

Department for Social Development

People and Place

A Strategy for Neighbourhood Renewal

Working Paper 2

**URBAN REGENERATION IN
NORTHERN IRELAND –
POLICY MEASUREMENT**

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PREFACE

In October 2001, the Department for Social Development appointed Cambridge Economic Associates Limited to examine existing approaches to the measurement of urban regeneration policy in Northern Ireland and make recommendations for a performance measurement framework for the new urban regeneration strategy.

The study team comprised Dr Peter Tyler and Colin Warnock with support from Angela Brennan.

Throughout the study helpful guidance was provided by a steering group, led by Mrs Pauline Keegan, comprising representatives from different Divisions of the Department's Urban Regeneration and Community Development Group.

We would like to take this opportunity to thank all those who assisted us in our work. Staff from the Group's Central Business Unit were especially helpful in securing key documentation and arranging consultations with key managers in URCDG and in other Departments. We are also grateful for the generous assistance provided by consultees in DSD's Urban Regeneration and Community Development Group, the Northern Ireland Housing Executive and the Laganside Corporation, as well as those we contacted in other Departments represented on the New Urban Regeneration Strategy Inter-Departmental Steering Group. Our work could not have been completed without their support.

Executive summary

1. In October 2001 the Urban Regeneration and Community Development Group (URCDG) of the Department for Social Development (DSD) commissioned Cambridge Economic Associates Ltd (CEA) to examine existing approaches to the measurement of urban regeneration policy in Northern Ireland and make recommendations for an enhanced performance measurement framework.
2. Specifically the study included the following components:
 - A scoping exercise to establish current practice and the extent of data held within the URCDG, as well as relevant statistics/data held by other organisations;
 - Identifying gaps in data collection both in relation to baselines and monitoring;
 - An evaluation of current best practice and its applicability;
 - Options for, and recommendations on, future measurement;
 - Structures and procedures necessary to capture information;
 - Reporting processes; and
 - Establishment of suitable performance measures and targets.

Conclusions

3. The scoping study has revealed that the existing financial, output and outcome monitoring systems within URCDG are fragmented and have a number of fundamental weaknesses. The extent of data collected and relevant statistical back-up is inadequate. As they stand, these systems are not capable of meeting the performance management requirements of the new urban regeneration strategy.
4. These inadequacies are not confined to the delivery of regeneration in Northern Ireland. We examined practice elsewhere in the UK and, in general, there are similar deficiencies. These arise, in part, because programme delivery everywhere is moving from an essentially top-down, funding driven approach to one which is more devolved and targeted on areas of need with a specific emphasis on partnership delivery.

5. Thus, following the work of PAT18 for the Social Exclusion Unit in England, there is a general recognition of the need to provide systematic and centralised neighbourhood based statistics that encompass relevant outcome domains such as worklessness, health, education and crime. This has led to ONS (and its sister agencies, including NISRA) being tasked to specifically address this issue. At the same time, in Scotland it has been recognised that focusing policy on small geographical concentrations of the socially excluded provokes severe difficulties of gathering relevant information to assess the effectiveness of regeneration policy.
6. In Northern Ireland, the gaps in data collection in relation to both baselines and monitoring require further resources to be devoted to this area. However, the use of existing resources could be optimised if there was a more co-ordinated system for the collection and analysis of relevant data across the operating Divisions of URCDG (including Laganside), and between URCDG and key agencies (such as NIHE) and other government Departments on the Inter-Departmental Working Group.
7. URCDG, Laganside and NIHE already devote considerable resources to financial management across all of their existing programmes. The level of emphasis given to regeneration output and outcome monitoring has been much more variable. At the present time individual programmes, and sometimes individual funding streams, seek to establish their own individual baseline information. The resulting baselines are often incomplete and partial.
8. Currently, monitoring information is typically collected on a project-by-project basis for each programme. This means that there is a variety of financial and output reporting documents which cannot readily be synthesised. The specification of reporting requirements is often inadequate to meet the performance measurement needs of modern government. The problems are compounded by the differing requirements of particular funding streams, not least those relating to EU-funded programmes. The move to more unified, area based regeneration initiatives, which deploys partnership based delivery mechanisms, provides an opportunity to implement a uniform planning and reporting system.
9. DSD's existing PSA output/outcome targets under Strategic Objective 3 are essentially process orientated and need to be refocused. In the short term these should reflect a range of output targets. In the longer term the PSA targets should be more outcome driven.

Recommendations

10. **Recommendation 1: the existing financial, output and outcome monitoring and evaluation systems within URCDG need to be reorganised.**

11. **Recommendation 2: a central Monitoring and Evaluation Unit should be established that is capable of undertaking all of the financial, output and outcome measurement functions across the work of URCDG.**
12. **Recommendation 3: the new Monitoring and Evaluation Unit should develop a central performance measurement system to embrace expenditure, activities, outputs and outcomes. This would allow the economy, effectiveness and efficiency of policy delivery to be measured by area, disadvantaged group (including Section 75 categories) and domain.**
13. **Recommendation 4: the new Monitoring and Evaluation Unit should harmonise project application forms, Delivery Plans and financial, activity, output and outcome monitoring and evaluation reports and prepare appropriate systems documentation.**
14. **Recommendation 5: in recognition of the essential contribution which other Departments and agencies will need to make to the implementation, monitoring and evaluation of the new urban regeneration strategy, the existing Inter-Departmental Working Group should agree Terms of Reference for the roles and responsibilities of its members as regards monitoring and evaluation. We also believe that the IDWG will need timely and comprehensive management information derived from the performance measurement system. This information will enable the IDWG to assess and chart the progress being made to reduce geographical concentrations of social exclusion in Northern Ireland.**
15. **Recommendation 6: DSD's existing Service Level Agreement between URCDG and NISRA should be reviewed, with a view to engaging NISRA more centrally in the production of neighbourhood based and town and city centre statistics. The new urban regeneration strategy will also necessitate considerable use of social surveying. There is considerable scope to co-ordinate the use of these surveys by NISRA and other Departments and agencies, most notably NIHE.**
16. **Recommendation 7: the introduction of new systems will require extensive consultation and training. Appropriate measures will need to be put in place.**
17. **Recommendation 8: the existing Public Service Agreement targets for DSD's Objective 3 should be reviewed. We suggest that in the immediate future, there should be a move towards a more output-driven approach and in the longer term, one that focuses more on outcomes. Section 5 of the report makes a number of tentative suggestions for new PSA targets.**
18. **Recommendation 9: the Department will need to re-negotiate its existing Service Level Agreements with other Departments, and prepare new SLAs that reflect the imperatives**

associated with its new regeneration objectives. The SLAs will need to reflect the output/outcome delivery targets of the Department as they impact on the work of other Departments/Agencies.

19. **Recommendation 10: there is a need to ensure that the targeting of policy is transparent and draws upon the best information available. The recent derivation of the Multiple Deprivation Measures (the Northern Ireland Noble Report) is to be welcomed in this respect, but it needs to be augmented by other indicators that have the potential to show how problems are changing through time across relevant domains associated with social exclusion. In this way areas that are beginning to develop problems can be identified in a timely manner. One aspect of targeting and delivery that needs to be resolved is the classification of settlements along an urban-rural continuum and a more precise delineation of Departmental/Agency responsibilities in tackling geographical concentrations of social exclusion and decline in the physical built environment.**

1. Introduction

Terms of reference

1.1 In October 2001 the Urban Regeneration and Community Development Group (URCDG) of the Department for Social Development (DSD) commissioned Cambridge Economic Associates Ltd (CEA) to examine existing approaches to the measurement of urban regeneration policy in Northern Ireland and make recommendations for an enhanced performance measurement framework.

1.2 Specifically the study included the following components:

- A scoping exercise to establish current practice and the extent of data held within the URCDG, as well as relevant statistics/data held by other organisations;
- Identifying gaps in data collection both in relation to baselines and monitoring;
- An evaluation of current best practice and its applicability;
- Options for, and recommendations on, future measurement;
- Structures and procedures necessary to capture information;
- Reporting processes; and
- Establishment of suitable performance measures and targets.

Approach and method

1.3 We approached the work in a number of ways by:

- **Reviewing key trends in the Government's approach to performance measurement**, notably the need for Public Service Agreements (PSAs) and Service Delivery Agreements (SDAs) and the need for a hierarchy of performance measures reflecting the attainment of Departmental objectives;
- **Establishing the key features of the new urban regeneration policy** – the needs of geographical areas likely to be targeted, the nature of the interventions and the likely delivery method, drawing on the results of the consultation exercise on the Draft Neighbourhood Renewal Strategy and related discussions with URCDG managers;

- **Capturing information on existing urban regeneration indicators, data collection methods and monitoring systems** already in operation within URCDG and understanding the systems deployed by other Departments and key service providers such as the Northern Ireland Statistics and Research Agency (NISRA);
- **Analysing the gaps** between existing practice and the performance measurement requirements of a new urban regeneration policy which will need to be implemented within a wider culture of more rigorous performance measurement across Government;
- **Specifying the architecture of a new performance measurement framework**, building on the existing indicators and systems where they continue to have relevance and suggesting new types of indicators and approaches to monitoring and evaluation to help fill the gaps identified above;
- **Identifying the implementation issues** which will need to be addressed and describing the staff and other resources, structures and systems necessary to measure the performance of the new urban regeneration policy.

1.4 The study involved desk-based and fieldwork components as follows. We reviewed a wide range of background documentation on policy, programmes and performance measurement systems provided by DSD and other NI Departments, as well as evaluation and other performance measurement material relating to comparator programmes elsewhere in the UK. Much of this material was provided during discussions with a wide range of consultees, namely:

- DSD Directors and key managers from the URCDG's Central Business Unit, Voluntary Activity Unit, Belfast Regeneration Office, Londonderry Development Office and Regional Development Office, as well as executives from the Lagaside Corporation and the Northern Ireland Housing Executive;
- Representatives of other Departments, typically those at Grade 5 level who are members of the New Urban Regeneration Strategy Inter-Departmental Steering Group;
- Those engaged in the monitoring and evaluation of urban regeneration programmes elsewhere in the UK. These included the Department of Transport, Local Government and the Regions' Research Analysis and Evaluation Division and its Neighbourhood Renewal Unit; a number of Regional Development Agencies; and the Countryside Agency (the last two with joint responsibilities for the Market Towns Initiative in England).

Report structure

1.5 After this introduction, the report is in six sections as follows:

- **Section 2: The changing policy environment for urban regeneration** sets out the existing urban policy framework in Northern Ireland, including the high level objectives being pursued, the roles and responsibilities and the key initiatives in URCDG's existing portfolio. It describes the main components of the emerging new urban regeneration strategy. It concludes by considering the supportive policy environment that now exists across government departments, including initiatives such as New TSN.
- **Section 3: Requirements for monitoring and evaluation** describes the performance measurement needs of modern Government, including the trend towards Public Service Agreements and Service Delivery Agreements. It also reflects on the messages from key government guidance on good practice in performance measurement.
- **Section 4: Monitoring and evaluation for urban policy – the current position** describes the monitoring and evaluation frameworks already in place across the programmes operated through URCDG in terms of policy targeting, baseline development, expenditure monitoring, activity and output monitoring and outcome measurement. It identifies the deficiencies in the system both in terms of data and system architecture.
- **Section 5: Monitoring and evaluation for urban policy – the new position** discusses the implications of the new policy for performance measurement in terms of targeting, baselining and relevant indicators for inputs, activities, outputs and outcomes.
- **Section 6: Implementation issues and recommendations** sets out the roles and responsibilities for implementing the new performance measurement framework, including the vital need to co-ordinate performance measurement resources and actions and the potential role for Service Level Agreements with key providers in government. It also considers the distinctive role to be played by monitoring and evaluation, and need for delivery plans and monitoring at set frequencies. It concludes with a number of strategic recommendations.

2. The changing policy environment for urban regeneration

Introduction

- 2.1 This section sets out the existing urban policy framework in Northern Ireland by describing the high level objectives being pursued through urban regeneration policy, the structure within which DSD delivers this policy and the key initiatives in URCDG's existing portfolio. It sets out the main components of the new urban regeneration strategy. It concludes with a discussion on the wider policy context, including the supportive environment provided by the Programme for Government, Executive Programme Funds and cross-cutting requirements such as New TSN and Section 75.

Responsibilities for urban regeneration in Northern Ireland

- 2.2 DSD is the Department responsible for urban regeneration and community development in Northern Ireland. Prior to devolution, the former Department of the Environment (NI) had responsibility for urban regeneration and the former Department of Health & Social Services had responsibility for community development. Following devolution, these functions were brought together into the Urban Regeneration and Community Development Group of DSD.

DSD Aims and Objectives

- 2.3 DSD's overall aim and its three strategic objectives are presented in Figure 2.1 below.

Figure 2.1: DSD Aim and Strategic Objectives	
Aim:	Together, tackling disadvantage, building communities
Objectives:	<ol style="list-style-type: none">1. To provide a fair system of financial help to those in need and to ensure that parents who live apart maintain their children, encouraging personal responsibility and improving incentives to work and save.2. To promote measurable improvements to housing in Northern Ireland3. Tackling disadvantage amongst individuals, communities and neighbourhoods, with particular emphasis on greatest need and encouraging, developing and supporting community development.

DSD Structure

- 2.4 In addition to the Urban Regeneration and Community Development Group (URCDG) the Department comprises one other core group and two executive agencies, namely the Resources, Housing and Social Security Group (RHSSG), the Social Security Agency and the Child Support Agency.
- 2.5 The work of the RHSSG and the two Agencies contributes principally to the first and second of the Department's two strategic objectives. The Northern Ireland Housing Executive, a Non-Departmental Public Body (NDPB) for which RHSSG has oversight, is primarily concerned with improvements to housing. However, as we explain in Section 4, NIHE is also actively involved in a range of complementary regeneration activities. The pursuit of the third objective is largely the work of the URCDG.

URCDG

- 2.6 The stated policy objective of URCDG is *"to promote and implement a comprehensive approach to tackling social, economic and physical regeneration and redressing disadvantage in cities, towns and villages"*.
- 2.7 The Group pursues this objective through the establishment of policy and strategy, the implementation of programmes and the promotion of partnership between Government and the voluntary and community sector. URCDG has five Divisions:
- The **Central Business Unit**, with responsibility for strategy development, financial planning and control.
 - The **Voluntary Activity Unit (VAU)** with responsibilities for encouraging active community and voluntary sector involvement throughout Northern Ireland and developing relationships between these sectors and Government.
 - **Belfast Regeneration Office (BRO)**, responsible for policy delivery in an area covering 32 wards plus other pockets across Belfast, Newtonabbey and Lisburn. The Belfast Regeneration Office also has responsibility for the Laganside Corporation, an NDPB charged with the regeneration of Belfast's riverside and waterfront areas and the Cathedral Quarter.
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 - **Londonderry Development Office (LDO)** has historically been responsible for policy delivery in an area coterminous with the City of Derry. From 1st April 2002

the LDO will, in addition, cover the districts of Strabane and Limavady

- **Regional Development Office (RDO)**, with responsibilities for the delivery of a range of programmes in urban areas elsewhere in Northern Ireland, outside Belfast and Londonderry.

Existing urban regeneration policy and programmes

- 2.8 The regeneration approach adopted in Northern Ireland has involved the use of a variety of different regeneration measures. Until the early 1990s their broad format tended to mirror the position elsewhere in the United Kingdom, particularly England. However, from the mid 1990s onwards the policy stance in England, and to a lesser extent in Scotland and Wales, underwent significant change, with the introduction of mainly area-based partnerships and strategies with funding over, typically, 5-7 years. Such change did not, however, occur in Northern Ireland. By the end of the decade a good number of the policies had been in place for many years without any significant change in their design and delivery.
- 2.9 The regeneration measures used have tended to reflect a balance between “area” orientated policies designed to bring about regeneration through improvements to the physical environment and policies focused on meeting the needs of individuals and communities. Figure 2.2 summarises the urban measures that are currently applied in Northern Ireland alongside the main urban regeneration problems they have addressed.
- 2.10 The physical and environmental programmes have typically been pursued by the three geographically based Divisions described above (BRO, LDO, RDO). The more people-orientated programmes have been focused through the activities of the Belfast Action Teams and the Making Belfast Work initiative and are concentrated heavily on Belfast, led by the BRO. In Londonderry similar policies have been pursued through the Community Action Programme and the Londonderry Regeneration Initiative, led by LDO.
- 2.11 It is clear that many of the programmes were designed to bring about environmental improvements, and stimulate the workings of land and property markets. Urban Development Grant, Comprehensive Development Schemes and Environmental Improvement Schemes, widely used across Northern Ireland, are all examples of this broad approach as is the CRISP scheme which has been operated by RDO since 1990.
- 2.12 The work of Making Belfast Work (MBW) initiative and the area-based MBW teams was a response to the problems associated with the severe multiple deprivation evident in a number of areas of Belfast. The emphasis of these activities has been on building the capacity of individuals and communities in disadvantaged areas so that they can enjoy a quality of life available to the rest of the population. A key feature of the MBW approach has been to make mainstream Government departments more aware of the special needs of those in

disadvantaged areas in Belfast and to encourage them to support in conjunction with MBW projects designed to improve quality of life and access to services for local people in these areas. It represents a very serious attempt to address problems of social exclusion and bring about real change in what can now be seen to be an innovative way.

- 2.13 Throughout the 1990s there were also significant European Union Structural Fund resources available for regeneration at the local level. Examples included the URBAN I Initiative which operated in the Shankhill, Springvale and Lower Falls areas of Belfast and across Londonderry, the Special Peace and Reconciliation Support Programme and the Objective 1 Physical and Social Environment Programme (PSEP) which focused resources on community projects designed to help peace and reconciliation. The Peace and Reconciliation Support Programme provided the opportunity to develop 26 district-level partnerships across Northern Ireland, the first time that partnership working had been attempted on such a scale in a regeneration context. New EU programmes – PEACE II, URBAN II and Building Sustainable Prosperity (the post-Objective 1 transition programme) – are in the process of being developed and implemented.
- 2.14 An important role has also been played by the International Fund for Ireland (IFI). Funds from IFI matched by Regional Development Office budgets enabled them to introduce the Community Regeneration and Improvement Special Programme (CRISP) in 1990 and apply Community Economic Regeneration Schemes (CERS) to disadvantaged wards outside Belfast and Londonderry.
- 2.15 A breakdown of DSD's URCDG programme allocations for 2001/02 is shown in Figure 2.3. Almost 80% of this year's URCDG programme allocation was forecast to be directed towards the MBW programme (23%), the Laganside Corporation (17%), grants to voluntary bodies (18%) and "traditional" demand-led land and property support through UDG, CDS, and EIS (21%). It should be noted that this expenditure is only the UK public expenditure line. EU and IFI funding has also been significant. Taken together, the URCDG's budget for regeneration activity in 2001/02 is probably in the region of £75m.
- 2.16 The way in which these programmes have been monitored and evaluated is discussed in Section 4. Perhaps inevitably, the multiplicity of programmes, funding streams and geographical responsibilities has made it difficult to achieve a consistent approach to performance measurement.

Figure 2.2: Key existing regeneration programmes and their purpose							
Existing Urban Regeneration Programmes	Main urban problems addressed, relating to failure/imperfections in:	Geography of operation			Funding sources		
		Belfast	Londonderry	Other urban areas in NI	UK	EU	IFI
Making Belfast Work	<ul style="list-style-type: none"> The labour market Community capacity building Mainstream programmes (TSN) 	✓			✓		
Londonderry Regeneration Initiative	<ul style="list-style-type: none"> The labour market Community capacity building Mainstream programmes (TSN) 		✓		✓		
Urban Development Grant	<ul style="list-style-type: none"> Industrial and commercial property market The venture capital market The speculative private sector housing market 	✓	✓		✓		
Urban Development Programme				✓			✓
Comprehensive Development Schemes	<ul style="list-style-type: none"> The venture capital market The industrial and commercial property market Housing, training, jobs, environment, leisure 	✓	✓	✓	✓		
Environmental Improvement Schemes	<ul style="list-style-type: none"> Mainstream environmental programmes 	✓	✓	✓	✓		
Laganside Corporation	<ul style="list-style-type: none"> Landmarks Industrial and commercial property market The speculative private sector housing market 	✓			✓		
International Fund for Ireland (CERS and CRISP)	<ul style="list-style-type: none"> The commercial property market The mainstream environmental programmes Labour markets 			✓	✓		✓
Community Property Development Scheme (CPDs)	<ul style="list-style-type: none"> Industrial and commercial property market Venture capital market 			✓			✓
URBAN II	<ul style="list-style-type: none"> Labour markets Mainstream programmes Community capacity building 	✓			✓	✓	
PEACE II	<ul style="list-style-type: none"> Labour markets Mainstream programmes Community capacity building 	tbc	tbc	tbc	✓	✓	
Building Sustainable Prosperity	<ul style="list-style-type: none"> Industrial and commercial property markets Labour markets Mainstream programmes Community capacity building 	✓	✓	✓	✓	✓	

Figure 2.3: URCDG Programme Allocations for 2001/02 (as at April 2001) (£ millions of UK public expenditure)							
PROGRAMMES	BRO	CBU	LDO	RDO	VAU	TOTAL	TOTAL
	£m	£m	£m	£m	£m	£m	%
Making Belfast Work	10.2	0	0	0	0	10.2	23%
Londonderry Regeneration Initiative	0	0	1.4	0	0	1.4	3%
Environmental Improvement Schemes	0.2	0	0.7	1	0	1.9	5%
Grant to Laganside Corporation	0	6.8	0	0	0	6.8	17%
CRISP/CERS	0	0	0	3	0	3	7%
Comprehensive Development Schemes	1.2	0	0.2	1.6	0	3	7%
Urban Development Grant	3	0	1.4	0	0	4.4	11%
Consultancy costs	0.5	0	0.1	0.1	0	0.7	2%
Professional & technical costs	0.3	0	0.1	0.1	0	0.5	1%
Property maintenance	0.3	0	0.1	0.1	0	0.5	1%
Grants to voluntary bodies	0	0	0	0	7.5	7.5	18%
Executive Programme Funds	0	0	0.2	0	0.3	0.5	1%
Miscellaneous	0.4	0	0.1	0	0	0.5	1%
TOTAL £m	16.1	6.8	4.3	5.9	7.8	40.9	100%
TOTAL %	39%	17%	11%	14%	19%	100%	

Source: DSD Central Business Unit

Notes:

The figures above are the DSD allocation only. EU and other sources of funding are not included.

MBW and LRI figures only relate to the DSD allocation. Other Departments also have provisions for MBW and LRI.

Receipts are excluded.

2.17 There has been a substantial amount of evaluation work conducted to assess the performance of many of these urban regeneration programmes, and the range of evidence demonstrates that they have secured real achievements. However, it is widely recognised that they need to be reformed for several reasons:

- notwithstanding the important role played by MBW and LRI in focusing on economic and social regeneration, a large proportion of the Group's existing programmes remains focused on physical regeneration;
- often the programmes are fragmented and pursue a project based approach to regeneration rather than a strategic, area based approach to comprehensive regeneration;
- to date the programmes have not been co-ordinated within an overall framework for targeting social need;
- the extent of the effectiveness of targeting on local area needs has not been explicit or demonstrable;
- although the Group's three geographical Divisions share some policy instruments, they also operate a number of separate policies and instruments with different objectives, rules and procedures;
- the administration of policy through the three geographical Divisions has also led to fragmentation of approaches to resource accounting, financial systems and monitoring and evaluation procedures.

Towards a new urban regeneration strategy

2.18 During the summer of 2001, DSD launched a consultation document on the future strategy for urban regeneration in Northern Ireland¹. The draft strategy recognised the weaknesses of existing programmes described above, and invited comments on its proposals for a regeneration approach where:

- Resources and activity would be explicitly targeted on the most acute deprivation and disadvantage;
- Regeneration activity would be focused at the neighbourhood level;

¹ DSD (2001) "Urban Regeneration in Northern Ireland: Neighbourhood Renewal – A Consultation Document"

- Communities would be empowered to take responsibility for the design and implementation of regeneration initiatives in their areas;
- Government departments would be encouraged to place regeneration at the centre of their own programmes of activity;
- Timescales for real change would be realistic, probably 7 to 10 years.

2.19 The consultation process on the Strategy was conducted through a series of workshops and invitations to submit written responses on the draft strategy document. Some 300 people were participated in the workshops and DSD also received almost 50 detailed responses. The consultation process revealed clear support for the principles set out above and attracted suggestions and comments on the detailed design of the initiative and its implementation.

2.20 As the Strategy is further developed, what seems likely to emerge is a major shift in the use of regeneration resources. Funding and key policy instruments will remain to support land and property projects in Northern Ireland's city centres and town centres, but over time the majority of resources are likely to be focused on neighbourhood renewal. It is likely that the latter strand will have the following key features:

- **Targeted at a selected number of "neighbourhoods"**, flexibly defined to meet local needs, and identified on the basis of the new Indices of Multiple Deprivation
- **Multi-faceted in its approach**, where the market and institutional failures to be addressed should be grounded in a high quality baseline assessment and strategy for action. The strategies might seek to address any or all of the following, depending on the needs of each area:
 - Access to employment opportunities
 - Educational attainment
 - Crime and community safety
 - Housing
 - Health
 - Poverty and incomes
 - Culture, arts and leisure
 - Local services provision
 - Community empowerment and capacity building;
- **Multi-annual funding** (across three successive rounds of public expenditure, but

with in principle support for a 7-10 year lifetime), phased over time to reflect the different intensity of planning (e.g. in “year 0”) and delivery at different points in the strategy cycle;

- **Backed with tangible support from the other spending Departments** who are already engaged in the Inter-Departmental Working Group on Neighbourhood Renewal – encouraged by NewTSN (see below) and, potentially, the establishment of floor targets for departmental service provision in target neighbourhoods;
- A **“mixed economy” of delivery arrangements**, where the criteria for deployment include robustness, accountability and genuine community empowerment;
- **Clarity of performance measures**, including robust baselines against which future progress can be measured, as well as clear and robust targets for actions and their achievements.

Supporting policies

- 2.21 There has probably never been a better time in Northern Ireland to attempt such an approach to urban regeneration. Devolution has brought with it the ability for local politicians to actively engage in the development of policies that affect their constituents. Moreover, the formation of the Northern Ireland Executive, and the consequent need to govern through consensus, has led to a number of major cross-cutting initiatives which have the potential to change the mindsets and behaviour of government departments which historically were accustomed to working in their own “silos”. The new urban regeneration strategy is underpinned by the Executive’s Priorities set out in the Programme for Government. Its success will be dependent not only on DSD’s approach, but also on the actions of other spending departments. The Executive Programme Funds, New TSN and Equality legislation provide the mechanisms which should allow DSD and other key spending departments to work together.

Programme for Government

- 2.22 The Executive’s Priorities set out in the Programme for Government (December 2001) have a direct bearing on, and are highly supportive of, a new approach to urban regeneration. For example within Growing as a Community, Sub-priority 5 is concerned with tackling social need and exclusion, while Sub-priority 8 is explicitly focused on the need for a neighbourhood renewal strategy which also embraces community participation. Other priorities covering health, education and economic development also address issues of inequalities and access to opportunity for those who are socially excluded.

Coherent and modern government – Executive Programme Funds

2.23 Executive Programme Funds (EPFs) were introduced in April 2001. Their purpose is to support the development of new policies, services, programmes and projects of major importance, which have the potential to contribute to progress within five priorities. The five EPFs are Service Modernisation, New Directions, Infrastructure/Capital Renewal, Children's and Social Inclusion/Community Regeneration. The Social Inclusion/Community Regeneration Fund relates to action against poverty and in aid of those supporting community relations and cultural diversity. The Fund has resources of £55 million between 2001-02 and 2003-4, of which £19.3m has already been allocated². EPF Projects supported to date under this Fund include £200,000 towards a project focused on the social and economic integration of peripheral housing estates in Derry (LDO), a youth service social inclusion project (Department of Education), and an adult basic education project focusing on literacy and numeracy (Department of Employment and Learning). The Derry EPF project has particular resonance with the new urban regeneration strategy: it is using EPF funds to draw together a wide range of departments, focusing on a target area, and developing a strategy for neighbourhood renewal.

Cross-cutting policy themes and legislation – New TSN and Section 75

New TSN

2.24 The rationale for targeting social need is clearly stated in the Executive's Programme for Government and is considered in detail in a number of its Priorities. The policy of New Targeting Social Need (New TSN) commits the Northern Ireland Executive to:

- Tackle the problems of unemployment and increasing employability;
- Tackle inequalities in areas such as health, housing and education and the problems of disadvantaged areas;
- Promote Social Inclusion (PSI), through which departments work together and with partners outside Government.

2.25 TSN actions are encouraged by the central New TSN Unit and funded and delivered by individual departments. The work of the departments on New TSN matters is co-ordinated through the a cross-government Equality and Social Needs Steering Group, which comprises each department's New TSN representative (at Grade 5) chaired by OFM/DFM (Grade 3).

² Northern Ireland Executive (September 2001) "Draft Budget 2002-03"

- 2.26 Departments are expected to both identify and tackle factors which contribute to social exclusion, as well as undertake positive initiatives to improve and enhance the life and circumstances of the most deprived and marginalized people in the community³.
- 2.27 New TSN has no budget of its own, and is a cross-cutting policy to which all departments are expected to contribute by finding new ways of targeting, organising and delivering their existing functions. The key mechanism currently being used to bring about that change is the New TSN Action Plan. The development of these Plans has involved considerable bilateral dialogue between individual spending departments and the New TSN Unit in their preparation. It is likely that there will be some discussion of progress in meeting New TSN Action Plan targets in future public expenditure negotiations between the Department of Finance and Personnel and individual spending departments.
- 2.28 New TSN Action Plans were drafted prior to Devolution and revisions and updates of those plans were set for the period 2000 to 2003. Each Department has recently produced an updated New TSN Action Plan for the period April 2001 to March 2003. These suggest a more transparent and robust approach by the Departments concerned to explicitly target resources at the most disadvantaged areas. The targeting approaches which departments plan to use demonstrate a consistent awareness of the importance of the new Measures of Deprivation for Northern Ireland (July 2001) for targeting. We understand that DSD has asked other departments on the Inter-Departmental Working Group for the New Urban Regeneration Strategy to circulate details of their existing and anticipated targeting approaches.
- 2.29 The importance of a common approach to targeting, transparently defined and clearly articulated, cannot be overstated if the real weight of major spending departments is to be brought to bear on the most disadvantaged areas and groups as envisaged by New TSN. Experience elsewhere suggests that this common understanding is an essential pre-requisite to partnership working by mainstream players at neighbourhood level.
- 2.30 While there are a good number of New TSN Action Plan targets which relate to retargeting or refocusing of service delivery, as might be expected at this stage there are also many concerned with information collection to enable those kinds of decision to be evidence based. These new data will be valuable as part of the development of neighbourhood renewal strategies. The Equality and Social Needs Steering Group has a sub-group, the Equality and Social Needs Research and Information Group (ESNRIG), which is chaired by the Head of Equality at NISRA. In addition to issues of monitoring, this group is currently drawing up

³ OFM/DFM New TSN Unit 2000/01: "New TSN Making it Happen – The Second new TSN Annual Report"

terms of reference for an evaluation of New TSN.

Section 75

2.31 The rationale for equality of opportunity, tackling divisions and protecting vulnerable groups in society is articulated in the “Growing as a Community” Priority of the Executive’s Programme for Government (December 2001). Section 75 of the Northern Ireland Act 1998 places a number of statutory obligations on each public authority when carrying out its functions relating to Northern Ireland as regards equality of opportunity and promoting good relations. It is clear from the legislation and the emphasis placed on this dimension of the Programme for Government, that equality is now an even more important dimension of policy measurement than it has been previously. The statutory obligations which Section 75 places on public bodies are:

- To have due regard to the need to promote equality of opportunity across nine equality categories as follows:
 - 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;
 - between persons with dependents and persons without.
- To have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or racial group.

2.32 Schedule 9 of the Act requires that Equality Schemes are developed to show how each authority proposed to implement the duties imposed by Section 75. The Act also requires that Equality Schemes must conform with the Equality Commission’s Guide to the Statutory Duties, one of which is to undertake an Equality Impact Assessment (EQIA). The EQIAs will be significant mechanisms in the process of identifying inequalities across Northern Ireland and should help to shape new or more robust policy responses at the regional, sub-regional, local and neighbourhood level. The performance measurement requirements of Section 75 are discussed in Section 3.

3. Requirements for monitoring and evaluation

Introduction

- 3.1 This section considers recent trends in the UK and in Northern Ireland towards more performance measurement and greater accountability in the use of public sector expenditure. It goes on to identify the specific features of this performance measurement ethos that are of direct relevance for the development of a framework to measure the performance of urban regeneration policy. The section concludes with some key principles for a robust, yet usable monitoring and evaluation framework. These broad principles are used to benchmark current practice in DSD and other departments in Section 4, and they provide the critical foundations for a new framework in Section 5.

UK Government and performance measurement

PSAs and SDAs

- 3.2 Following its election in 1997, the Labour Government adopted the Modernising Government agenda begun under the previous Conservative administration, and quickly began to drive it forward using the public expenditure round as a way of exerting influence on delivery. The 1998 Comprehensive Spending Review introduced the concept of **Public Service Agreements (PSAs)**. PSAs are a clear commitment to the public on what they can expect in return for expenditure by a given Department and they contain high-level targets underpinning that commitment. The use of PSAs represented a step-change in the onus that HM Treasury placed on Departments and their agencies to demonstrate that the use of public expenditure was “making a difference”. The approach was developed over the next two years and culminated in the 2000 Spending Review PSA White Paper which set out the aims and objectives of every major government department in England⁴ as well as over 160 targets against which success would be measured, including targets on improving value for money and efficiency. The White Paper used the PSA targets to signal “*the Government's priorities and its strategic agenda for public services for the three years to 2003-04*”⁵.
- 3.3 The 2002 Spending Review also involved the publication of **Service Delivery Agreements (SDAs)** which explain how Departments are to deliver the high level targets set out in the PSAs by setting out the services to be delivered, their budgets and their associated performance targets. They also describe how reforms and delivery improvements are to be

⁴ PSAs also applied to those Departments in Scotland, Northern Ireland and Wales for which the relevant Secretaries of State remain accountable (e.g. Northern Ireland Office)

⁵ HM Treasury 2000 “2000 Spending Review Public Service Agreements White Paper”

introduced to bring about better value for money. HM Treasury's "Guide to the SDAs"⁶ was produced to help departments and agencies through the process of setting SDA targets. From a performance measurement perspective, a critical component of the PSA and SDAs are the **Technical Notes**. These are intended to describe, in a transparent and firmly established way, how performance against targets will be measured. In England these are published on departmental websites.

- 3.4 While most PSAs are confined to the responsibilities of individual departments, there are a small number of **cross-departmental PSAs**. An example is the Government's Sure Start initiative which aims to work with disadvantaged parents-to-be, parents and children to promote the physical, intellectual and social development of babies and young children. The initiative's four outcome targets (see Figure 3.1) are shared jointly by the Minister of State for Public Health (as Chair of the Sure Start Steering Group) and the Secretary of State for Education and Skills (as the responsible Cabinet Minister).

Figure 3.1: Sure Start cross-departmental PSA targets (Source: HMT website)

Objective I: improving social and emotional development.

1. Reduce the proportion of children aged 0-3 in the 500 Sure Start areas who are re-registered within the space of 12 months on the child protection register by 20 per cent by 2004.

Objective II: improving health.

2. Achieve by 2004 in the 500 Sure Start areas, a 10 per cent reduction in mothers who smoke in pregnancy.

Objective III: improving children's ability to learn.

3. Achieve by 2004 for children aged 0-3 in the 500 Sure Start areas, a reduction of five percentage points in the number of children with speech and language problems requiring specialist intervention by the age of four.

Objective IV: strengthening families and communities.

4. Reduce the number of 0-3 year old children in Sure Start areas living in households where no one is working by 2004.

- 3.5 The rationale implicit in the Treasury's use of PSAs and SDAs is that such targets, combined with a carrot and stick approach to public sector expenditure awards, should influence organisational direction and behaviour, leading to better departmental performance in meeting stated objectives. The argument runs that in an environment where objectives and targets are less clear, and where there is a less direct relationship with public expenditure settlements, the focus on key policy goals is less vigorously pursued.

⁶ HM Treasury 2000 "A Guide to the Service Delivery Agreements"

- 3.6 It is intended that updated sets of PSAs, SDAs and Technical Notes will be published in Autumn 2002, following the 2002 Spending Review. However, the use of PSAs and SDAs in England is still at an early stage. While some Departments set clear targets in 2000 for improvements in key outcomes, others found it more difficult to establish targets for certain of their objectives. There is serious intent, however, exemplified by the number of exercises underway to establish targets, by the emphasis placed on evidence based policy in the SR2002 process and by recent government publications concerned with modernising the policy-making process^{7 8}. Over time the evidence base can be expected to become richer, policy-making more rigorous and performance measurement systems more refined. Against this background, it seems likely that PSAs and SDAs (or their equivalents) will become a permanent fixture of public sector resource allocation and performance management.

Supporting performance measurement initiatives and guidance at the UK level

- 3.7 For PSAs and SDAs to be effective as tools to support improved public service delivery they must be sensibly defined, properly measured and be unambiguous in what they say about public policy performance. They must also be supported by appropriate performance measurement systems that capture, in a hierarchical manner, information to support decision-making and performance review at all levels of the policy management and delivery process. The PSA and SDA targets are merely the tip of the iceberg.
- 3.8 The establishment of such targets requires consideration of the rationale for policy, a statement of the policy objectives, knowledge about the extent of resources available for policy delivery, evidence on how the resources will be used and – critically - the difference the delivery of the policy is likely to make to the factors which justified it in the first place.
- 3.9 All of this is easy to say, but difficult to implement. There are many and varied complexities and uncertainties in any performance measurement framework. In recognition of these difficulties, HM Treasury and a number of other organisations launched the so-called **FABRIC** guidance on performance information last year⁹. The FABRIC guidance describes the business planning process of translating objectives into management action and linked performance indicators. It stresses the importance of logical chains of “input”, “output” and “outcome” indicators as ways of articulating the way in which policy interventions take effect. It distinguishes between measures of economy, efficiency, and effectiveness. It also sets out the key features of good performance information systems, which give rise to the FABRIC acronym (Figure 3.2).

⁷ National Audit Office November 2001 “Modern Policy-Making – Ensuring Policies Deliver Value for Money”

⁸ Centre for Management and Policy Studies November 2001 “Better Policy-Making”, Cabinet Office

Figure 3.2: Good systems of performance information should be ...

- ❑ **Focused** on the organisation's aims and objectives;
- ❑ **Appropriate** to, and useful for, the stakeholders who are likely to use it;
- ❑ **Balanced**, giving a picture of what the organisation is doing, covering all significant areas of work;
- ❑ **Robust** in order to withstand organisational changes or individuals leaving;
- ❑ **Integrated** into the organisation, being part of the business planning and management processes; and
- ❑ **Cost-effective**, balancing the benefits of the information against the costs.

Source: HM Treasury et al., op. cit.

- 3.10 Other, high-level guidance exists or is being developed to encourage central government departments and agencies to put these principles into practice as part of the appraisal and evaluation of their policies and programmes. Key existing technical guidance is “**The Green Book**”¹⁰, last issued in 1997. As with the much more recent FABRIC guidance, The Green Book refers to the need for logical frameworks which “*distinguish between wider objectives, immediate objectives, outputs and inputs*”, and discusses the difficulties surrounding the measurement of certain types of outputs.
- 3.11 The Green Book is currently the subject of a major review led by HM Treasury that may lead to a revised version. In keeping with the wider emphasis on evidence-based policy, early drafts suggest that a new Green Book would have a stronger greater emphasis on the assessment of project, programme and policy effects, on the use of weighting and scoring to capture benefits which are not easily quantified, and on the importance of monetising benefits wherever possible to aid cost-benefit analysis. If such guidance does emerge, it will help to embed a more robust performance measurement requirement from the appraisal stage, something that should aid subsequent monitoring and evaluation.

Performance measurement in urban regeneration at the UK level

- 3.12 The only UK guidance document specifically focused on urban regeneration, but not related to a particular funding programme, is known as the “EGRUP guidance” on the evaluation of regeneration projects and programmes¹¹. Published in January 1995, this HM Treasury document is now fairly dated in terms of its policy relevance, emphasis and detailed assumptions. Like the Green Book, it is currently the subject of a major review, in this case

⁹ HM Treasury, Cabinet Office, National Audit Office, Audit Commission, Office for National Statistics March 2001 “Choosing the Right FABRIC – A Framework for Performance Information”

¹⁰ HM Treasury 1997 “The Green Book – Appraisal and Evaluation in Central Government: Treasury Guidance”

led by the Chief Economist of the Department of Transport, Local Government and the Regions in England. The Department of Finance and Personnel in Northern Ireland is contributing to the review. Many of the issues covered by EGRUP are still valid concerns in the performance measurement of urban regeneration policy. Relevant issues and guidance covered by the existing EGRUP guidance are:

- The rationale for policy, and articulation of the needs being addressed;
- The implications of the spatial area being targeted for monitoring and evaluation;
- Problems associated with indicator design and measurement;
- Time profiles over which benefits are realised;
- Guidance on the estimation of additionality/deadweight, displacement, leakage and multipliers;
- Roles of monitoring and evaluation in a performance measurement system.

3.13 The key drawbacks of many of the guidance documents above are their somewhat abstract nature and/or the fact that they have typically not kept up with the changing policy environment or the increasing evidence base.

3.14 Programme-specific guidance exists for the monitoring of the Single Regeneration Budget and New Deal for Communities, and the Regional Development Agencies have developed their own such systems to reflect the particular dimensions of their Regional Economic Strategies. Major national evaluations are also underway for SRB (1995 to 2003), NDC (2002-2005) and Neighbourhood Management Pathfinders (2002-2004) and each of these is at the forefront of exploring new ways of measuring the performance of the urban regeneration policy in question.

Overall observations at the UK level

3.15 HM Treasury mechanisms to support policy goals, combined with generic guidance and specific programme monitoring, research and evaluation activity, provides a conducive environment for monitoring and evaluation of urban regeneration policy, as well as an emerging evidence base which can aid performance measurement and future policy-making. However, at the present time, while key guidance is being redrafted, what is lacking is a consistent approach in terms of the vocabulary, evidence base and actual and potential methodologies. The new urban regeneration strategy in Northern Ireland offers an opportunity to learn from the good and bad experiences elsewhere and put such a consistent

¹¹ HM Treasury 1995 "A Framework for the Evaluation of Regeneration Projects and Programmes". (The acronym EGRUP stands for Evaluation Group on Regional and Urban Programmes)

and comprehensive framework in place.

The Northern Ireland Executive and performance measurement

Programme for Government, PSA and SDA targets

- 3.16 As in England, attention has been focused during the last year on the need to develop PSA and SDA targets to guide the work of government departments and agencies in Northern Ireland. This has been actively pursued by the Northern Ireland Executive and its Economic Policy Unit in its ongoing work to develop the Programme for Government. The PSA targets of each Department are set out in the most recent, December 2001, version of the Programme for Government. The Executive intends to publish an annual report at the end of each financial year on the progress of each department in achieving the targets set out in the Programme for Government.
- 3.17 Elsewhere in the UK there has been strong encouragement from Ministers to focus on “outcomes”, or changes in the economy, society and environment which policy should seek to bring about. One of the most difficult aspects of target-setting is in bringing together these very high level “outcome” indicators with those which measure the activities and outputs of public expenditure programmes. The latter are typically in the control of public policy providers. However, while outcomes can and should be influenced by policy, they are also heavily influenced by a wide range of other factors at work in the economy and society.
- 3.18 When combined with the paucity of the evidence base in some aspects of regeneration, as well as problems with indicator definition and consistent monitoring, these issues make outcome target-setting fraught with difficulty. Moreover, this comes at a time when policy is shifting to relatively unexplored areas such as mainstream bending. The risk is of outcome targets which are set without clear evidence on the potential contribution of government under particular economic circumstances, or which fail entirely to take account of the fact that government operates at the margin of the economy, society and the environment.
- 3.19 None of this is an attempt to avoid the inescapable need to establish stretching PSA and SDA targets which will aid accountability and performance management. However, targets need to be capable of being precisely monitored in terms which reflect the potential effectiveness of the policy intervention in question. The key to successful target-setting will be to ensure that whatever targets are selected are clearly nested within a “theory of change” or logic chain which relates public expenditure inputs to the activities delivered to the outputs achieved to *an anticipated contribution to* positive enhancement to economic, social and environmental conditions at the neighbourhood, district or Northern Ireland level.

- 3.20 Our consultations with the Office of the First Minister/Deputy First Minister (OFM/DFM) on the subject revealed their appreciation of the difficulties of performance measurement and of the importance of treading a fine line between ambitious target-setting while at the same time setting targets which are properly focused, robust and unambiguous in what they say about departmental performance. We found some sympathy with the argument that the basic building blocks of “bottom-up” performance measurement need to be in place first, alongside an understanding of how, and to what extent, a programme of given resource will generate particular economic, social or environmental outcomes. Only then can outcome targets be set.

Other dimensions of performance measurement in Northern Ireland – equality legislation

- 3.21 As noted in Section 2, Section 75 of the Northern Ireland Act 1998 requires that Equality Impact Assessments (EQIAs) should be prepared. The preparation of EQIAs is a formidable task, but one which has already begun to substantially investigate the availability of relevant data by equality category and geography¹². Section 75 has clear implications for the level of disaggregation required in any data-related exercise and will increase both the complexity, but also data richness, of baselining, appraisal, monitoring and evaluation exercises.

Concluding remarks

- 3.22 This section of the report has reviewed trends in performance measurement within government at the UK and Northern Ireland levels. There is considerable pressure now on central government departments across the UK to set stretching targets for their performance in ways which will encourage the delivery of real change on the ground for members of the public. This trend is operating just as forcefully in Northern Ireland as elsewhere, reinforced by the Programme for Government and its explicit priorities for targeting social need and tackling inequalities.
- 3.23 Guidance on how to set targets and measure performance exists in some quantity, though the combined effect of this suffers from a lack of consistency in terms of the vocabulary used and the evidence base which is presented. There are, however, some clear principles that must be in place for a policy performance measurement system to work properly. The next section considers the existing approach to monitoring and evaluation of urban regeneration policy in Northern Ireland and identifies gaps or weaknesses in the existing system which best practice suggests ought to be addressed in any new framework.

¹² see Equality Commission of NI “Section 75 of the Northern Ireland Act 1998: Practical Guidance on Equality Impact Assessment, Annex IV, Sources of Data”

4. Monitoring and evaluation for urban policy – the existing position

Introduction

4.1 The objective of this section is to review the existing monitoring and evaluation position across the Urban Regeneration and Community Development Group in order to establish what is currently in place and how well it measures the performance of URCDG's activities. In undertaking the review we have been concerned to assess a number of key features of the existing systems. Thus, it has been important for each of the programmes to assess whether:

- there are adequate baselines in place from which to measure relative improvement;
- there is a well defined and organised system of indicators that measure activities and outputs;
- expenditure on the programme is recorded clearly to show that incurred by the Department itself but also by other government departments, the voluntary and community sectors and the private sector;
- it is possible to gauge the impact of the programme on relevant outcomes.

Monitoring and evaluation of DSD's current regeneration activities

4.2 Section 2 of this Report described the objectives, structure and programmes of the URCDG. The following sub-sections discuss monitoring and evaluation systems that are in place in each of the Group's operational Divisions. The monitoring and evaluation position for the European Programmes is discussed separately since there are usually specific arrangements associated with these that have been adopted across Government. In order to assess the adequacy of the existing monitoring and evaluation approaches that have been used we undertook a review of the known evidence base. The indicators adopted in recent studies for the Department, or which form part of current programme monitoring systems, are detailed in Annex 5.

Belfast Regeneration Office

4.3 The Belfast Regeneration Office operates a wide variety of different programmes that embrace the physical, economic and social regeneration of parts of the city. BRO currently has responsibility for the Making Belfast Work and the Area Project Teams. It also delivers the Urban Development Grant, Environmental Improvement Schemes, Comprehensive Development Schemes and Community Economic Regeneration Schemes in Belfast.

- 4.4 Through time there have been considerable changes in the organisational structure through which these programmes have been provided. The programmes have also been running for many years and have involved considerable levels of expenditure. There can be little doubt that the programmes have been responsible for generating a considerable level of regeneration activity in Belfast and its immediate environs. Historically the monitoring and evaluation of the programmes has reflected the relatively fragmented and diffused infrastructure through which they have been delivered. In general each of the programmes have adopted their own project recording and financial systems. There have been attempts over the years to record activity and monitor the outputs produced by each of the programmes, but, in general, no system has lasted the test of time. This has often been because the monitoring system proposed has been too ambitious in terms of the resources required to ensure that it can be maintained. The fact that BRO's programmes have tended to operate in isolation has meant that it has been difficult to read across programmes. Attempts to integrate systems are only of relatively recent origin as discussed below.
- 4.5 A further major limitation has been that each programme has been poorly underpinned by baseline information. The lack of robust and comprehensive baselines has meant that it has been difficult to assess relative improvements in the underlying problems and even more difficult to attribute positive changes to the impacts of the programme concerned. As a consequence this has meant that when programme evaluations have been undertaken, they have been seriously disadvantaged in their endeavour. The degree of difficulty has been compounded by the fact that the monitoring of expenditure, activities and outputs has also been weak and insufficient attention has been devoted to assessing the impact of the programmes on final outcomes in "domains" of direct relevance to regeneration such as worklessness, health, educational attainment, crime and so on.
- 4.6 Most recently there has been some progress in developing a monitoring and information system for the recording of activities and outputs across *most* of the programmes of BRO. The **Policy and Research Unit** in BRO has made considerable progress since 2000 in articulating and developing a monitoring system that seeks to integrate activity and output information across BRO. One of the key features of the monitoring system and performance measurement framework is that it should adopt a standardised set of output and outcome indicators. We return to these indicators in Section 5.

Londonderry Development Office

- 4.7 The Londonderry Development Office seeks to bring about regeneration in Londonderry and from 2002 onwards in the neighbouring towns of Strabane and Limavady. The expansion of the Londonderry Development Office to become the North West Regional Development

Office is an acknowledgement of the need for a body to be responsible for the sub-regional implementation of the Regional Development Strategy as well as overseeing the CityVision process in Londonderry.

- 4.8 Historically LDO has been responsible for the delivery of a wide range of different programmes. It has thus delivered the Londonderry Regeneration Initiative, the Urban Development Grant, Comprehensive Development Schemes, Environmental Improvement Schemes and Comprehensive Environmental Regeneration Schemes. As in Belfast, the programmes have in general been running for a number of years and have usually been associated with their own financial recording and monitoring systems. Project application and expenditure information has been recorded on a fairly systematic basis, but there has been little systematic monitoring of the activities and outputs associated with individual programmes and certainly no attempts at an integrated system.
- 4.9 Baseline evidence has also tended to be relatively sporadic and not systematic. A consequence has been the difficulty of charting the overall impact of programmes over time. Evaluation work has therefore struggled because of the paucity of good baseline information and the absence of high quality activity and output monitoring data.

Regional Development Office

- 4.10 The Regional Development Office has operated outwith the main urban areas of Belfast and Londonderry and concentrated mainly on the physical renewal of town centres. It has deployed Comprehensive Development Schemes, Environmental Improvement Schemes and Urban Development Programme Grants but has also drawn heavily on Community Regeneration and Improvement Special Programmes (CRISP), Community Property Development Scheme (CPDS) and Community Group Second Projects. UDP, CRISP and CPDS projects have relied heavily on funding from the International Fund for Ireland.
- 4.11 As in BRO and LDO, the RDO has tended to operate separate financial and project applications schemes for each programme. There has not been any systematic attempt to record and measure the activity and outputs of programmes through time and certainly not in an integrated manner. Baseline evidence has again been weak, reflecting the difficulties of obtaining, calibrating and monitoring on an ongoing basis good indicators of the health and vitality of town centres.

Voluntary Activity Unit

- 4.12 The Voluntary Activity Unit has as its key role community development, overseeing charities and promoting voluntary and community activity. It provides funding and advice to

organisations throughout Northern Ireland in order to support the wider voluntary and community sector. VAU also provides funding support to local advice services.

- 4.13 The Voluntary Activity Unit has in general tended to record applications and financial information relating to its applications. Other information that might assist with the monitoring and recording of activities and outputs has not been recorded. This, in part, has reflected the inherent difficulties of measuring activity and outputs of community and voluntary sector development. For the same reasons constructing good baseline evidence is very difficult. Over the last few years the Unit has commissioned a considerable body of work that has sought to develop indicators for monitoring and evaluating community infrastructure measures. Thus, in September 1999 a research study was produced for the Voluntary Activity Unit by Community Evaluation Northern Ireland. The study was funded by the European Union under Technical Assistance from the Northern Ireland Single Programme. It identified a number of input, process, output and outcome indicators that could be used to monitor and ultimately provided a framework with which to begin to evaluate some of the achievements of community infrastructure programmes.
- 4.14 An interim report of a further study on approaches to the evaluation of community-based and voluntary activity was completed for VAU in October 2001¹³. This study focuses predominately on investigating alternative approaches to measure the outcomes of voluntary and community sector activity funded by the public sector. The centrepiece of the suggested approach is the use of a series of Social Capital Indicators. These indicators, which are summarised in Annex 2, have yet to be tested on the ground.

European Programmes

PEACE II

- 4.15 By its very nature, the work of the URCDG means it plays an important role in making the case for, and then deploying, European Union Structural Funds. Thus, DSD has a responsibility in relation to six Measures of the EU Programme for Peace and Reconciliation in Northern Ireland and the Border Region of Ireland over the period 2000-2006. The Measures concerned are:
- Measure 2.3: Building the Social Economy (to be delivered through an appropriate implementation body);
 - Measure 2.4a: Pathways to Inclusion (ESF delivered through the Community Foundation for Northern Ireland);

¹³ Morrissey M and McGinn P 2001 "Summary of Interim Report Evaluating Community-Based and Voluntary Activity in Northern Ireland", Community Evaluation Northern Ireland for VAU

- Measure 2.7: Developing Community Infrastructure (ERDF);
- Measure 2.8: Accompanying Infrastructure (ERDF);
- Measure 2.11: Area Based Regeneration.

4.16 The PEACE II Monitoring Committee is required to assess the performance of the Programme overall and this clearly requires suitable performance indicators to be put in place. With this in mind the Monitoring Committee recently commissioned a review of the indicators provided in the Draft Programme Complement. The review has now been completed and its findings are illustrative of the problems faced in devising monitoring frameworks for EU programmes. Thus, the Review expressed its concern at the volume of indicators and thus data required to monitor PEACE II, having identified more than 250 measure-specific indicators. The Review commented that there is also an additional responsibility to monitor environmental impacts, impacts in relation to equality as well as provide a range of contextual material and over programme specific indicator material. With this in mind the Review recommended that it would be possible to assess the performance of the PEACE II Programme on the basis of a small set of *strategically important indicators*. The Review also suggested that cost-effectiveness of survey based data needed to be considered carefully. Both of issues are considered in Section 5 of this report.

4.17 The Review indicates that it should, in general, be easier to monitor and collect *Programme* level indicators, but that the specification of these indicators would depend on clear definitions of the groups of beneficiaries and the geography involved.

4.18 Following the Review, revisions were made to the monitoring framework. The monitoring indicators presented in the final version of the Programme Complement for PEACE II are set out in Annex 5 to this report.

Building Sustainable Prosperity

4.19 The Building Sustainable Prosperity is the second of the Operational Programmes that are designed to implement the Community Support Framework in Northern Ireland. This programme, which is a transitional programme following earlier Objective 1 support, has as its main objective “*to move Northern Ireland to a state of sustainable prosperity in a competitive market economy by focusing on the restructuring of its businesses and the key skills development of its people while maintaining a quality environment*”. DSD is responsible for:

- Measure 3.1: Urban Revitalisation;

- Measure 3.2: Advice and Information Services; and
- Measure 3.3: Community Sustainability.

4.20 A comprehensive monitoring framework has been devised as part of the Programme Complement for BSP. The monitoring indicators are presented in Annex 5.

Community Initiatives

4.21 EU Structural Fund assistance in Northern Ireland includes the Community Initiatives of INTERREG III, URBAN II, EQUAL and LEADER +. In relation to the work of URCDG in DSD we are mainly concerned with the INTERREG III, URBAN II and EQUAL.

URBAN II

4.22 URBAN II continues the momentum established under URBAN I to assist with the economic and social regeneration of cities and urban neighbourhoods in crisis with a view to promoting sustainable urban development. URBAN II is focused on North Belfast and the Programme Complement was agreed on the 28th May 2002.

INTERREG III

4.23 INTERREG III is an initiative that seeks to deal with European cross-border, transnational and inter-regional co-operation intended to encourage the harmonious and balanced development of the European territory. Monitoring and system indicators are currently being agreed.

EQUAL II

4.24 EQUAL is concerned with the transnational co-operation to promote new approaches to combat all forms of discrimination and inequalities in relation to access to the labour market. Monitoring and system indicators are currently being agreed.

The Laganside Corporation

4.25 The Laganside Corporation began its work in 1987 as a private limited company. One of its key objectives has been to secure the regeneration of those parts of Belfast along the banks of the Lagan which had once been used for port, industry and warehousing activities, but which had become derelict and run-down as their original activities declined. The original remit encompassed the 300 acres of land along a half-mile stretch of the city from the Abercorn Basin to the Ormeau Bridge. Under the Laganside Development (Northern Ireland) Order 1989 the Corporation has been required to bring into use land and buildings, encourage public

and private investment and the development of new industry and commerce, create an attractive environment and ensure that housing, social, recreational and cultural facilities were available to encourage people to live and work in the Designated Areas. The Laganside boundary was extended in February 1997 to include the Cathedral Quarter which is an interface between Laganside and the City Centre. The Corporation's boundary was extended from 140 to 200 hectares.

- 4.26 In order to secure its objectives the Corporation has been given significant powers which has allowed it to promote and market development opportunities, undertake infrastructure works, acquire land, enter into agreements for the development of land and manage the amenities of the River Lagan. In February 1987 the Corporation's designated boundary was extended to include what is now the Cathedral Quarter District, previously known as Northside. The Corporation was also given the added responsibility for reducing the environmental impact on local residents of the recently completed Cross Harbour Bridges Scheme.
- 4.27 The Laganside Corporation maintains a monitoring and information system in relation to its activities. Information on expenditure by the Corporation itself and its partners in development is collected systematically. Up-to-date information is maintained for a range of output indicators that include land cleared (commerce and housing), roads built, walkways built, public realm renewed, office, leisure and retail floorspace constructed, hotel beds supplied, housing units constructed and employment (full time equivalents).
- 4.28 Evidence on beneficiaries is not collected in a systematic fashion and relies on surveys undertaken as a result of specific initiatives. A range of surveys are undertaken that are designed to assess the perceptions of visitors and others in relation to environmental improvement and other benefits associated with work of the Corporation. Labour market surveys have also been undertaken to assess training needs and the residential location of those who work in the Laganside buildings.

Other departments – regeneration activities and performance measurement

- 4.29 The work of URCDG requires extensive cross-departmental interaction. It interfaces extensively with other parts of DSD as well as virtually all other mainstream departments in Northern Ireland. These other departments are represented on the Inter-Departmental Working Group on the New Urban Regeneration Strategy. They already work closely with different parts of URCDG (e.g. with BRO through Making Belfast Work), and Section 2 noted the potentially powerful effect of New TSN in encouraging other departments to target additional resources at disadvantaged areas and groups. The continuing, and increased, support of these departments will be an essential underpinning of the new neighbourhood

renewal strategy.

- 4.30 In an ideal world, therefore, it would be highly desirable that the statistical databases and performance measurement frameworks of all relevant departments, NDPBs and Agencies could contribute to the performance measurement of the new urban regeneration strategy.
- 4.31 In consulting with other organisations, we were keen to understand:
- which aspects of their existing policies and programmes were particularly relevant to the new urban regeneration strategy and might support the detailed design and implementation of area-based strategies;
 - what data sources were currently used to monitor economic, social and/or environmental needs at the small area level;
 - what performance measurement systems were in place to track expenditure, activities, outputs and impacts of their own initiatives?
- 4.32 The feedback from our round of consultations with other departments is set out in Figure 4.1. What will be clear from the feedback is the multiplicity of initiatives and modes of engagement of other departments in area regeneration. There is already a wealth of data collected (though not always published) on issues such as crime and disorder, school attainment, unemployment and employment, and a considerable number of data review and acquisition exercises are also currently underway. The issue of targeting of resources and small area statistics is currently being vigorously encouraged by New TSN and the PSA/SDA target-setting process. A key issue for URCDG, however, will be in harnessing the considerable amount of data and work in progress that already exists.

The key role of NISRA

- 4.33 This assessment of the monitoring and information systems available in other departments would not be complete if we did not consider the role of NISRA. There has been considerable change in recent years in the ability of NISRA to service the needs of departments that require data to be geographically differentiated.
- 4.34 Historically, NISRA has been the main source of data and statistical expertise for URCDG as well as many other Departments. In addition to its own core functions, it seconds staff to most spending departments. An example of how NISRA staff are deployed in monitoring and evaluation roles is the Policy and Research Unit in BRO.

Figure 4.1: Regeneration monitoring and evaluation beyond URCDG

Department/ Agency/ NDPB	Relevant activities/programmes	Data capture of social, economic and/or environmental needs	Existing performance measurement systems for regeneration initiatives
Northern Ireland Housing Executive (NIHE)	<p>Existing Client Services Division (landlord, estate strategy, neighbourhood services, community involvement), Development Division (land release, urban renewal areas, PPP activity) and Corporate Services (research/policy/strategy). At ground level, extensive local monitoring and partnership working activities by 37 District Offices with central animation support for a Community Involvement Framework (for tenants).</p> <p>NIHE provides project management support for the Creating Common Ground consortium (wide ranging partnership, including BRO) with its own team of field workers. CCGC manages NOF Green Spaces/Sustainable Communities fund in NI, and is also targeting partnership-based delivery of physical and environmental improvements on 40 estates.</p> <p>Also engaged in a crime reduction initiative jointly with NIO, focusing on 11 NIHE estates. Involved in selection of PEACE II areas.</p>	<p>In addition to annual House Condition Survey, Continuous Tenant Omnibus, and reviews of Housing Market, NIHE undertakes a programme of Estate Based Surveys (16 in 1999/2000 alone), with widespread coverage across Northern Ireland, and covering samples of between 50 and 100% of estate households.</p> <p>Creating Common Ground Consortium uses “strategic search” documents to profile potential target areas, examining indicators covering Noble/deprivation indices, housing market and demand, community safety, community relations, infrastructure and development, amenities and services, health, education, economic data and local partnerships and key institutions</p>	<p>Although an extensive range of regeneration activity (much related to NIHE’s Objective 7 of promoting social inclusion) only limited performance measures as yet to capture the extent of intervention, funding used and the effectiveness of the support provided.</p>
Department of Employment and Learning (DEL)	<p>Wide ranging department, covering Further and Higher Education as well as the Welfare to Work agenda (including operational responsibilities for creation of ONE and delivery of New Deal). Lead responsibility for the Task Force on Employability and Long Term Unemployment as well as skills development and employment rights.</p> <p>Although DEL tends not to operate on an area basis – focus is on individuals – nature of its work requires it to be more active in areas where there are concentrations of those who are unemployed, and these would expect to correlate with at least some target areas for neighbourhood renewal.</p>	<p>Research and Evaluation Branch of DEL (formerly with T&EA) has undertaken a considerable amount of bespoke research into key topics of interest to different parts of the department, as well as evaluations of its programmes (including New Deal).</p>	<p>Key performance measure is the number of unemployed helped into work, nature of that work and other post-New Deal destinations. Able to track where residents live (by ward). Below that, measures to track contribution to employment outputs by different training programmes. Issues of quality of employment currently being debated.</p>

Figure 4.1: Regeneration monitoring and evaluation beyond URCDG (continued)

Department/Agency/ NDPB	Relevant activities/programmes	Data capture of social, economic and/or environmental needs	Existing performance measurement systems for regeneration initiatives
Office of the First Minister/ Deputy First Minister (OFM/DFM)	Economics Unit supports development of Programme for Government. New TSN Unit has lead responsibility for that policy, chairing Equality and Social Needs Steering Group. Research Branch commissions work in a range of areas.	Little original data capture by the department – much is through commissioned research (e.g. on poverty, participation in FE/HE, co-operative enterprises) and data provided by NISRA.	N/A No specific programmes of intervention at the small area level
Department of Culture, Arts and Leisure (DCAL)	Concerned with provision of culture, arts and leisure facilities. Specific responsibilities for Public Library Service, National Museums and Galleries, Arts Council for NI (including community arts) and Sports Council for NI (incl. community sports). Also responsible for Ordnance Survey NI (mapping), Linguistic Diversity and Inland Waterways (incl. River Lagan and canals). Although NITB remains with DETI, DCAL is engaged in a number of festivals and is the parent body for an events company. Considerable partnership working with others, notably District Councils, Sports Council and Arts Council (Cultural Forum) which is considering culture, arts and leisure provision and needs at the local level. Closely involved with DSD VAU on Community Infrastructure Executive Programme Fund projects	Data capture exercise now underway to audit cultural facilities (incl. sports centres and facilities such as pitches), libraries, community activity centres, arts provision. First stage audit is concerned with provision, second stage is condition of provision, third will be needs assessment, then mapping with new TSN targeting measures. Have undertaken preliminary assessments of indicators of disadvantage in relation to participation in sports and arts, but further work required. Also audit of local museum and heritage resources (jointly with DoE Heritage Service) Review of government GIS is due to start in February	Questions in continuous household survey to support SDA preparation, but performance measurement systems for local area support and intervention will need to follow needs assessment and strategy development.
Department of Regional Development (DRD)	Lead responsibility for preparation of Regional Development Strategy, the Regional Transport Strategy, Strategic Planning Guidelines, contribution to the development of sub-regional action plans (led by DoE), and to the City Visioning processes in Belfast and Londonderry.	Draft paper on the monitoring and evaluation of the RDS expected imminently. Likely to include a wide range of indicators relating to economic, social and environmental/physical conditions across Northern Ireland. Expected to include thresholds that could provide early warning. Precise level of geographical disaggregation to be determined.	N/A With the possible exception of transport, no specific programmes of intervention at the small area level. Monitoring and evaluation framework for the RDS awaited.

Figure 4.1: Regeneration monitoring and evaluation beyond URCDG (continued)

Department/Agency/ NDPB	Relevant activities/programmes	Data capture of social, economic and/or environmental needs	Existing performance measurement systems for regeneration initiatives
Department of Finance & Personnel (DFP)	Advice and guidance on economic appraisal and evaluation Key agencies of NISRA (see text) and VLA	VLA captures key land and property data relating to values, rents and yields. NISRA actively engaged in neighbourhood statistics collation and dissemination, requiring extensive inputs from other departments. Also lead responsibility on advising on equality monitoring in NI, and chairs Equality and Social Needs Research Information Group (ESNRIG)	N/A No specific programmes of intervention at the small area level, but extensive data resources, with existing, and increasingly powerful, GIS capabilities.
Department of Enterprise, Trade and Investment (DETI)	Core activity is promoting economic growth, competitiveness, and fairness. Activities relevant to regeneration carried out by IDB, LEDU and NITB in particular. Includes promotion of Northern Ireland and attraction of inward investment, attraction of tourism, provision of sites and premises for small and large firms and support for business growth and competitiveness.	NI remains a wholly Assisted Area (until 2007). DETI currently examining approach to targeting following publication of new Indices of Deprivation, expected to be used from 1 st April 2002. Likely to establish areas of smaller scale than district, but larger than neighbourhood, based on deprivation indices. Statistics Branch of DETI produces a wide range of data including employment and unemployment at small area level, as well as productivity and other competitiveness indicators that are typically not available at the small area level.	Traditionally performance measures focused on projects supported (in businesses or to attract inward investors) and the employment created or safeguarded. More sophistication will allow direct and indirect impact of projects on the local labour market to be established. New monitoring system recently put in place to monitor number of jobs taken by unemployed. Recent PwC study has looked at the secondary impacts of DETI support for companies. LEDU systems similar but include measures relating to new start-ups.
Department of Education (DE)	Responsibilities for primary and secondary education policy, funding and inspection throughout Northern Ireland, as well as youth service provision. New TSN activities are focused particularly on the issues of low achieving schools (through the School Support Programme in particular) and targeted improvements to youth service provision.	Educational attainment at the level of the school is no longer published, but is held and used by DE. Pupil-level data is available centrally. All post primary schools now operate a computerised administration system. Data relates to Key Stage exam results, including GCSE and A-Level performance. The data also contains the postcodes of pupil residences. DENI also analyse other school-level data on attendance rates and free school meals as well as a considerable amount of quantitative and qualitative data generated by the Education and Training Inspectorate and schools themselves relating to school performance.	The School Support Programme has not been subject to a full, published, evaluation since its inception. Activities include support for management, materials, curriculum choice, as well as targeted support for numeracy and literacy. In the latter, volume of activity, baseline levels of pupil performance and post-intervention performance can be (and are being) measured, along with overall educational attainment levels for schools as a whole.

Figure 4.1: Regeneration monitoring and evaluation beyond URCDG (continued)

Department/Agency/ NDPB	Relevant activities/ programmes	Data capture of social, economic and/or environmental needs	Existing performance measurement systems for regeneration initiatives
Department of the Environment (DOE)	<p>Considerable interface between DoE Planning Service and URCDG, particularly on RDO town centre regeneration activities. Deployment of some professional planning staff on both DOE and RDO activities is governed by an SLA between the two departments.</p> <p>Planning Service responsible for preparation of Development Plans for 14 areas (covering the 26 districts) by December 2005. Development Plans cover land use, transport, and other issues of importance for area regeneration.</p>	<p>The Development Plan process begins with an Issues Paper, before working to a Draft Plan, Public Inquiry and Adoption. The Issues Paper is where much of the significant data on the economic, social and environmental needs and opportunities of the 14 areas (and of distribution of need and opportunity) within them are brought to the fore. A standard check-list is used to ensure consistency of data, which includes housing stock, brownfield sites, employment patterns and unemployment rates. DoE and DRD jointly intend to discuss data requirements with NISRA.</p>	<p>N/A</p> <p>No specific programmes of intervention at the small area level, but responsible for clearly articulating land use, housing and transport planning needs for its own (larger) area planning purposes.</p>
Department of Health (DOH)	<p><i>The DOH IDWG contact was unable to participate in the consultation</i></p>		
Northern Ireland Office (NIO)	<p>The NIO's Community Safety Strategy, and intention to create 26 Community Safety Partnerships, represents its key contribution of the department to area based regeneration. NIO is also currently chairing the Creating Common Ground Consortium (see NIHE above).</p>	<p>The process will involve each partnership undertaking an Audit of Crime and Anti-Social Behaviour, through use of crime data (available down to ED level) supplied by NIO Statistics & Research Branch (NISRA staffed, 1 ringfenced for community safety work). In addition, primary research expected amongst those living in the area (probably through smaller scale self-completion surveys, e.g. amongst young people, the elderly). Approach is already being piloted in four areas.</p>	<p>Targets will be established locally, based on local strategy and identified needs.</p>

- 4.35 The information that NISRA has supplied to departments that is geographically differentiated has taken a number of different forms. However, as elsewhere in the United Kingdom, the information available has been considerably less than that needed by departments and agencies charged with the delivery their regeneration activity. The work of the Social Exclusion Unit's Policy Action Team 18 endorsed the concern that all was not well in the English context. A comment by the then Minister of State with responsibility for regeneration in England in the PAT 18 Report is illustrative: *"If so little is known about the social conditions in an area, how can effective programmes be deployed to tackle social exclusion? If the level of deprivation is not known, or reliable baselines cannot be established, it will be difficult to assess whether renewal has been successful!"* (PAT 18, "Better Information", 2000).
- 4.36 Following the criticism in PAT 18 more funds have been made available to remedy some of the key deficiencies. The Better Information Report identified a number of broad domains and sub-themes for which it might be relevant to collect evidence. These are presented in Annex 1 of this report. The key domains which were recommended cover access to services, community well-being, social environment, crime, economic deprivation, education, skills and training, health, housing, the physical environment and work deprivation. Clearly, if a standardised set of neighbourhood statistics were to be collected for all these domains and sub-themes on a regular basis it would require considerable effort and resources. It also requires many changes in the way in which information has been collected across, and shared between, Government departments. Significant budgets have been provided to ONS and its sister agencies, and the early results of that work are already visible on NISRA's website. Thus, NISRA has now completed a GIS-based system that provides data, and can generate maps, across a number of domains. Further change is ongoing, with new data being assembled all the time, and this will significantly assist the implementation of the new urban regeneration strategy by URCDG and other departments. NISRA propose to follow the recommendations in the PAT 18 Report and provide neighbourhood based statistics in relation to:
- **Access to Services** including GPs, hospitals, other health care facilities, legal advice, leisure facilities, post offices, schools and shops;
 - **Community well-being/Social environment** including caring responsibilities, participation in community organisations, perceptions of neighbourhood and service provision, population turnover and voting turnout;
 - **Crime** including fear of crime, numbers of crime (domestic burglary, autocrime, violent crime), offender data;
 - **Economic deprivation** including measures of low income, indebtedness and wealth and assets;

- **Education, skills and training** including absenteeism, adult learning, driving licences, early child development, numbers achieving qualifications, numbers without qualifications, pre-school provision, progress through education, school exclusions and special needs in schools, “staying-on” in education and young people not in education, work or training;
- **Health** including accident and emergency statistics, disability, drug and alcohol misuse and health lifestyles, maternal infant and early child health, mortality, physical and mental health, social services caseloads and teenage pregnancies;
- **Housing** including affordability, composition of dwelling stock, homelessness, houses in multiple accommodation, overcrowding, stock turnover, unfit housing and disrepair and vacant properties;
- **Physical quality** including air quality, land use including dereliction and traffic volume and speed;
- **Work deprivation** including availability of child care, dynamic measures of worklessness including duration, persistence and turnover, employment and job losses, registered unemployment, inability to work due to sickness/disability, numbers in New Deal or other Government training schemes, other non-participants, workless households.

Deficiencies in the current performance measurement framework and systems

4.37 In general, we can make the following comments in relation to the inadequacies of the existing monitoring and information systems that exist across the different Divisions of URCDG and also within the regeneration activities pursued by most other Departments.

Fragmentation of systems

4.38 Each of the URCDG Divisions have adopted different methods of obtaining the key information required to ensure that financial information, activity and output information is collected. Some diversity between Divisions is to be expected given their different goals and there has been considerable change through time. However, there are many areas where a common approach should be possible. It is particularly unfortunate that in most cases there are different financial systems. This impedes the ability of URCDG to track, analyse and compare in a consistent manner its expenditure on regeneration initiatives. It also impedes assessments of the cost-effectiveness of regeneration programmes during evaluation.

4.39 These deficiencies are substantial. What we have seen of the existing systems and reporting mechanisms suggests that each Division must find it difficult to assess its achievements in relation to its individual goals and objectives. Day-to-day strategic management is therefore

hindered accordingly, with the consequent risk of programme drift. Moreover, it is virtually impossible to bring together the achievements of each of the Divisions to establish the contribution of the activities of the Group as a whole to its own strategic objectives.

Inadequate baselines

- 4.40 One area which has been commented on in a number of recent evaluations of individual programmes undertaken for URCDG relates to the inadequacy of existing baseline material. Many programmes have not had proper baselines in place at their inception. Through time it has not been possible to update the baselines as part of the process of assessing the achievement of programmes in relation to their objectives. Moreover, the weakness of baselines has acted as a barrier to the targeting of programmes, particularly where baseline material has not been provided in a form that enables the problems experienced by specific groups of individuals and companies in certain areas to be gauged. These shortfalls cannot continue given the requirements of New TSN and Section 75, and action will be needed urgently to bring a wider and richer range of data sources alongside the new Measures of Deprivation in Northern Ireland to ensure that baselines are set appropriately. If the present lack of quantitative evidence on need and targeting were to continue, it would severely compromise the implementation of the new strategy.

Urban and rural areas – conflicting definitions

- 4.41 A further difficulty is the lack of any systematic guidance as to how to distinguish urban and rural areas. This has tended to lead to some blurring of responsibilities between Divisions within the Group, but more significantly between URCDG and other spending departments. A precise definition remains elusive and is conceptually quite challenging. However, the absence of commonly agreed definitions between RDO and DARD, in particular, has led in some cases to an overlay of policy, the reasons for which have not been clearly identified or stated. In some cases the urban-rural boundaries have become conflated because of the delivery requirements associated with European Programmes. To some degree this has been inevitable. While we recognise the difficulties in drawing precise boundaries, greater co-ordination and clarity on such matters will be needed prior to the implementation of the new urban regeneration strategy to enable the coverage of the urban and the rural development strategies to be clearly articulated. DSD is currently chairing an Urban/ Rural Definition Group.

Activities, outputs ... but no outcomes

- 4.42 What is also clear from an assessment of existing systems is that they have not allowed any systematic assessment of the effect of either individual programmes, or their collective

contribution, in terms of their impact on key outcomes. Outcomes show what has happened to target areas in relation to their prosperity and quality of life. The regeneration schemes operated by URCDG are designed to bring about relative improvements in “domains” such as health, crime and the fear of crime, educational attainment, employability and employment, and satisfaction with other aspects of quality of life including the physical environment. These are the ultimate goals of policy and assessing the impact of policy upon them is crucial.

Inadequate foundations for target-setting

- 4.43 Finally, partly because of the limitations described above it has not been possible for the Group to set targets for the activities and outputs of its operating Divisions that link clearly to overarching strategic objectives. Many Departmental PSA and SDA targets suffer in similar ways. In the face of the need to set PSA targets that are closely related to the Group’s public expenditure allocations, it is recognised as a critical weakness.

5. Monitoring and evaluation for urban policy – the new position

Introduction

- 5.1 The Urban Regeneration and Community Development Group of DSD is poised to introduce a new strategy with which to tackle social exclusion in Northern Ireland. This follows the extensive consultation exercise undertaken during the summer and autumn of 2001, the findings from which were reported to the Social Development Committee in January 2002.
- 5.2 The new strategy has at its heart the recognition that if geographical concentrations of social deprivation are to be removed then there is a need for a focused and targeted approach that recognises the multifaceted nature of the problems being tackled. Since the problem embraces the physical, economic and social it is essential that the actions of a range of Government departments, the voluntary and community sector and the private sector are co-ordinated. The strategy reflects the importance of moving away from project/policy instrument led delivery to an approach that is more holistic and considers the overall needs and requirements of individual deprived neighbourhoods and run-down city and town centres. Area based regeneration has to be delivered through partnership and if it is to be successful over at least a 7 to 10 year planning and implementation period.
- 5.3 It is proposed to put in place a administrative delivery structure that has the following elements:
- At regional level, an Inter-Departmental Working Group chaired by DSD that will be responsible for overall leadership and accountability;
 - At District level it is envisaged that Local Strategy Partnerships, facilitated by District Councils as part of the PEACE II process, will play a key role and will be the vehicles by which representatives from Government Departments, Statutory Agencies and the relevant local authorities and social partners, together with the private sector, are brought together;
 - At local level, neighbourhood renewal initiatives linked to Local Strategy Partnerships established as part of PEACE II and assisted with community capacity building by the Voluntary Activity Unit as appropriate;
 - City and town centre regeneration will be co-ordinated and led by URCDG in consultation with district councils and other relevant public and private organisations.

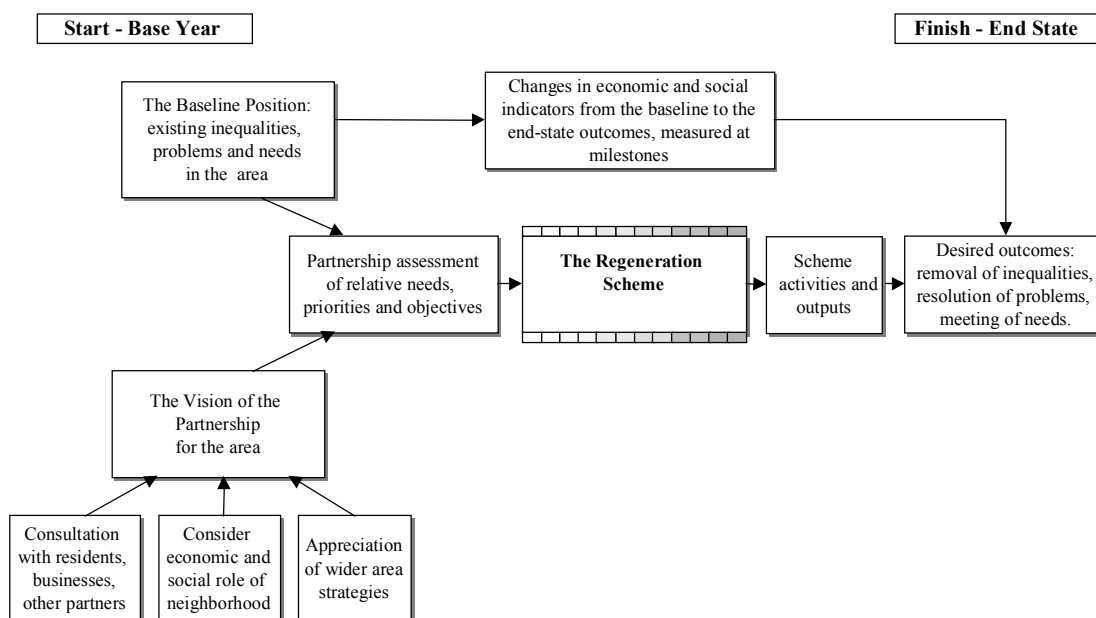
- 5.4 A key feature of the proposed delivery framework is that Neighbourhood Action Plans will be the main mechanism for the delivery of regeneration at the local level. Throughout it is thus essential that there is analysis and prioritisation of need as well as a clear identification of the opportunities for change in each of the areas that are targeted. Moreover, robust baselines will need to be established and clear and unambiguous targets set in relation to desired achievement. The monitoring and reporting of performance against these targets remains central to the whole process.

Key features of the required monitoring framework

- 5.5 A monitoring framework has to be designed with a number of key requirements in mind. It needs to be capable of assisting with the process of strategic planning on the part of the Department and it thus has to be comprehensive enough to encompass the relevant programmes concerned. It must also meet the day-to-day needs of those who are responsible for delivering the programmes and thus be flexible enough to allow a range of practical management requirements. Moreover, while the framework has to be comprehensive and robust, it should also be recognised that the resources available to run and maintain monitoring systems are not infinite.
- 5.6 There are many examples of monitoring systems across Departments and agencies throughout the United Kingdom that have proved to be unworkable because they require too much information to be collected by very small teams of people with very limited budgets. The need to recognise that resources are limited should run alongside a clear appreciation of what information and data is available to enable monitoring to take place and what are the most economic ways of collecting it. Economy in collection itself argues for endeavour to be co-ordinated across government departments and agencies wherever this is possible.
- 5.7 The framework also has to be able to deliver key information that will enable evaluations to be undertaken of individual programmes and perhaps the work of URCDG overall. Evaluation will be concerned to assess the effectiveness of programme delivery in relation to the Department's over-arching regeneration mission and objectives, but it will also wish to assess whether Value For Money is being delivered and demonstrate public accountability.
- 5.8 A monitoring framework contains a number of key elements that describe the regeneration activities being undertaken, the outputs that emerge and, ideally, the way in which these outputs bring about changes in outcomes for the individuals and groups in society that the programme is designed to help. It is essential that meaningful comparison can be made using the framework across the key dimensions of policy, whether these are different delivery mechanisms, target areas, domains of regeneration need, or key beneficiary groups (e.g.

Section 75 categories). The framework should also ensure that there are clear and systematic baselines in place that enable priorities, objectives and targets to be set and thus enable progress to be assessed in relation to baseline positions.

Figure 5.1: Key influences in designing the regeneration scheme



A Proposed framework

5.9 Before identifying the appropriate elements of a new monitoring and information system, including the setting of appropriate PSA targets, it is helpful to begin by defining the key concepts described in Figure 5.1 above.

5.10 As Section 3 pointed out, there is no shortage of literature on the subject of monitoring and evaluation at a conceptual level. There is also a considerable amount of practical guidance that advises on a range of implementation issues. However, it is frequently very difficult to ensure that there are integrated systems in place across departments because historically different funding streams have adopted different performance measurement systems. A classic example of this relates to the EU Structural Funds. While the European Commission accepts many of the commonly understood concepts of monitoring and evaluation, the vocabulary it requires Member States to use is often radically different to that in used by the individual Member States themselves for their own regeneration initiatives. Thus, the EC¹⁴ has adopted a sequence of *outputs*, *results* and *impacts* when referring to regeneration initiatives when others might use *activities*, *outputs* and *outcomes*. However, similar

¹⁴ European Commission DGXVI 2000 "The New Programming Period 2000-2006: methodological working papers – Working Paper 3: Indicators for Monitoring and Evaluation – An Indicative Methodology"

problems exist within the Member States and the United Kingdom is no exception. Some organisations use the terms *impacts* and *outcomes* interchangeably, while many use the word *outcome* (an effect) to describe static social, economic or environmental *conditions*. While a plethora of guidance is more helpful than none at all, the subtle and sometimes stark differences in the terminology used to describe the same things is confusing and unhelpful against the backdrop of a measurement task which is already complicated enough. What is needed is some transparency, even a dictionary or ready-reckoner so that those responsible for monitoring and evaluation can satisfy different funding masters at the same time while retaining clarity in the framework being used.

- 5.11 Figure 5.2 overleaf sets out our own definitions of the key steps in the logical sequence between what an area and its people need, what the objectives of policy are, what is spent there, what the spending delivers, what the delivery achieves, and how this translates into economic, social and/or environmental benefits for the area and its people. These terms are used widely throughout the remainder of this report. Although depicted in a matrix form, this should also be seen as a circular flow where ongoing monitoring and periodic review help to learn lessons, identify achievements and adjust the policy response accordingly.
- 5.12 Notwithstanding existing difficulties elsewhere with the evidence base and with the vocabulary used to describe different parts of performance measurement systems, there are a number of clear best practice messages from other parts of the UK which are relevant to the development of a performance measurement framework for urban regeneration policy in Northern Ireland. These are:
- A transparent and clearly communicated approach to targeting resources, whether spatially or thematically;
 - A comprehensive baseline of existing conditions and historic trends, which allows those developing strategies and projects to know the environment in which they are working and identify priorities for action;
 - For each type of intervention – e.g. community development, business development, skills development and employability, land and property – a clear “logic chain” and set of core indicators which will describe the resources used (inputs), what is delivered using those resources (activities), the immediate benefit of the delivery (outputs) and the effect which that will have on the conditions of the target area or group (outcomes);

FIGURE 5.2: THE LANGUAGE OF THE MONITORING AND EVALUATION FRAMEWORK - SOME DEFINITIONS

BASELINES	STRATEGIC OBJECTIVES	INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES
<p>... a baseline captures quantitative and qualitative information on the needs of an area, needs that are closely related to the issues which DSD and its partners will be seeking to address through the strategy.</p> <p>They represent the specific problems which it is hoped will be alleviated by designing, funding and implementing projects in neighbourhood renewal (NR) areas and town and city centres (TC/CC) across Northern Ireland.</p>	<p>... the objectives being pursued by the strategy expressed in terms of the anticipated effects and timescales over which funding would make a difference. A simple categorisation is needed to reflect the focus of NR and TC/CC activity on different aspects ("domains") of urban regeneration over the 7-10 year period.</p>	<p>... are the financial resources, in-kind contributions and time inputs made to each NR or TC/CC project. These will come from a variety of sources, including DSD itself, EU sources, partner organisations, voluntary sector, community groups and the private sector.</p>	<p>... are the direct services or products provided or funded by each NR or TC/CC project. Clearly the nature of the activities will differ according to the nature of each project.</p>	<p>... are the intermediate effects of NR or TC/CC project actions. They represent the mechanism by which inputs and activities yield their intended outcomes.</p> <p>The output measures need to be defined so that they can both be realistically measured and, at the same time, link as clearly as possible with both upstream activities and downstream outcome measures.</p>	<p>The term outcome is used to describe the influence that the strategy has had on the economic, social or environmental conditions in the area. These conditions would have been identified in the baseline.</p> <p>The definition of each outcome indicator should relate closely to a corresponding baseline indicator. The latter will change over time, due to a variety of factors. Only a proportion of the change from the baseline will be due to the project. This proportion is the "outcome" of the project.</p>

- Targets should be set for inputs, activities, outputs and – if possible – outcomes, drawing on the experience of project managers and the detailed work undertaken to design and plan regeneration initiatives, as well as existing monitoring and evaluation evidence. Targets should be ambitious, but not unrealistic and care should be taken to ensure that key targets do not distort behaviour which would lead to under performance by other priority actions;
- Inputs, activities and readily measurable outputs should be monitored on an ongoing basis, with monitoring data presented at least every six months; periodic evaluation exercises should be conducted, at least half way through and in the final year (rather than after) the policy has ended. This will allow output and outcome measurement issues to be tackled, as well as adding value to decision-making about the focus of activities and succession/exit strategy considerations;
- As target-setting, planning and reporting moves from the grass roots delivery level through layers of policy management, the essence of the policy must still be captured in a smaller number of performance indicators. Ultimately a very small number will be used to reflect the use of public expenditure in departmental, and perhaps cross-departmental, PSA and SDA targets.

5.13 It is with these considerations in mind that we move to suggest a proposed framework for the operation of URCDG.

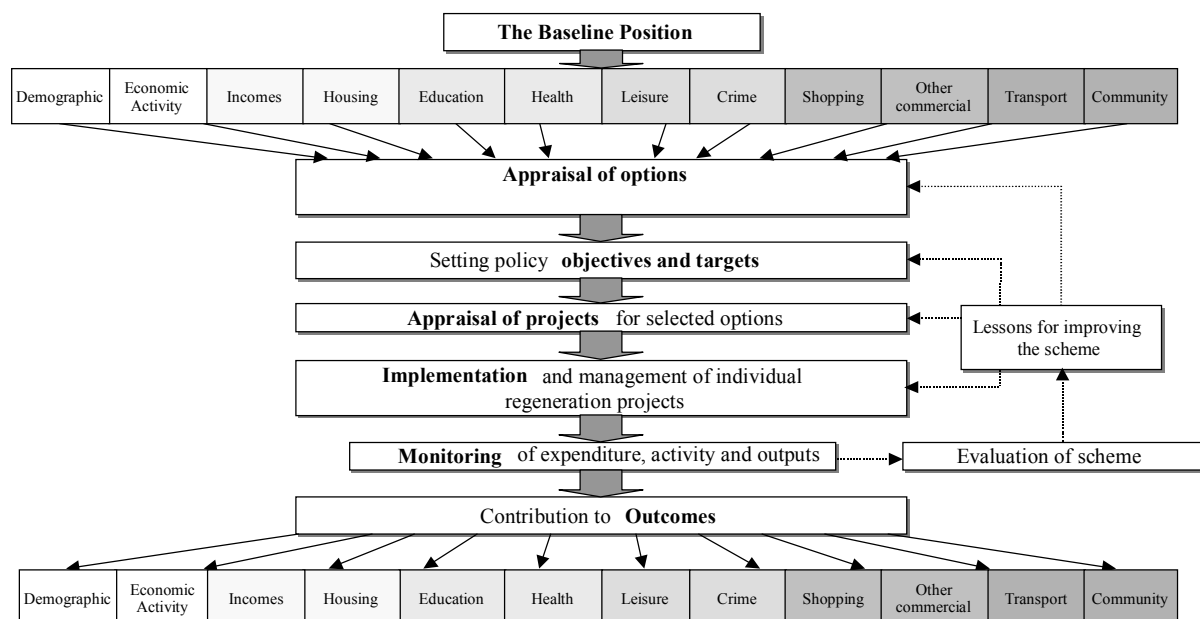
Key elements in a proposed performance measurement framework

5.14 In this section we describe a performance measurement framework that can meet the monitoring requirements of the URCDG. It makes the underlying assumptions that URCDG wishes to enable neighbourhood and town centre based regeneration through the delivery of partnership based regeneration schemes that adopt a “bottom-up” approach to regeneration and which requires officers of the Department working alongside the community/voluntary, private sectors and officers from a wide-range of other parts of Government. It is envisaged that each partnership will identify at the beginning of its work its key objectives for the area and people that it is representing through a Delivery Plan that will be agreed with URCDG. During the course of its life the Partnership will be required to provide officers of the Department with information that enables progress to be monitored and assessed. Figure 5.3 provides an indication of the key tasks that we would expect to underpin a regeneration scheme being delivered by a partnership and overseen by URCDG.

5.15 It is anticipated that each Partnerships will provide monitoring returns according to a common format that allows the Department to assess whether key milestones have been attained. The Partnership will also be responsible for an intermediate and final evaluation of its

achievements that it will submit to the Central Secretariat at appropriate times. Periodically, the Department will wish to commission an evaluation of key elements of its overall activities that will be able to build on the individual partnership evaluations and the information provided by the overall monitoring system. The Department would therefore want to ensure that local evaluation work is conducted according to clearly understood guidelines (including specific key data templates).

Figure 5.3: Designing the Regeneration Scheme



5.16 The key elements of a performance measurement framework that need to be outlined in this section are:

- The establishment of baseline positions and targeting need and opportunity;
- Establishing a common financial framework that will allow expenditure and leverage to be assessed;
- Adopting key activity indicators;
- Adopting key output indicators;
- Adopting key outcome indicators.

Common financial and expenditure systems

5.17 It is essential that all activities of URCDG should be undertaken within a common financial management system. This should allow data to be collected and readily analysed on the

origin, level and timing of all actual and forecast expenditure deployed in the name of the new urban regeneration strategy. The system should also allow analysis of expenditure according to the key dimensions of policy (delivery mechanism, area, target group) as discussed above.

Baselines: targeting need and opportunity

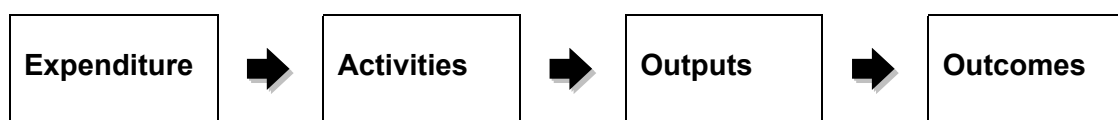
- 5.18 In rolling-out its new regeneration strategy URCDG has to identify those neighbourhoods and town centres that are most in need. This requires an analysis of a number of indicators that reflect the economic, social and physical characteristics of the areas concerned. In general the standard needs assessment will begin by considering the Northern Ireland Multiple Deprivation Measures (the Noble Index) recently published by NISRA as a replacement for the Robson Index. This data source is invaluable in ranking need considering as it does the domains of income deprivation, employment deprivation, health deprivation and disability, education, Skills and Training deprivation, Geographical access to services, Housing Stress and Social Environment. However, there is a need to augment the evidence available from Noble with a consideration of the physical environment of the areas concerned other than housing stock related and also some consideration of issues relating to community. As the consultation exercise revealed it would not be desirable to place total reliance in the targeting of the regeneration activities of the Department on just the Noble index.
- 5.19 In relation to targeting there are also some difficult issues that need to be resolved in relation to the size of the area that should be assisted. There are a number of issues here and these are covered thoroughly in Chapter 2 of the NISRA Northern Ireland Multiple Deprivation Measure Report. In essence there are no administrative boundaries that readily approximate to a neighbourhood or, for that matter, a town or city centre. The availability of administrative data for measures required in each of the key domains is a fundamental constraint although things have improved in recent years with the availability of more data below district level. It is also necessary to standardise for differences in the size of population in particular settlements and for this reason indices of deprivation are often given as rates.
- 5.20 Overall, the best approach for baselining purposes appears to be to use ward-level data. However, even ward data can mask pockets of deprivation and these need to be considered explicitly. As far as possible in the Northern Ireland Noble index of multiple deprivation all the data relate to mid 1999. The overall conclusion is that Noble must form a central component of the targeting of the work of the Department, but that there is a need to complement the targeting with the use of other indicators that reflect physical and where possible community orientated attributes of settlements across Northern Ireland. Specific pockets of deprivation will need to be given careful consideration.
- 5.21 Once target areas have been selected, a robust baseline is required to guide the development of the regeneration strategy and provide a basis for measuring the progress of the area over

time. As has been described at length elsewhere¹⁵ the first key feature of a baseline is that it should measure economic, social and environmental conditions in the designated area before the commencement of the new policy initiative. The baseline conditions in the area concerned should be measured relative to a standard or norm that may represent the wider local area or region or national average and ideally should have some historic trend data to show whether relative conditions have been improving or deteriorating over time. It follows that the variables represented by the baseline indicators must be capable of being influenced by the policy intervention in question. Inevitably they will also be affected by other policy and non-policy factors. Baseline indicators must be capable, as far as is possible, of consistent measurement across all of the areas targeted by the strategy. Finally, and ideally, baseline indicators should be quantitative in nature so that the quantitative impact of policy can be assessed. Advances in survey techniques have meant that it is now possible for indicators relating to fear of crime or the extent of community involvement to be given a quantitative dimension by capturing baseline perceptions of the resident population and tracking these over time.

- 5.22 The performance measurement system should have a number of “core” baseline indicators, covering the economic, environmental and social aspects of target areas, which each area regeneration scheme would be required to collect and provide in a consistent manner. In addition each Partnership would be encouraged to collect other non-key baseline information they felt necessary to reflect the individual characteristics of their area and its population and to which the key strategic elements of the regeneration scheme were being focused in their Delivery Plan.

Deriving activity measures

- 5.23 Expenditure by those undertaking regeneration in the target areas will enable a number of activities to be undertaken. These will generate outputs that eventually bring about the desired change in outcomes.



- 5.24 A wide range of different activities will be undertaken and there are a number of indicators that are relevant (examples of activity indicators are provided in Figure 5.6). Under the broad domain of **worklessness/employability** there will be actions relating to the labour market and business development. These will include assistance for entrants/re-entrants to the labour market as well as support for training infrastructure in a wide variety of forms. Business

¹⁵ see Department of Land Economy, University of Cambridge Discussion Paper 109

development support could include advice and guidance for individuals wishing to start their own business, or support for existing companies to grow or become more competitive.

- 5.25 In relation to tackling **crime**, activities will include measures to advise those at risk, particularly in relation to the young and issues relating to drug abuse. Other measures might include “target hardening” measures related to home and business security, while surveillance by police directly or using CCTV measures represent further forms of crime and community safety effort.
- 5.26 In the general area of **health** there a considerable number of measures that include advice and assistance with dietary matters, smoking, alcohol and drugs, information and advice about mainstream services, the provision of specialist services locally, mental health related projects and family planning and pregnancy projects.
- 5.27 Under the domain of **education** measures include the re-engagement of non-attending or excluded pupils, the raising of motivation, aspirations and attainment of pupils, the provision of pre-school education, information and advice about access to higher education, improved facilities in schools and the encouragement of parent-school interaction.
- 5.28 Measures to improve the **physical environment** have encompassed a very large range of projects including landscaping, greening and the provision of access to new or improved public open space.
- 5.29 **Community/recreation** measures cover a very wide range and include capacity building of community groups involved in regeneration, activities such as community events and newsletters, the organisation and provision of access to recreational opportunities and the provision of community facilities that have the potential to play a variety of roles or cater for a range of groups, community meetings, youth groups, mother-toddler/parenting groups, elderly groups, women’s groups, ethnic minority groups, tenant groups.

Common output indicators

- 5.30 It is essential that high quality monitoring data is collected by regeneration partnerships and submitted to a central monitoring unit in DSD. In addition to information on project activities, a number of “core” output indicators should be specified by DSD and monitored regularly by regeneration partnerships. Figure 5.4 illustrates some of the most common output indicators which are currently used across a number of existing regeneration programmes in Northern Ireland and elsewhere. These broadly conform to output measures recently adopted by the Belfast Regeneration Office. Partnerships could adopt supplementary

output indicators as they felt appropriate, if they wished to reflect individual features of their regeneration schemes, but DSD should require core output indicators to be monitored as a minimum.

Figure 5.4: Illustrative list of core output indicators	
Employment/employability (Worklessness)	
Number of FTE jobs created/safeguarded	
Number of FTE construction jobs (expressed as person weeks)	
Number of residents trained in scheme projects	
Number of trainees placed into a) jobs, b) further education and c) other	
Number of residents assisted to become self employed/start small business/community business	
Number of people who get a job as a result of specifically targeted assistance	
Number of training places sustained or created	
Number of businesses advised/ assisted	
Number of business starts	
Area (m2) of new business/commercial floorspace created/ improved	
Crime	
Number of dwellings and commercial premises where security is installed/upgraded	
Numbers receiving advice and counselling on crime prevention and community safety	
School/education	
Numbers of community safety initiatives implemented	
Number of people attending crime prevention initiatives	
Number of victims of crime supported	
Health	
Number of residents benefiting from health projects, incl improved access to health facilities	
Education	
Number of pupils whose attainment is measurably enhanced/ improved	
Number of pupils remaining in post-compulsory education	
Number of childcare/ nursery school places created/ safeguarded	
Number of pupils directly benefiting	
Number of pupils whose attendance is measurably enhanced/improved	
Physical Environment including Housing	
Area of land (ha) improved or reclaimed for open space	
Area of land (ha) improved and made ready for development	
Number of buildings improved or brought back into commercial use	
Number of traffic calming schemes	
Number of private/ public dwellings built/ improved	
Number of housing units a) demolished, b) refurbished and c) newly built	
New housing management measures introduced	
Community/ recreation	
Number of projects designed to improve community and recreational facilities	
Number of residents regularly attending scheme projects	
Number of people given access to new cultural opportunities/ facilities	
Area (m2) of improved community floorspace	

5.31 A major problem with some output indicators is that it is necessary to have information about the duration of the output that is being generated. One option is to classify outputs according

to a three banding system where categories identify the duration of the effect being generated. This is particularly helpful for the capture of information about the duration of jobs created.

Key outcome indicators

5.32 As we discussed above, outcome indicators should be capable of showing what is happening to the neighbourhood/ town centre and its community in relation to their prosperity, environmental conditions and general quality of life. If the regeneration initiative is to be successful then it must, over time, bring about real and sustained improvements in the main outcome domains of improved health, reduced crime and fear of crime, increased educational standards, raised employment levels (reduced worklessness) and general satisfaction with other aspects that affect quality of life such as community involvement and environmental quality. Four specific domains have featured in much of the policy delivery debates across the United Kingdom. These are:

- the extent to which the adult population is unemployed, economically inactive and benefit dependent, in particular focusing on workless households;
- poor levels of qualifications in the population and those leaving schools;
- below average standards of health in the community;
- above average incidence of crime and community fear of crime.

5.33 We suggest that DSD should consider adopting key outcome indicators for the following domains at a minimum:

- work and worklessness;
- qualifications, skills and training;
- incomes and benefit dependency;
- health;
- educational attainment and attitudes to education, including childcare facilities;
- crime and safety;
- community involvement;
- satisfaction with the area and housing.

5.34 Drawing on the indicators set out for these aspects of regeneration in the baseline, key outcome indicators are therefore likely to include:

- number and percentage of population of working age who are registered unemployed, economically inactive and in workless households;
- levels of qualifications in the adult population;
- school examination attainment figures;
- Standardised Mortality Rates (by sex and age);
- number and percentage of disabled, incapacitated and long-term sick;
- number of recorded crimes and offences per 000 population;
- percentage who are afraid to go out alone after dark.

5.35 Individual regeneration partnerships may want to add to these key outcome indicators those that they feel are particularly relevant to their neighbourhood's specific problems. It is likely that regeneration partnerships will want to obtain information in as disaggregated a form as possible for some of these indicators to enable them to focus the monitoring effort on groups who are targeted specifically by the regeneration strategy. Wherever possible, information should be collected according to the requirements detailed in Section 75 of the Northern Ireland Act 1998.

5.36 Some of the objectives and target outcomes will be expressed in terms of a rate of narrowing or even completely removing inequalities/disparities in specific key outcome indicators relative to their Northern Ireland or UK benchmarks. In setting quantifiable targets in this way, it will also be necessary to set milestones in the Delivery Plans of regeneration partnerships. These are points for checking on the rate of progress being achieved in moving towards target outcomes. Thus, for example, a regeneration partnership may set a ten year target of halving the local neighbourhood shortfall in the proportion of working age that are in work. In setting such a target, milestones should also be defined which would indicate how much of the shortfall should have been narrowed at key points of three and six years. Progress should be checked at those milestones by measuring the disparity at those points – and the milestones should be set with the knowledge of when and how evidence on the disparity can be obtained. Using these indicators it would be possible to produce on a regular basis information relating to the extent of social exclusion being experienced on deprived neighbourhoods across Northern Ireland in a format similar to that described in Figure 5.5 below.

Figure 5.5: Bringing the evidence together; the breadth and depth of social exclusion

	Worst estate	Average estate	National average
<i>Head of household</i>			
Working full or part time	43	54	80
Unemployed seeking work	25	16	9
At home not seeking work	17	16	6
Long term sick	15	14	6
% income below £100 (a week)	40	37	22
% on Income Support, Unemployment Benefit, Incapacity Benefit	61	46	28
% on Income Support only	40	26	15
% on Housing Benefit	50	34	20
% of lone parents	27	13	6
% social housing ¹	94	53	32
Dissatisfied with area	28	13	5
Very dissatisfied with dwelling	23	9	2
Area very unsafe after dark	50	42	11
Likely to move	46	23	17
Do not feel closely involved with the community	80	72	

¹ Social housing is accommodation provided by Housing Associations

Source: Actual numbers taken from a recent social survey of estates in England targeted by partnerships in receipt of Single Regeneration Budget funding

Bringing output and outcome indicators together

5.37 Figure 5.6 illustrates how activity, output and outcome indicators fit within a series of logic chains and help to articulate the way in which regeneration endeavour is helping to bring about change. Each row of the table represents a series of logic chains. The final framework would be expected to require regeneration partnerships to demonstrate, for each project, how expenditure would deliver activities, outputs and, ultimately, support the attainment of key outcomes.

Figure 5.6: Examples of Activities, Outputs and Outcomes

Dimension	Examples of Activities	Examples of Outputs	Examples of Outcomes
Crime	Making houses and other buildings more secure, improved street lighting, road safety measures etc	N ^o of locks and entry phone systems installed, hours spent by community police officers in schools etc	Reduction in volume of crime, reduced fear of crime, relative to other areas
Health	Advice and assistance on dietary matters, provision of services locally, family planning and pregnancy projects	N ^o of home visits by health outreach worker, the provision of newly built estate health centre	Improving mortality rates, lower illness levels, relative to other areas
Worklessness	Training for young people entering the labour market. Assistance to the unemployed and those seeking re-entry, assistance to improve education and training infrastructure. A wide variety of business development/ creation measures	Jobs created, training places provided and occupied, n ^{os} using job placement service, childcare places provided	Greater proportion of working aged population in work, reduced claimant unemployment rate, increased average incomes
Education	Measures to maintain or raise motivation, information, advice and access help regarding Further and Higher Education and Careers Advice	N ^{os} . Taking part in parent-school initiative, improvements to school facilities, n ^o of contacts with truants	Improved school attainment levels, improved destinations of school leavers into employment and higher education
Environment/ Housing	A considerable variety of land and property development including land clearance and property refurbishment. Assistance with soft and hard land use and environmental improvement.	Units refurbished, demolished and newly built. Occupation of units subject to renewal activity. Usage of new amenities or public open space by local people.	Improved housing conditions, changes in tenure, reduction of turnover, satisfaction with accommodation
Community	Capacity building of community groups involved in regeneration, community facilities including community centres, youth centres etc	Number of scheme assisted projects designed to improve community and recreational facilities. Number of residents regularly attending scheme projects Number of people given access to new cultural opportunities/ facilities Area (m2) of improved community area	Indices of community involvement that might include social capital indicators detailed in Annex 2. (I.e. Individual Capital, Organisational Capital, Community Capital, Civic Capital).

Data for town and city centres

- 5.38 Much of the data used to inform regeneration strategies and measure progress relates to the “health” of people or businesses rather than places, and for this reason baselines for town and city centre regeneration areas are more difficult to assemble. Recent work by the Association of Town Centre Management¹⁶ illustrates the multiplicity of data sources needed to monitor the environment, society and economy in town and city centres. The ATCM’s work also reveals that while some data (especially property data) is often readily available, other data may be held by a wide range of parties, where the chances of it being released at low or no cost and in a usable format are sometimes slim. The recent Belfast City Centre Healthcheck and Benchmarking exercise (see Annex 4) was an impressive demonstration of the kind of baseline that can be prepared for a major city centre. However, acquiring such data for towns, especially smaller towns, is far more difficult.
- 5.39 The Countryside Agency and Regional Development Agencies in England have developed a healthcheck “toolkit” for market towns¹⁷ which can be used to assess needs and opportunities for strategy development purposes. Similar to the ATCM material in some ways, the healthcheck document provides guidance on potential data sources or data collection methods, as well as the analysis and interpretation of data. Our consultations with the Countryside Agency suggest that the average cost of conducting the healthcheck is in the region of £17,000.
- 5.40 The approach used to identify market towns and target support makes use of national criteria to define a pool of market towns, followed by criteria agreed by regional partnerships to select towns that should receive support. Thus, the national criterion uses measures of population, the presence of key services, the number of shops per 000 residents, an economic activity criterion (non-residential to residential delivery points), and the employment and income domains of the Indices of Multiple Deprivation to identify a pool of eligible market towns. At the regional level, further criteria are applied. In the East of England, for example, these are population, location in or near to Rural Priority Areas, convenience shopping provision, and minimum current (or recent) service provision.

¹⁶ Association of Town Centre Management: Performance Indicators Guide for Town Centre Managers
¹⁷ Available at www.countryside.gov.uk/market-towns/

Figure 5.7: Town and city centres: examples of activities, outputs and impacts

Dimension	Examples of activities	Examples of outputs	Examples of outcomes
Investment	<p>Land and property development activity, including:</p> <ul style="list-style-type: none"> ▪ marketing with agents, developers and potential occupiers ▪ land assembly and clearance 	<p>Units demolished, refurbished, newly built</p> <p>Occupation and performance of units</p>	<p>Planning applications</p> <p>Value of investment</p> <p>Levels of vacancies</p> <p>Improvement in accessibility (range - convenience offices, charity/daycare residential)</p> <p>Pedestrian activity</p> <p>Survey evidence on service provision</p> <p>Zone A rents</p> <p>Employment (by sector)</p>
Environment	<p>Improvements to public realm (hard and soft landscaping, street furniture, floodlighting, hanging baskets etc); enhancement to street cleansing, rubbish collection, maintenance of toilet and other amenities, and other maintenance activities</p>	<p>Measurable change in levels of cleanliness and litter (e.g. using Tidy Britain methodology)</p> <p>National, regional awards - e.g. Tidy Britain, Britain in Bloom, Civic Trust</p>	<p>Resident and user satisfaction improvements</p> <p>Survey evidence on:</p> <ul style="list-style-type: none"> ▪ usage of town centres ▪ length of stay ▪ expenditure
Safety	<p>Street lighting, CCTV, policing levels, other security initiatives (e.g. radio link, security guards)</p>	<p>Measurements of change in levels of lighting, and in arrests arising from enhanced security</p>	<p>Reported crime, damage, shop-lifts, assault, drug offences and burglary (dwelling)</p> <p>Resident and user satisfaction safety improvements</p>

Figure 5.7: Town and city centres: examples of activities, outputs and impacts

Dimension	Examples of activities	Examples of outputs	Examples of outcomes
Accessibility	<p>Transport development activity, including introduction of new routes, promotion of routes, special fare schemes.</p> <p>Improvements to car parking provision, including disabled and parent/toddler spaces</p> <p>Initiatives to enhance ease of movement (and access to key facilities) for wheelchair users and people with prams</p>	<p>Measurable changes in frequency of public transport provision and journey times to town/city centre</p> <p>Measurement of changes in car parking and other accessibility improvements</p>	<p>Public transport provision</p> <p>Pedestrian activity</p> <p>Resident and user satisfaction with transport provision</p> <p>Average duration of journeys</p> <p>% of spaces occupied</p>
Promotion	<p>Special events and promotions (e.g. fairs, evening economy, Christmas shopping initiatives)</p> <p>Provision and distribution of tourist marketing literature</p> <p>Other PR activity</p> <p>Engagement of local businesses in town/city centre promotion</p>	<p>Attendance at events</p>	<p>Levels of tourist activity</p> <p>Pedestrian activity</p> <p>Survey evidence on:</p> <ul style="list-style-type: none"> ▪ usage of town/city centre by day visitors ▪ length of stay ▪ expenditure <p>% change in retail sales in town/city centre retailers</p> <p>Hotel occupancy</p>

* A number of contextual indicators are key in demonstrating the health of town and city centres, including rents, vacancies/voids, town/city and catchment population, employment.

5.41 A monitoring and evaluation framework for the Market Towns Initiative in England is currently being developed and is at draft report stage. The Countryside Agency has agreed to share this report with DSD in confidence, and this has been provided under separate cover. However, we understand that there may be some concern about the costs of adopting the indicators suggested in the Market Towns Initiative and have suggested a range of alternative indicators in figure 5.7. The indicators have been organised according to activities, outputs and outcomes. It is to be emphasised that we believe that each Regeneration Partnership area would also require the indicators on socio-economic well being described in figure 5.6.

Towards PSA and SDA targets

- 5.42 On the basis of the proposed monitoring framework we believe that the existing approach to PSA formulation adopted by the Department should be modified to reflect the approach presented in Figure 5.6 above.
- 5.43 The new approach, which is illustrated in Figure 5.7 overleaf, comprises a statement of:
- The objective of each strand of the new urban regeneration strategy, anticipating that there will be different objectives for the neighbourhood renewal and town/city centre regeneration components;
 - A small selection of core output indicators - typically one per domain – to demonstrate the effective implementation of the strategy;
 - A statement of actions or activities that will be implemented to generate these outputs;
 - The associated budget;
 - Core activities and other indicators (e.g. leverage ratios) per relevant domain to demonstrate the economical use of resources in delivering the strategy.

Figure 5.7: Recommended approach to the specification of PSA and SDA targets for the new urban regeneration strategy

Departmental objective	Detailed objective of major streams of activity	PSA <u>Output</u> Targets	Actions and main service provider	Associated budget (2002/03) £m	Performance targets (SDA targets)
Tackling disadvantage amongst individuals, communities and neighbourhoods, with particular emphasis on greatest need and encouraging, developing and supporting community development.	<p>Strategic objectives for the new urban regeneration strategy</p> <ul style="list-style-type: none"> ❑ to regenerate the most deprived urban areas in Northern Ireland ❑ to focus resources effectively through partnership working ❑ to reduce the differentials that exist in the quality of life experienced by those residents in deprived areas relative to the Northern Ireland average 	<p>Couched in terms of <u>effective implementation</u> of the new urban regeneration strategy, as measured initially through core output indicators, and ultimately outcome indicators.</p> <p>Whatever the presentation of PSA output targets here, the framework should be capable of showing the relative contribution of the neighbourhood renewal and town/city centre regeneration aspects to PSA performance.</p>	TBA	£A+B million	Couched in terms of <u>efficient delivery</u> of key actions within the new urban regeneration strategy, as measured initially through core activity indicators, and ultimately output indicators per domain
	<p>More detailed objectives for neighbourhood renewal:</p> <ul style="list-style-type: none"> ❑ to target those communities experiencing the most serious economic and social deprivation and to empower the relevant communities to shape and drive forward renewal initiatives in their own areas. 	<p>Crime: no. of dwellings and commercial premises with new or upgraded security</p> <p>Health: no. of residents benefiting from health projects (including improved access to health facilities)</p> <p>Worklessness:</p> <ul style="list-style-type: none"> - no. of people benefiting from targeted assistance by a) getting a job; b) gaining a qualification c) progressing to training from pre-voc support - employment accommodated in new or refurbished floorspace <p>Education: no. of pupils whose attainment is measurably enhanced</p>	TBA	£A million	

	<p>More detailed objectives for town and city centre regeneration:</p> <ul style="list-style-type: none"> ☐ to increase the economic and social vitality of town and city centres by encouraging investment in the physical and economic fabric. 	<p>Environment:</p> <ul style="list-style-type: none"> - hectares of land improved or reclaimed for soft end use - sq. m of derelict or underused buildings brought back into use <p>Community: no. of residents participating in regeneration projects</p>	TBA	£B million	
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6. Implementation issues and recommendations

Introduction

6.1 The proposed performance measurement framework identified in the previous section requires changes to the existing systems. The changes will inevitably require resources to implement, including the development of new systems documentation and the provision of appropriate training. Given its lead responsibility for urban regeneration in Northern Ireland, if URCDG is to be successful in the years ahead in demonstrating progress in the eradication of geographical concentrations of social exclusion across Northern Ireland there is little alternative but to implement a new performance measurement framework. The new system is essential in order to ensure that:

- URCDG secures its regeneration objectives;
- the needs of modern government are met. These include the performance measurement requirements of OFM/DFM as well as the data requirements of New TSN and Section 75;
- URCDG gains the confidence and goodwill of other departments by demonstrating that it is doing the right things to remove social exclusion at the local level and regenerate town centres.

Roles and responsibilities

6.2 The task ahead is a challenging one. We believe that the most efficient way of addressing it would be to establish a unit within URCDG responsible for the overall monitoring and evaluation of the new urban regeneration strategy. This Monitoring and Evaluation Unit could perform activity, output and outcome monitoring roles similar to those undertaken for BRO by the existing Policy and Research Unit, although we envisage that it would also have responsibility for financial monitoring. What is currently missing is a centralised monitoring and evaluation function that can play a strategic role and support the work of all of the Group's operational Divisions. Our recommendation is therefore that the Monitoring and Evaluation Unit should be established within CBU, and that the monitoring and evaluation of the work of all of the Group's Divisions (BRO, LDO, RDO, VAU) would flow through this unit.

6.3 The Monitoring and Evaluation Unit would be responsible for:

- **Preparation of guidance** for neighbourhood renewal and town and city centre partnerships on:
 - Baselines;
 - Delivery Plans;
 - Monitoring systems;
 - Periodic review and evaluation.
- **Analysis of relative need** across Northern Ireland's neighbourhoods and town and city centres to inform the **targeting** of the strategy and its resources;
- **Specification of a comprehensive set of mandatory (“core”) activity, output and outcome indicators** for each regeneration domain as well as *advisory* (“supplementary”) indicators which partnerships can use at their discretion;
- The **specification of key planning and monitoring instruments**, including application forms, Delivery Plans, and monitoring reports;
- **Strategic analysis** of the implementation and performance of the new urban regeneration strategy and its components:
 - to inform regeneration partnerships, as well as departments represented on the Inter-Departmental Working Group;
 - to support the preparation and monitoring of DSD and any cross-departmental PSA and SDA agreements;
 - to support the policy evaluation and review process; and
 - to monitor the equality performance of the strategy according to the requirements of Section 75.
- **Review and dissemination of good practice lessons** emerging from the new urban regeneration strategy in Northern Ireland and from elsewhere in the UK and EU;
- **Financial control** of all regeneration programmes, whatever the funding stream (i.e. to include EU operations where this is felt appropriate). The objective being that MEU would 'know' all financial flows).

6.4 Each of the existing divisions of the Group would remain responsible for the delivery of the new urban regeneration strategy, including liaison with other Departments, advising regeneration partnerships and others, and guiding the ongoing implementation of the strategy.

Co-operation with other Departments

- 6.5 If the new strategy is to be successful, it is crucial that there is active and effective co-operation from other parts of DSD and other Government Departments. At a strategic level we anticipate that this would occur through the continued work of the Inter-Departmental Working Group. The IDWG's discussions to date have been mainly focused on the strategy itself, though some consideration has been given to liaison on targeting issues and the potential use of floor targets in renewal areas.
- 6.6 We believe that the IDWG should enhance its role, with specific terms of reference in respect of monitoring and evaluation. These terms of reference should include, amongst other things, protocols on the sharing of key data on the needs of small areas and geographical patterns of resource allocation and service delivery. Service Level Agreements between DSD and other departments may need to be established to operationalise these terms of reference, particularly where expensive, or sensitive, data is involved.

Service level agreements with key providers

- 6.7 NISRA currently provides statistical and research support for Northern Ireland, and specifically supports a number of departments and agencies.
- 6.8 One of our key findings is that at the present time the fragmentation of statistical support in relation to regeneration leads to inefficiencies and duplication. Moreover, many key tasks that are now required in planning and delivering regeneration require partnerships to receive extensive guidance. A good example relates to the use of household surveys and the establishment of baselines. It is simply not efficient for individual units within Government, or individual partnerships, to seek to produce baseline information often on a programme or funding stream basis. Economies of research endeavour are not maximised, and intelligence is not shared.
- 6.9 We believe that there is a strategic role for NISRA in this respect, particularly given the move towards neighbourhood statistics that build on the latest GIS technology. The time is right for a strategic review of the Service Level Agreements between DSD and NISRA. Where the opportunity exists, it would be highly desirable for the Monitoring and Evaluation Unit, in conjunction with NISRA, to collaborate on the provision of:
- Secondary baseline data collation;
 - Primary data collection, including social and business surveying;
 - Wider statistical support.

- 6.10 It is anticipated that NISRA would maintain its policy of seconding statisticians to DSD and other departments. We anticipate that the Monitoring and Evaluation Unit might be partly staffed by such secondees.

Preparation of guidance on monitoring and evaluation

- 6.11 At the present time, there is only very limited guidance on monitoring and evaluation issues. With the proposals to move towards a highly devolved delivery structure, there will be an urgent need for guidance for partnerships and others. This guidance should embrace:

- Baseline issues;
- Measuring outcomes and establishing milestones;
- Option appraisal, benchmarks and costs;
- Project appraisal;
- Monitoring and evaluation.

- 6.12 It is imperative that this guidance illustrates through the use of worked examples the benefits of sound monitoring and evaluation. The guidance must be user-friendly, but at the same time robust enough to ensure that there is a common monitoring and evaluation language adopted across all stakeholders. The preparation of the guidance and its dissemination will require intensive consultation within DSD itself, across central government, and with regeneration partnerships.

Delivery Plans and monitoring and evaluation reports

- 6.13 The implementation of the new urban regeneration strategy requires that local partnerships establish clear strategies for renewal. These “Delivery Plans” will be a key part of the monitoring and evaluation system. They should contain baseline information, the strengths and weaknesses of the target area, and what, over the lifetime of the initiative, will be delivered to bring about change. Delivery Plans will specify key milestones and targets and will also detail the intended activities and their measurable outputs and anticipated outcomes.

- 6.14 We would envisage that the Delivery Plan, in addition to setting out a clear baseline and strategy for the entire lifetime of the programme, would also contain a more detailed 3 year forward look and be updated annually once it gains approval by URCDG. The local partnerships would also be required to prepare the following:

- An **annual, year end report**, covering expenditure, activities and outputs for the previous twelve months, and a report on progress towards achieving final outcomes, together with a commentary on the key successes and hurdles encountered and anticipated. It should have a statement relating progress to date against the objectives and targets set out in the original Delivery Plan;
- **3 year and 6 year interim assessments**, summarising progress to date in terms of expenditure, activities and outputs against target, and providing a full set of outcome data again measured against the targets and milestones set out in the original Delivery Plan. Partnerships should relate how they feel their project outputs have led to changes in area outcomes. This will be a useful time to carry out evaluation studies;
- An **“end of scheme” assessment**, which should represent a final evaluation of what the partnership has achieved over its lifetime, and will thus require baseline indicators to be further updated to demonstrate how overall area outcomes have changed, how these changes relate back to the original statement of vision and objectives, and the achievements of the partnership in bringing about such change. This evaluation work should also cover in some detail the extent to which different beneficiary groups have benefited from the work of the partnership.

6.15 While the preparation of these plans and assessments would be the responsibility of the partnerships themselves, we anticipate that they would receive considerable guidance and support from the operational Divisions of URCDG, as well as being subject to a stringent quality control process by the Monitoring and Evaluation Unit.

Staff resources

6.16 Although the allocation of resources is not yet clear, we anticipate that even the smallest renewal partnership would require a dedicated planning, monitoring and evaluation function. On average we anticipate that each partnership might have 1 FTE dedicated to these tasks, plus a budget to cover independent advice on monitoring and evaluation matters.

6.17 Within URCDG and its operating Divisions, it will be necessary to support and oversee the development and implementation of area renewal strategies. A dedicated Monitoring and Evaluation Unit is also required, the tasks of which were described in detail above. Decisions on the staffing of this unit will need to be made in the light of current reviews of financial management systems, as well as discussions with NISRA on the nature and extent of secondment support which might be forthcoming.

Conclusions

- 6.18 The scoping study has revealed that the existing financial, output and outcome monitoring systems within URCDG are fragmented and have a number of fundamental weaknesses. The extent of data, and relevant statistical back up is inadequate. As they stand, they are not capable of meeting the performance management requirements of the new urban regeneration strategy.
- 6.19 These inadequacies are not confined to the delivery of regeneration in Northern Ireland. We examined best practice elsewhere and in general there are similar deficiencies. These arise, in part, because programme delivery everywhere is moving from an essentially top-down, funding driven approach to one which is more devolved and targeted on areas of need with a specific emphasis on partnership delivery.
- 6.20 Thus, following the work of PAT18 in England, there is a general recognition of the need to provide systematic and centralised neighbourhood based statistics that encompass relevant outcome domains such as worklessness, health, education and crime. This has led to ONS (and its sister agencies, including NISRA) being tasked to specifically address this issue. At the same time, in Scotland it has been recognised that focusing policy on small geographical concentrations of the socially excluded provokes severe difficulties of gathering relevant information to assess the effectiveness of regeneration policy.
- 6.21 In Northern Ireland, the gaps in data collection in relation to both baselines and monitoring require further resources to be devoted to this area. However, the use of existing resources could be optimised if there was a more co-ordinated system for the collection and analysis of relevant data across the operating Divisions of URCDG (including Laganside), and between URCDG and key agencies (such as NIHE) and other government Departments on the Inter-Departmental Working Group.
- 6.22 URCDG, Laganside and NIHE already devote considerable resources to financial management across all of their existing programmes. The level of emphasis given to regeneration output and outcome monitoring has been much more variable. At the present time, individual programmes, and sometimes individual funding streams, seek to establish their own individual baseline information. The resulting baselines are often incomplete and partial.
- 6.23 Currently, monitoring information is usually collected on a project-by-project basis for each programme. This means that there is a variety of financial and output data that cannot readily be synthesised. The specification of reporting requirements are often inadequate to meet the

modern performance measurement needs. The problems are compounded by the differing requirements of particular funding streams, not least those relating to EU-funded programmes. The move to more unified area based regeneration initiatives, which builds on partnership based delivery, provides an opportunity to implement a uniform planning and reporting system.

- 6.24 The existing Departmental PSA output/outcome targets under Objective 3 are essentially process orientated and need to be re-focused. In the short-term we feel they should comprise a series of output targets. In the longer term the PSA targets should be outcome driven.

Recommendations

- 6.25 **Recommendation 1: the existing financial, output and outcome monitoring and evaluation systems within URCDG need to be reorganised.**
- 6.26 **Recommendation 2: a central Monitoring and Evaluation Unit should be established that is capable of undertaking all of the financial, output and outcome measurement functions across the work of URCDG.**
- 6.27 **Recommendation 3: the new Monitoring and Evaluation Unit should develop a central performance measurement system to embrace expenditure, activities, outputs and outcomes. This would allow the economy, effectiveness and efficiency of policy delivery to be measured by area, disadvantaged group (including Section 75 categories) and domain.**
- 6.28 **Recommendation 4: the new Monitoring and Evaluation Unit should harmonise project application forms, Delivery Plans and financial, activity, output and outcome monitoring and evaluation reports and prepare appropriate systems documentation.**
- 6.29 **Recommendation 5: in recognition of the essential contribution which other Departments and agencies will need to make to the implementation, monitoring and evaluation of the new urban regeneration strategy, the existing Inter-Departmental Working Group should agree Terms of Reference for the roles and responsibilities of its members as regards monitoring and evaluation. We also believe that the IDWG will need timely and comprehensive management information derived from the performance measurement system. This information will enable the IDWG to assess and chart the progress being made to reduce geographical concentrations of social exclusion in Northern Ireland.**

- 6.30 **Recommendation 6: DSD's existing Service Level Agreement between URCDG and NISRA should be reviewed, with a view to engaging NISRA more centrally in the production of neighbourhood based and town and city centre statistics. The new urban regeneration strategy will also necessitate considerable use of social surveying. There is considerable scope to co-ordinate the use of these surveys by NISRA and other Departments and agencies, most notably NIHE.**
- 6.31 **Recommendation 7: the introduction of new systems will require extensive consultation and training. Appropriate measures will need to be put in place.**
- 6.32 **Recommendation 8: the existing Public Service Agreement targets for DSD's Objective 3 should be reviewed. We suggest that in the immediate future, there be a move towards a more output-driven approach and in the longer term, one that focuses more on outcomes. Section 5 of the report makes a number of tentative suggestions for new PSA targets.**
- 6.33 **Recommendation 9: the Department will need to re-negotiate its existing Service Level Agreements (SLAs) with other Departments, and prepare new SLAs which reflect the imperatives associated with its new regeneration objectives. The SLAs will need to reflect the output/outcome delivery targets of the Department as they impact on the work of other Departments/Agencies.**
- 6.34 **Recommendation 10: there is a need to ensure that the targeting of policy is transparent and draws upon the best information available. The recent derivation of the Multiple Deprivation Measures (the Northern Ireland Noble Report) is to be welcomed in this respect but it needs to be augmented by other indicators that have the potential to show how problems are changing through time across relevant domains associated with social exclusion. In this way areas that are beginning to develop problems can be identified in a timely manner. One aspect of targeting and delivery that needs to be resolved is the classification of settlements along an urban-rural continuum and a more precise delineation of Departmental/Agency responsibilities in tackling geographical concentrations of social exclusion and decline in the physical built environment.**