especially in those neighbourhoods most deeply affected by the conflict and segregation, and to fundamentally improve the quality of life in those areas.

Unsurprisingly, evidence suggests that service usage is highly dependent upon the perceptions of the community 'ownership' of the location in which the facility is situated. It is critical that statutory agencies enable interaction and services which are located in attractive shared spaces. There is advantage to developing service centres along the borders of segregated areas, particularly on arterial routes with good transport connections. Bold, well-planned and well-designed location choices, such as the re-developed Carlisle Circus Health Centre, have proved to increase accessibility and in time, may facilitate increased interaction between users.

Generally, there is a growing openness to the concept of shared space and an increased recognition amongst providers and users that duplication of services is an inefficient and unsustainable method of delivery. This is particularly pressing in the face of significant public funding cuts and an increased drive for efficiencies. Unsurprisingly, safety remains a key concern. The promotion of sharing in public spaces would also ease the pressure on the mixing in residential areas.

The significance of transport and connectivity is paramount in terms of promoting access to shared spaces in the city – whether this is services, jobs or leisure opportunities. There is a need to comprehensively plan a safe 'path network' (public

⁶ Lawrence, A. (2009) *Better Together: A guide for people in the health service on how to help build more cohesive communities* Institute of Community Cohesion

transport, cycle ways and pedestrian routes) between sites of employment, leisure and services in the city, as well as ensure individual safety at the destination.

Re-connecting the city of Belfast is critical to its success as a cohesive and competitive city – Belfast as ‘One City’. While there has been much progress in the city centre, there are still areas of deprivation which have not been able to access the opportunities afforded by peace. It is essential that we maximise the routes to and from the city centre, so that surrounding neighbourhoods are able to easily get into the economic heart of the city.

Economic competitiveness is also promoted through social and environmental competitiveness. In an ever-changing, global environment, cities need to be vibrant, attractive places to live, work and invest in. Modern cities must be socially and economically stable as well as inter-connected, dynamic and attractive to investors. Social capital theory highlights that the health of any society is influenced not only by the measurement of tangibles, but by the quality of relationships that allow free transactions in community life.

The proposed programmes and projects for the plan have been selected to reflect the needs of Belfast in terms of improving relationships and tackling prejudice, both sectarian and racist, to allow the city to be successful in a competitive economy.

5. Area SWOT Analysis

Based upon the preceding analysis of the issues and continuing challenges a summary of the key strengths, weaknesses, opportunities and threats is provided.

Strengths	Weaknesses
<p>Experience of delivering Phase I Peace III</p> <p>Build on extensive network of partnership relationships that developed during Phase 1</p> <p>Experience of Good Relations Partnership in managing delivery of programme</p> <p>Build on good practice and lessons learned in Phase One</p> <p>OFDPM Cohesion, Sharing and Integration (CSI) Consultation Exercise raising issues addressed in Belfast PEACE III Plan</p> <p>Well established policies and procedures for administering the plan developed</p> <p>Well developed prospective partners and community groups with experience of EU funding</p> <p>Cross party political commitment to Good Relations Strategy</p>	<p>Uncertainty of local government finances and detrimental affect cuts may have in the city</p> <p>Weariness of community sector in devising and developing new initiatives</p> <p>Lack of resources</p> <p>Administrative costs with regard to compliance with EU regulations</p>
Opportunities	Threats
<p>Emergence of CSI Strategy</p> <p>Developing sectoral groups in community sector i.e. Youth Forum, Migrant Forum, Equality Forum</p> <p>Increased capacity within community for mediation and training</p> <p>Community Plans and community dialogue networks established</p> <p>Increased co-operation between citizens at interface areas</p> <p>Increased awareness of benefits of cultural diversity</p> <p>Better developed, used city spaces</p>	<p>Increased levels of violence particularly at interface areas including increase in dissident activity.</p> <p>Continued high levels of sectarian and racial tensions in areas of the city.</p> <p>Downturn in economic prosperity and possibility increased social disorder and marginalisation.</p> <p>Possibility of reduced public spending in community facilities and community development</p>

Based upon the preceding analysis of the issues and continuing challenges a summary analysis of social, technological, environmental, economic, political, legal and ethical considerations (STEEPLE) is provided below.

Social
Demographic change in local communities as a result of inward migration. Growing focus on reducing health inequalities through comprehensive health and wellbeing agenda; changing work patterns; rising unemployment particularly among young people; ageing population.
Technological
Scope for increased use of social networking media to facilitate information sharing and enhance communications and build networks and partnerships. Data protection and security issues arising from collection and storage of data.
Environmental
Scope to enhance access to natural environment within city and in immediate surroundings. Need to consider impact of climate on programme activity e.g. flooding etc. Similarly public health preventative measures put in place e.g. anticipated influenza pandemic can impact upon programme activities and participation rates.
Economic
Impact of economic downturn 07-08 and particularly the deficit reduction measures announced as part of the 2010 Comprehensive Spending Review. Budgets and cash flow spends need to be as accurate as possible in an age of higher costs and diminishing funds. Bad forecasting may undermine short term tactical or long term strategic planning. Need to ensure that inward investment and tourism bring benefits to local communities within the city.
Political
Impact of deficit reduction measures on local, national and European political scene. Impact of 2011 local and assembly elections. EU Priorities post Lisbon Agenda.
Legal
Need to comply with Public Contracts Regulations and consider the impact of ongoing case law in procurement. Changes to policies and procedures on equality screening and impact assessment. Compliance with EU Structural Fund Regulations
Ethical
In exercising civic leadership it is incumbent upon Council to promote and uphold the highest ethical and moral standards. Need to ensure confidentiality while maintaining clear accountability and transparency in processes and decision making.

Summary Statement of Need

The key issues that need to be addressed can be categorised as “people” issues or “place” issues;

(i) People

- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.
- Need to tackle the costs of segregation – distortion in labour markets; inefficient use and delivery of services and facilities;
- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the “other”;
- need to tackle patterns of territoriality and aggressive cultural expression and promote positive cultural expression;
- need to tackle low levels of educational attainment and skills development particularly for young people in disadvantaged communities
- need for increased collaboration and development of new models of service delivery .

(ii) Place

- Need to tackle the issue of improving the physical environment or reduce divisions in the physical environment and increase shared enjoyment and ownership of public spaces through engaging communities and enabling them to shape their local area and tackle urban blight.
- Need to tackle continued residential segregation;
- Need to reduce hostility and tensions around interfaces;
- Need to tackle continued sectarian and racist motivated violence and intimidation.
- Need to address the continued presence of physical barriers impairing mobility and regeneration efforts;
- need to move from conflict management to city transformation including rebranding of Belfast as attractive for inward investment; tourism etc;

6. Vision, Aims and Objectives

Vision for the City

The vision is of a city where sustained progress on peacebuilding and reconciliation has enabled a more stable, tolerant, fair and pluralist society, where individuality is respected and diversity is celebrated

By 2015 the PEACE III investment will have demonstrably made Belfast a better place for everyone. The programmes and projects undertaken as part of the Local Action Plan will have assisted in the process of creating a city that is vibrant and prosperous, attractive and clean, safe and secure, where there is equality of treatment and opportunity for everyone with good relations between all citizens, where quality of life improves continuously, where the decisions that are made reflect what is best for this and future generations, where customer focused council and public services are provided fairly, where all organisations work in partnership for the common goal of a better society and with a strong cultural life.

Structure of the Plan

It is proposed that the four themes under Phase I be retained for the implementation of the Phase II Plan and to retain the principle of shared space. It is important to understand that 'shared space' is not neutral space; it is a place where identity can be expressed in an open and non-hostile environment. Shared space should be

- **Welcoming** - where people feel secure to take part in unfamiliar interactions, and increase an overall sense of shared experience and community
- **Accessible** - well-connected in terms of transport and pedestrian links within a network of similar spaces across the city and managed to promote maximum participation by all communities
- **Good quality** - attractive, high quality unique services and well-designed buildings and spaces
- **Safe** - for all persons and groups, which are trusted by both locals and visitors.

This approach has been adopted following consideration of the issue by the Good Relations Partnership and has been endorsed by the majority of consultation responses.

These principles underpin the development of shared space in Belfast and should be reflected in the design, programming and management of project activity.

The four aims of the plan and specific objectives are set out below:

1. Securing shared city space - 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:

- To work with key partners in the city to secure and manage public spaces and develop integrated mechanisms to protect their shared nature.
- To undertake work on primary routes, and recreational facilities to ensure they are accessible to all, to promote community engagement and bridging capital and improve quality of life.
- To provide support for communities that are currently mixed to secure community cohesion through interaction on a series of inter-generational health and wellbeing programmes.

2. Transforming contested space - 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:

- To support the reduction and removal of barriers and support the regeneration of interface areas of the city.
- To undertake work on tension monitoring around interfaces and to reduce the impact and incidence of community tensions with a focus on tackling manifestations of sectarianism and racism.
- To support long-term engagement with young people at flashpoint areas.

3. Developing shared cultural space - 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:

- To support quality contact and understanding of expressions of different cultural identities for the purposes of building respect and sustainable relationships with a focus on early tears intervention.
- 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.

4. Building Shared Organisational Space - 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:

- To build the capacity of organisations in relation to the appreciation of diversity and the promotion of tolerance, mediation and conflict resolution and to support collaborative working between organisations.
- To support collaborative working in peace building and reconciliation initiatives.

7. Options Appraisal

Stakeholder Analysis

The following is a summary of key stakeholders and their interest in the programme.

Stakeholder	Interest
Residents	Improved quality of life, minimal rate burden
Elected Members	local responses; co-ordination, value for money, equitable distribution of resources; input
Good Relations Partnership Members	local responses; co-ordination, value for money, equitable distribution of resources; input
SEUPB	delivery of Phase II, potential to inform regional strategy; bold and innovative actions; cross border aspect
Community and Voluntary Sector	opportunities to access resources, improved relationship with central and local government
Statutory Agencies	Complementarity
Central Govt	achievement of PfG objectives
European Commission	quality programmes; acknowledgement of European Dimension; legacy and transferral of learning and good practice
Currently funded projects and programmes	continuation funding; mainstreaming of projects; reduced bureaucracy

Under the terms of Council's current Letter of Offer expenditure is recouped on the basis of actual cost and that proposals exceeding £500K are subject to independent Green Book appraisal with final approval of the business case required from the Department of Finance and Personnel.

Option 1 - Roll Over of Current Themes

This option would see the continuation of the current themes within the Phase I plan with a broadly similar mix of delivery mechanisms and funding allocation. Programming within the existing themes could be focused on landmark anniversaries within the programming period e.g. 2012 or upon further consultation and engagement work around regenerating interface areas and delivery of services.

Delivery options would be developed following consultation with council departments; Partnership Members and other key stakeholders. There is scope for bringing additional organisations onto the Good Relations Partnership to deliver key programmes if this is felt practical and desirable.

In addition a comprehensive mainstreaming strategy would be put in place to ensure smooth exit from PEACE III administration; ongoing policy development and identification of practical ways of continuing good practice.

It is proposed that the existing small grants fund would remain at approximately £1 million but with the upper limit of grant aid raised to £125,000. This would allow for a significantly reduced number of grant aided projects which would assist with administration of the programme. This approach is further supported by the response following consultation with projects in April and May 2010 regarding an increase in the upper limit for grants.

Option 2 – Focus on Capital Programming

This option would see the alignment of the local action plan with suitable elements within the current capital programme such as parks and open spaces; pitches strategy; safety; environment and economy. This would ensure the strategic fit with Council corporate priorities as well as demonstrate the mainstreaming of peacebuilding and reconciliation and conflict transformation principles. Under this option a number of capital projects would be identified across the city to be taken forward with design and build costs included in the Phase II Plan.

In order to ensure a clear focus on the desired peace and reconciliation outcomes this option would include associated programmes in line with the principles of shared space adopted by council i.e. there would be a meaningful focus upon peace and reconciliation in the design, programming and management of these projects. For example each anchor capital project would be enhanced by complementary projects and programmes either bought in or delivered by Council staff, in the following areas:

- Design - eg planning for real workshops or design competitions
- Programming - good relations; diversity training and awareness; cultural events; shared space events; linked grants programme
- Management – resident surveys; user groups; customer insight and stakeholder engagement

This option would include low cost, high impact schemes such as environmental improvement work based around arterial routes and enhanced and refocused marketing and communications work.

Delivery within the programme period would be challenging for any proposed capital projects particularly if there were likely to be significant delays due to community and political consultation, the planning process or land acquisition, clearance or preparation.

Option 3 - Roll over of some Programmes within current themes and some Capital Enhancement.

This option involves a mix of programmes continued from Phase I along with some capital work derived from the current Capital Programme. Those programmes carried over would be reviewed and refined in order to support and complement the proposed capital projects. As in Option 2 this option would include low cost, high impact schemes such as environmental improvement work based around arterial routes and enhanced and refocused marketing and communications work.

As in Option 1 delivery options would be reviewed following consultation with council departments; Partnership Members and other key stakeholders with scope for bringing additional organisations onto the Good Relations Partnership to deliver key programmes if thought desirable and practical.

Again as in Option 1 it is proposed that the existing small grants fund would continue but with the upper limit of grant aid raised to £125,000.

Costs, Benefits, Risks

A summary of costs, benefits and risks associated with each option is presented below:

	Option 1	Option 2	Option 3
Costs	Programme costs; costs of reviewing composition of GRP and identifying or co-opting appropriate delivery partners.	Capital costs; programming costs; whole life costs not recoupable as asset life beyond the funding period; financial charges; debt interest and loan charges are ineligible costs	Capital costs; programming costs; costs of reviewing composition of GRP and identifying or co-opting appropriate delivery partners.
Benefits	Critical mass achieved with significant positive outcomes achieved, good practice identified and mainstreamed, real change delivered	Creation of quality shared space, new change model for regeneration in Belfast, clear legacy, increased usage of facilities; improved service delivery; clear contribution to council priorities	High quality programme and projects with significant reach, strong partnership working, high participation rates, significant outcomes under key themes; creation of new shared space as a legacy.
Risks	Diminishing returns from continued investment in similar programmes.	Reputational risk - enhancement elements seen as an add-on;	Disconnect between capital and revenue elements due to silo working; different timeframes
	Insufficient development of innovative and bold approaches to challenges.	Risk of decommitment of funding if projects not completed on time due to planning delays etc	Risk of decommitment of funding if projects not completed on time due to planning delays etc

Preferred Option

Following consideration of the strategic fit including identified need, fit with PEACE specific criteria and corporate priorities; affordability and achievability issues such as availability of other funding sources; whole life costs; delivery options and funding period along with a consideration of the summary stakeholder analysis Option 3 is considered the preferred option as the basis of the Phase II action plan.

8. Summary of Programmes and Projects for Phase II

Complementarity

The Plan has been developed to be complementary to our current work on community and race relations in Belfast and to add value to our existing local programme. The Plan is also complementary to other broader government regional policies and strategic initiatives including A Shared Future, the Racial Equality Strategy, Section 75 of the NI Act 1998, the Anti-Poverty and Social Inclusion Strategy, and neighbourhood renewal.

Work will continue on liaison with organisations and projects under different strands of the PEACE III in particular other local action plans, those regional projects supported under Priority 1.1 (Regional) and relevant projects funded under other strands of PEACE III. In addition information on grant applications and details of funded projects has been distributed widely to other funding bodies to ensure improved information sharing and communications. Project leads and stakeholders have been mapped geographically across the city and this information has also been widely disseminated via publications and website. The Good Relations Unit Manager sits on the Board of the Community Relations Council and chairs their grant making committee. Liaison will continue with Special EU Programmes Body, Government departments and the International Fund for Ireland. The work will complement ongoing Good Relations activity in Belfast.

Council has developed an extensive database of services delivered within neighbourhoods in Belfast as part of the local area working programme. This database of service providers will assist in the ongoing project development process. In addition the Growing a Shared City Project led by Belfast City Council and funded under Priority 2.2 of the PEACE III Programme will complement the planned programmes and projects particularly through identification of good practice models and mainstreaming opportunities.

Summary of Phase II Projects

Shared City Space

- (1) Community Cohesion Networks
- (2) City of Neighbourhoods - Health and Wellbeing

Transforming Contested Space

- (3) Promoting the Positive Expression of Cultural Heritage
- (4) Belfast Tension Monitoring Project
- (5) Youth Engagement Programme

Shared Cultural Space

- (6) Migrant and Minority Ethnic Project
- (7) City of Festivals
- (8) Creative Legacies Programme
- (9) Roots of Empathy

Shared Organisational Space

- (10) Strategic Grants Programme

(1) Community Cohesion Networks

Indicative Budget: £150,000

Identified Need

- Need to tackle the issue of improving the physical environment or reduce divisions in the physical environment and increase shared enjoyment and ownership of public spaces through engaging communities and enabling them to shape their local area and tackle urban blight.
- Need to tackle continued residential segregation;
- Need to move from conflict management to city transformation including rebranding of Belfast as attractive for inward investment; tourism etc;

This project is a continuation of work under Phase I.

The Housing Executive's existing Shared Neighbourhood Programme currently engages with areas that are currently mixed in order to protect their character and secure their shared status. Building on Phase I this project would aim to develop further shared local area networks in areas that are not currently shared but which could be developed in a 'sharing between neighbourhoods' model that aims to diffuse tensions at segregated locations and promote community cohesion. The Programme would continue:

- to develop Local Area Networks where people choose to live with others regardless of their religion or race, in a neighbourhood that is safe and welcoming to all, and threatening to no-one.
- to sustain meaningful dialogue and communication between and within communities.
- to support the Local Area Networks (LAN) in environmentally re-imagining each area through active community participation.
- to support the Local Area Networks (LAN) in delivering programmes targeted specifically at young people that will promote social inclusion at grass roots level thus developing active participation for those most marginalised within the community.

(2) City of Neighbourhoods through health and well-being

Identified Need

- Need for increased collaboration and development of new models of service delivery
- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.
- Need to tackle the costs of segregation – distortion in labour markets; inefficient use and delivery of services and facilities;
- Need to tackle the issue of improving the physical environment or reduce divisions in the physical environment and increase shared enjoyment and ownership of public spaces through engaging communities and enabling them to shape their local area and tackle urban blight.
- Need to tackle patterns of territoriality and aggressive cultural expression and promote positive cultural expression.

Indicative Budget: £151,000

The aim of the project is to employ a balance of community gardening and community programming to engage targeted groups, in particular young people and older people, to promoting anti-sectarianism and anti-racism, whilst at the same time addressing health and wellbeing. These approaches which have already been successfully piloted in Phase 1 of the Belfast Peace and Reconciliation Action Plan will be utilised to ensure the effectiveness of the project.

It is proposed that this will be achieved through -

A series of inter-generational programmes to promote anti-sectarianism and anti-racism using sport and horticulture.

The key objectives of the project are as follows:

- To demonstrate to all participants that community gardens successfully promote sharing, interaction and tolerance between and across different communities and groups across Belfast through the development and use of the gardens as shared spaces and cross-generation learning environments.
- Delivery of a 'Respect through Sport' programme for young people, across four leisure centres, using sport and physical activity as a vehicle for developing awareness and understanding of community diversity and the consequences of anti-social behaviour relating to sectarianism and racism (the Parks and Leisure Department has already successfully delivered the Respect through Sport programme across two leisure centres providing a valuable basis for planning and delivery of the new programme)
- Delivery of an inter-generational programme, across five community gardens, using horticulture and wellbeing as a vehicle for developing awareness and understanding of community diversity and the consequences of anti-social behaviour relating to sectarianism and racism
- Up to 400 young people participating in 'Respect through Sport' programmes
- Over 250 people participating in inter-generational horticulture and wellbeing programmes.

(3) Promoting Positive Expressions of Cultural Heritage

Identified Need

- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the "other";
- Need to tackle patterns of territoriality and aggressive cultural expression and promote positive cultural expression;
- Need for increased collaboration and development of new models of service delivery.
- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.
- Need to reduce hostility and tensions around interfaces;
- Need to tackle continued sectarian and racist motivated violence and intimidation, e.g. rioting.
- Need to tackle the issue of improving the physical environment or reduce divisions in the physical environment and increase shared enjoyment and ownership of public spaces through engaging communities and enabling them to shape their local area and tackle urban blight.

Indicative Budget: £300,000

This project aims to support communities in the positive celebration of their cultural heritage and identity and to promote their neighbourhood as open and welcoming to all visitors. Specific objectives are:

- To support local community led cultural networks, through effective partnerships with civic bodies, in developing good practice regarding contested space in order to reduce manifestations of sectarianism or racism and patterns of territoriality i.e. murals, flags, bonfires.
- To work directly with and support local communities to facilitate positive improvements in their cultural expression and heritage in areas such as bonfires, community art, flags and emblems
- To provide statutory agencies with an effective locally based mechanism of engagement with communities to address perceived negative physical cultural manifestations.
- To develop a framework for the celebration of identity and heritage in open and welcoming neighbourhoods across the city.

The main medium through which this will be achieved will be through the creation of a number of locally based cultural networks. Each network will develop a locally appropriate vision, mission and plan to deal with local issues such as bonfires, murals, flags, graffiti and physical barriers – in line with the objectives of the Belfast Peace Plan.

Each network will be resourced with part-time coordination of one and a half days per month, programme materials, capacity building costs, training costs and project activity costs. The programme will be managed and mentored throughout by a suitable community based organisation that will assist the networks in their development and in the delivery of the local action plan. Representatives from the networks will also share good practice and network on issues concerning cultural celebrations.

(4) Belfast Sectarian & Racism Tension Monitoring and Response Project

Indicative Budget: £602,000

Identified Need

- Need to reduce hostility and tensions around interfaces;
- Need to tackle continued sectarian and racist motivated violence and intimidation.
- need to move from conflict management to city transformation including rebranding of Belfast as attractive for inward investment; tourism etc;
- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the “other”;
- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.

The primary purpose of tension monitoring is to reduce the impact and number of actual or potential community tensions at the interface and across neighbourhoods in the city. This project is based on a strategy of establishing a multi-agency approach to improve communication, information sharing and community engagement to manage

and respond rapidly to community tensions before they rise to such an extent that it results in unrest and violence. It seeks to:

Coordinate a multi-sectoral approach to monitoring and responding to identified community tensions and delivering targeted responses that reduce or minimise the impact and number of community tensions, before they get out of control.

Provide a process whereby quantitative and qualitative information is collated and analysed to inform understanding of community tensions.

Engage with relevant communities and partners, in particular those from minority, underrepresented and at risk groups such as areas affected by sectarian and interface violence, disability groups, LGBT groups and minority ethnic groups.

The project would support a monitoring process and a rapid intervention approach within neighbourhoods through the strategic coordination and deployment of resources at times of increased tension or crisis. There are still areas within the city dealing with inter-communal tensions on a daily basis – through youth-led violence at the interface, race relations issues or significant anniversary or commemorative events.

This project will enable and support communities to better manage and reduce tensions, through the deployment of a community support team to provide reassurance and the delivery of positive interventions that have been shown to reduce community tensions. In order to reduce the incidence of tensions, a number of partner organisations will support reporting of crime, services for victims and witnesses and liaison with service providers.

The project will collate information on community tensions and develop action plans where it is determined that tensions are at levels that might lead to hate incidents or crime. It will promote Belfast as a Shared City Space by reducing tensions in areas that may be at risk of violence or a breakdown in community relations and cohesion. The project is collaborative in that it will bring together statutory, voluntary and community organisations and seek to build a sustainable capacity to reduce the incidence of tensions over time.

(5) Youth Engagement Programme

Indicative Budget: £850,000

Identified Need

- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.
- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the “other”;
- need to tackle patterns of territoriality and aggressive cultural expression and promote positive cultural expression;
- need to tackle low levels of educational attainment and skills development particularly for young people in disadvantaged communities
- need for increased collaboration and development of new models of service delivery .
- Need to reduce hostility and tensions around interfaces;

- Need to tackle continued sectarian and racist motivated violence and intimidation.

This programme aims to improve the quality of life for communities in interface areas by working with marginalised young people in a partnership programme which provides hope and purpose and diverts involvement in gang or paramilitary activity.

In Belfast there is deemed to be a huge gap in engaging with young people, especially those at risk from continued paramilitary involvement as we emerge from conflict. Improving the quality of life within some communities and the attractiveness of Belfast in terms of investment and tourism will require continued effort to address 'residual' conflict issues which manifest in ongoing paramilitary activity, sectarian violence and so-called "recreational rioting".

The proposal is based on a successful partnership approach to address criminal and anti-social behaviour in Birmingham as part of the 'Total Place' pilot in the city. The lessons learned from the project have been documented extensively. This proposal seeks to adapt this model for a city emerging from sustained violent conflict and to apply the model in interface areas in Belfast.

The proposed programme would engage with 'hard to reach' young people involved in, or on the periphery of, local paramilitary or gang activity to reduce incidents of violence and create alternative pathways to improve their life chances.

- to deter involvement in gang, dissident or paramilitary activity
- to influence young people's attitudes to violence and sectarianism
- to address mental health issues including youth suicide (potentially connected to a society emerging from conflict)
- to develop community resolution of and resilience to gang violence and rioting.

Activities will involve a range of interventions including:

- Assertive outreach which groups of hard to reach young people by a team of highly skilled staff
- Mentoring programmes
- Connections to schools, training providers and probation services
- Targeted responses for families at critical times in family's or wider social circle's life, for example conviction to or release from custody
- Targeted responses for communities at critical times, for example, commemorations, parades, protests.
- Development of inter-agency strategies to sustain long term disengagement from gang and paramilitary activity
- Creation of an agreed comprehensive framework of interventions to reduce violence.

(6) Migrant and Minority Ethnic Project

Indicative Budget: £150,000

Identified Need

- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.

- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the “other”;
- Need for increased collaboration and development of new models of service delivery.

This is a continuation of Phase I project. The budget is reduced as some elements from Phase I have already been mainstreamed while costs of forum development e.g. action planning etc not required in Phase II.

The aim of the migrant and minority ethnic project is to:

- Improve interagency cooperation within Belfast in addressing issues facing migrant and minority ethnic communities
- Improve awareness of migrant worker and minority ethnic issues within the Council
- Work with other Council departments to improve delivery of services to minority ethnic communities
- Support the development of community led initiatives that generate understanding and collaboration between new and host communities
- Support migrant and minority ethnic communities to settle and support settled communities to adapt to change in their community
- Support the employment related needs of migrant workers through a Cross-Border support programme.

Council has established a Migrant Forum in Phase I to encourage inter-agency cooperation in addressing issues facing migrant communities in Belfast. This Forum has established a local action plan for Belfast on issues relating to migration. Work in phase I also includes a cross-border Trade Union employment advice programme; migration awareness training and diversity programme delivered within and outside the Council and a training for trainers programme to encourage a wider roll-out of the migration awareness training.

(7) City of Festivals

Indicative Budget: £350,000

Identified Need

- Need for increased collaboration and development of new models of service delivery.
- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the “other”;
- Need to tackle patterns of territoriality and aggressive cultural expression and promote positive cultural expression;
- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.
- Need to move from conflict management to city transformation including rebranding of Belfast as attractive for inward investment; tourism etc

This is a continuation of Phase I activity.

The vision for City of Festivals II programme is to deliver a high profile, city wide, shared cultural space programme in partnership with Belfast City Festival’s Forum.

Key spaces (existing and new) such including City Hall, Custom House Square, North Foreshore, Council's Parks will be utilised to stage cultural programmes which maximise community participation and attendance. With over 100 community based festivals taking place in Belfast every year, the City of Festivals programme will be extended into the 2011 – 2013 period to further support the city in achieving shared cultural space agenda.

2012 represents an important year for the city in that it will see the Titanic centenary, a number of major capital projects coming on stream and the London Olympics. The Peace III support will allow communities across the city to engage in the 2012 celebrations and instil confidence and pride across the city, regardless of direct association to Titanic or Olympics.

The City of Festivals Phase II programme will enhance and share cultural space through the provision of a wide range of vibrant, open and welcoming festivals, celebrating, engaging and promote local cultures and communities.

The programme incorporates five project strands under a total budget of £300,000:

- Grant scheme for large festivals: £210,000
- Management contract to support the development of small to medium community festivals: £50,000
- To fund part-time post of 18.5 hours per week over 18 months: £15,000
- Communications (advertisements; advice clinics; marketing): £5,000
- Festivals Forum support for cross-border networking, skills development and audience development: £20,000

(8) Creative Legacies

Indicative Budget: £300,000

Identified Need

- Need for increased collaboration and development of new models of service delivery.
- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the "other";
- Need to tackle patterns of territoriality and aggressive cultural expression and promote positive cultural expression;
- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.
- Need to move from conflict management to city transformation including rebranding of Belfast as attractive for inward investment; tourism etc

This is a continuation of Phase I activity

This project aims to use arts and culture to generate creative responses to Belfast's social and political problems at a local level, helping communities to develop shared cultural spaces and a sense of belonging to an open, welcoming and vibrant city. Creative Legacies II will build on the success of the first phase of Creative Legacies, which was delivered through PEACE III funding in 2009–10. Creative Legacies phase I delivered 10 enhanced development and outreach projects; 6 pieces of public art; 1

piece of research on the impact of arts in communities; and 1 independent evaluation of the programme. To date there have been 1,523 participants and 399 attendees. Approximately 6.7 per cent of participants have been from minority ethnic groups, and 54 per cent have been under 18 years of age.

The need and demand for Creative Legacies Phase II has come from the Creative Legacies Forum and the communities they represent. Phase II has also been shaped and developed by the Forum and, as a result, there is a greater emphasis on partnership working and shared working practice at Forum-level, including training and marketing.

Community arts has an effective track record in addressing social, political and economic problems at a local level. According to the Arts Council of Northern Ireland Art-form Policy, 'Northern Ireland society faces the challenge of creating a shared future based on respect, tolerance, peace and equality. Community Arts plays an important role in understanding the variety of our own identities, celebrating the multiculturalism that exists in Northern Ireland.'

The programme also will include Public Art Projects; Creative Legacies Forum and Training and Skills Development elements.

(9) Roots of Empathy

Indicative Budget: £106,000

Identified Need

- Need for increased collaboration and development of new models of service delivery.
- Need to tackle issue of minimal inter-community contact and corresponding ignorance or negative perceptions of the "other";
- Need to tackle sectarian and racist attitudes and behaviour through increasing understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.

This is a continuation of Phase I activity.

Roots of Empathy (ROE) is an evidence-based not-for-profit programme that has shown a dramatic effect in reducing levels of aggression among school children by raising social or emotional competence and increasing empathy. It is critical that as Belfast emerges from a period of sustained violence, that young people are equipped with the skills and understanding to manage aggression, increase empathy and live in a culture of tolerance and non-violence. The core themes of the project are:

- to engender a positive understanding of diversity
- to teach children to respect one another and to build a culture of caring
- to develop empathy and to enable children to value inclusion
- to value participatory democracy
- non-violence and anti-bullying

The programme will be rolled out in schools across the Belfast City Council area, for children aged 8 or 9 (Primary 5). The reason for the programme being focused on this age group is that according to Queens University, Primary 5 represents the peak age for victimisation in a school setting and it would also complement the start of key

stage 2 in the NI Curriculum (Primary). The programme will run through the academic year.

The programme will be delivered in each school by trained instructors, who will mainly be sourced from the consortia organisations. Each instructor, who may be a health visitor, a classroom assistant, a community worker, a worker with Barnardo's or one of the other partners will undertake four days of intensive training to become certified Roots of Empathy instructors. The programme will include outreach work to ensure that local community representatives avail of opportunities to become trained instructors.

(10) Strategic Grants Programme

Indicative Budget: £1,000,000

It is anticipated that this new programme will build on the success of the Phase I Small Grants programme and aims to provide much needed funding for voluntary and community sector organisations who deliver programmes right at the heart of local communities across the city. It is proposed that the upper limit for small grants is raised which will mean fewer grants but with larger amounts e.g. 8 at £125,000 or 10 at £100,000 etc. As in the first phase consortia applications with a clearly identified lead partner are to be encouraged. The overarching theme of the programme would be that of Shared Organisational Space to promote collaborative working. Projects would focus on the key target groups of the PEACE III Programme which would include youth and early years work with related intergenerational work and projects led by the women's sector. In addition, and arising from public consultation and feedback received the option to include capital elements within grant aided projects will also be considered but only in highly exceptional circumstances where it is clearly demonstrated that the proposed capital investment will contribute to achieving the aims and objectives of the PEACE III Plan.

The purpose of this open call is to identify projects from properly constituted organisations with sound management and good governance arrangements with a track record of successful delivery that:

- demonstrate a meaningful focus on peace and reconciliation;
- demonstrate active partnership in development and delivery of the activity;
- demonstrate robust financial and administration systems;
- complement existing or planned activity in the city with particular reference to partner led projects within the Phase II Plan;
- will take place between 1st April 2012 and 30th September 2013. Activity must begin no later than 30th September 2012.
- Have a robust methodology for monitoring and evaluation of activity in line with the PEACE III Aid for Peace Framework.

The strategic grants programme is aimed at organisations with the management and administrative capacity to deliver large scale projects involving multiple stakeholders. Ideally applicant organisations will have previous experience of managing EU funding and projects will be expected to work closely with other projects supported under the Belfast PEACE III Plan.

Desired outcomes for the strategic grants programme include:

- Increased collaboration and development of new models of service delivery.

- Increased inter-community contact and corresponding improvement in knowledge or perceptions of the “other”;
- Promotion of positive cultural expression;
- Increased understanding, interaction and capacity of individuals and community organisations to deal with and manage differences in more peaceful manner.
- Increased shared enjoyment and ownership of public spaces
- Increased engagement with communities and enabling them to shape their local area and tackle urban blight.
- Reduction in tensions around interfaces;
- Progress towards removal or reduction of physical barriers impairing mobility and regeneration efforts;
- Enhanced opportunities for dialogue and debate on cross community basis
- Enhanced awareness of other cultures and backgrounds among participants
- Increase in the percentage of local residents who would define the neighbourhood they live in as a ‘shared’ space;
- Increase in estimates of ‘social assets’ within neighbourhoods in relation to social capacity (bonding, bridging and linking) social capability;
- Increase in percentage of people who believe that relations between Protestants and Catholics will be better in 5 years time
- Geographic and thematic mapping of activity across city
- Increased co-ordination with other funders.

The fund for the Strategic Grants Programme is approximately £1million. It is anticipated that grants will be made to projects with a budget of between £75,000 and £125,000 that can demonstrate significant peace and reconciliation outcomes. Based upon previous experience under the first phase this is likely to be a very competitive process.

9. Managing the Plan

Monitoring and Evaluation – the Aid for Peace methodology

The Aid for Peace methodology has been incorporated and integrated into the development of the monitoring and evaluation framework for the Belfast Peace and Reconciliation Action Plan. The theoretical basis for the plan derives in part from the social capital model which would incorporate aspects on individual change theory and healthy relationships and connections theory. The four stages of the aids for peace methodology are:

- i. Peace Building Needs Analysis
- ii. Conflict Needs Assessment
- iii. Conflict Risk Assessment
- iv. Peace and Conflict Effects Assessment

The Aid for Peace Methodology requires projects to consider which of the following two theories of change apply to the proposed activities and desired outcomes.

- i. The individual change theory: how will the operation promote change within the local area or region and achieve the operation goals by focusing on attitudes, behaviours and skills of individuals?
- ii. The healthy relationships and connections theory: how will the operation promote change within the local area or region and achieve the operation goals by breaking down isolation, polarization, division and prejudice between or among groups?

The approach taken to implementation of the plan involves adoption of a “do no harm” approach. Activity will encourage participants to take up peace building work on their own initiative through the strategic grants programme and through fostering of participant empowerment generally and it will increase security and perceptions of safety through developing welcoming accessible, good quality and safe shared space with activity under all themes in the local action plan.

The Good Relations Partnership will monitor implementation and progress at their monthly meetings to ensure that delivery is timely; that the planned interventions are of sufficient quality and scope and that good practice is identified and mainstreamed wherever appropriate and relevant to ensure the sustainability and legacy of the interventions.

Monitoring information and data collection will be provided by individual projects and co-ordinated by the PEACE III Team within Belfast City Council. Information will be collated using a pro-forma with electronic records kept on database. Reporting will be through narrative summaries, summary of quantitative data and use of graphical representation where relevant and appropriate. Findings will be analysed by the Peace III Team; Delivery Partners and the Good Relations Partnership. Follow-Up actions will be identified by the PIII Team and Partnership; built into project and stage plans and reported to the Good Relations Partnership with quarterly monitoring returns made to SEUPB.

Proposed Indicators

In line with the Aid for Peace methodology a range of indicators and targets will be developed to measure progress on implementation of the plan and progress towards the desired outcomes. These will cover programme outputs including participation rates and deliverables as well as a mix of place and people related outcomes.

- Number of programmes or projects
- Number of organisations in receipt of grant aid under the Plan
- Number of participants (as defined by SEUPB)
- No of events that address sectarianism and racism or deal with conflict resolution
- Number of reports, films or other deliverables
- Participation of ethnic minorities
- Participation of young people
- No of organisations working in partnership on PEACE III Plan programmes
- No of new partnerships developed relating to PEACE III Plan
- Number of Meetings of Good Relations Partnership
- Number of Best Practice Studies
- 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 or worse in 5 years time; and
- Increase in percentage of local residents in favour of barriers being reduced or brought down
- The percentage of local residents who think they are well connected to other areas of the city;
- The percentage of the local resident population who are comfortable travelling across the interface for work, socialising or accessing services.
- Proportion of people who would avoid work in a mainly Catholic or Protestant area when applying for a job.
- The percentage of the local resident population who are comfortable accessing health services and recreational and sporting facilities across the interface
- Percentage of young people who worry about being threatened or assaulted due to religion or ethnic background
- Percentage of young people who worry about being threatened by paramilitaries

Risk

The Programme has a current risk register and associated action plan which identifies the following risks:

- Non compliance with letter of offer conditions resulting in ineligible expenditure
- Funding does not have an impact on Belfast
- Fraud
- Buy-in from partnership not maintained
- Value for money not achieved
- Budget is exceeded
- Negative Publicity re inequality of spend or contentious decisions
- Delays in assessing and administering grants

These risks are managed through maintenance of risk register and issues log by the PEACE III Team, development of risk action plans and quarterly review by internal audit. Summary reports are prepared for the Good Relations Partnership.

In addition to these risks a review of the evidence from the evaluation of the New Deal for Communities (NDC) Programme has identified “barrier sets” to achieving positive outcome change (ref required). These barrier sets may be useful in considering the issue of risk and are classed as follows:

Managerial Problems – the ability of partnerships to devise and implement plausible programmes; e.g. in recruiting staff; devising appropriate relationships with their accountable body; strategy development process.

The innate complexity of putting communities at the heart of the process, exacerbated by inter and intra-community strife and the contentious role of a small number of activists

Difficulties around partnership working with delivery agencies and difficulties in the relationship between partnerships and central government.

Forthcoming cuts in public expenditure will undoubtedly place strain on communities and the delivery of services and throw up new challenges and priorities.

Financial Reporting

Following guidance from SEUPB on the role of Lead Partner; internal audit findings on the administration of Peace II and advice from Financial Services on good accounting practice and the capabilities of the financial system a coding structure was established for administration of the Peace III funding. This Peace III coding structure is used to produce the following reports:

- on spend as a whole, by theme or by individual project;
- for monthly variance analysis;
- for collation of the revised implementation plan to SEUPB every month;
- to report to the Good Relations Partnership;
- to monitor potential under or overspend to ensure that the n+2 target is being met;
- to check on payments; and
- as supporting documentation in Council's claims for reimbursement to the Managing Authority (SEUPB).

The arrangements for the administration of the PEACE III Plan have been inspected by SEUPB. The key findings of the SEUPB audit were that Belfast City Council had established adequate control systems and that the project is being delivered in compliance with European Commission Regulations, the Letter of Offer, national legislation and SEUPB Guidance and Guidelines.

Resources and Delivery Approach

Programmes and projects will be delivered in one of the following ways:

1. Partner Delivery (including Belfast City Council as Lead Partner) - as a Delivery Agent a partner can incur costs in their own right and procure goods and services as long as the role and responsibility of the partner in the delivery of aspects of the plan is defined in the Partnership Agreement.
2. Procurement - the Lead Partner can procure the delivery of goods and services.
3. Grants Programme – a continuation of grant funding has been considered as an effective response to local needs.

Administration

The role of the PEACE III Secretariat within Belfast City Council will be to administer calls for funding, to develop specifications and terms of reference as required, monitor project activity and vouch grant aid expenditure, submit claims for payment to SEUPB, provide training on compliance issues to project managers and support staff and to report on progress to the Good Relations Partnership and SEUPB.

Contact Information

For more information about any aspect of the Belfast PEACE Plan contact:

PEACE III Team
Good Relations Unit
Chief Executive's Department
Belfast City Council
City Hall
Belfast
BT1 5GS
peaceIII@belfastcity.gov.uk
Tel: 028 9032 0202 ext 6022

