



Comptroller and Auditor General
Special Report

Department of the Environment, Heritage and Local Government

Ballymun Regeneration

November 2007

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This report was prepared on the basis of information, documentation and explanations obtained from the public bodies referred to in the report. The draft report was sent to the Department of the Environment, Heritage and Local Government. Where appropriate, the comments received from the Department were incorporated in the final version of the report.

Report of the Comptroller and Auditor General

Ballymun Regeneration

I have, in accordance with the provisions of Section 9 of the Comptroller and Auditor General (Amendment) Act, 1993, carried out an examination on the Ballymun Regeneration programme.

I hereby submit my report on the above examination for presentation to Dáil Éireann pursuant to Section 11 of the said Act.

A handwritten signature in black ink, appearing to read 'John Purcell', written in a cursive style.

John Purcell
Comptroller and Auditor General

29 November 2007

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Summary of Findings

Summary of Findings

In 1997, following government approval, a regeneration programme to address high levels of economic and social deprivation was begun in the Ballymun area of Dublin. Dublin City Council established a company known as Ballymun Regeneration Limited (BRL) to develop and implement the programme.

The bulk of funding for the programme is provided through the Vote of the Department of the Environment, Heritage and Local Government (the Department). A wide range of other agencies and groups, many of which are in receipt of public funding are also involved in the programme. Under arrangements approved by Dublin City Council the proceeds of property transactions are available to BRL for reinvestment in the programme. The programme has also targeted private investment under the 1998 Urban Renewal Scheme.

A Masterplan developed in 1998 envisaged that the programme would be completed by the end of 2006.

My examination concentrated mainly on the arrangements for the delivery of measures set out in the Masterplan and focused on

- the outturn so far in terms of time, cost and delivery
- progress in the areas of economic and social renewal
- the challenges that remain from the viewpoint of the successful completion of the programme.

Outturn of the Programme

In 1999 the government approved a budget of €42 million for the measures set out in the Masterplan. It is estimated that, taking account of associated civic and community works as well as programme variations, the overall cost will be of the order of €42 million before future inflation, and that the physical redevelopment will not be completed until 2012. Taking account of the slower pace of the physical development and the increased cost it would be appropriate at this point to review the programme.

At 31 December 2006, the extent of progress on the main elements of the physical development was

- nine of the thirty-six blocks of flats had been demolished
- 52% of the planned public housing and 39% of private housing had been completed
- a new Main Street has been substantially completed.

Delays have been attributed to a wide range of factors. These included the extended planning process, lack of mapping of utilities, enforced changes in demolition methods due to asbestos, scope changes, the demands of the consultation process with tenants and the community and voluntary sector, delays in moving tenants to their new homes, procurement problems in an overheated construction market, liquidation of some contracted companies, health and safety issues, and an industrial dispute. Better planning and risk management could have mitigated some of the causes of the delays. Regardless of any overall review, a risk analysis of the remaining stages of the programme should be undertaken to assist in managing the programme in a manner designed to ensure that the revised target can be achieved.

Much of the increase arises from the fact that additional cost factors pertain in the case of development in an existing inhabited community. However, some of the variations were attributable to estimation deficiencies, including a failure to provide for associated administrative costs. The experience with the programme should position the Department to formulate more rigorous evidence-based projections for future regeneration programmes.

Local Economic Development

Since the commencement of the regeneration both commercial and residential land values in the Ballymun area have increased at a faster pace than in the wider Dublin area. However, values are currently about 25% below the North Dublin average.

The new Main Street has been successful in attracting both public and private sector investment which now includes a Civic Office, an arts centre, apartments and two hotels. A major setback, however, has been a delay in the provision of a new shopping centre. BRL needs to ensure that this key element of the Main Street development is put in place as quickly as possible.

A joint venture with a property developer designed to provide a business and technology park on land at the Ballymun junction fronting onto the M50 did not proceed because of a lack of demand for suburban office space in the Dublin area. A revised approach has subsequently been adopted to provide retail, leisure and industrial activities together with a transport hub and a recycling and resource recovery centre.

While unemployment in Ballymun has fallen by almost 30% between 1997 and June 2006 it remains between three and four times higher than the national average. A major retail centre to be provided by IKEA by 2010 holds the prospect of improving this situation through agreed local employment targets. Overall, in order to take full advantage of available employment opportunities, priority should be given to the training of local people for jobs which are created through the regeneration programme. BRL should continuously monitor the extent to which local labour is being absorbed.

Social Regeneration

By comparison with national standards, education standards are low in Ballymun. A survey in 2004 found that only 26% of pupils in Ballymun passed the Leaving Certificate compared with 74% nationally. Targets should be set for improvements in education standards. BRL has commissioned a study of formal education including both primary and secondary levels which could facilitate this process.

Crime and anti-social behaviour are risks to sustaining the regeneration programme. Little attention was given to this issue in the early period of the regeneration but since 2003 BRL has convened a Citizens Jury on Anti-Social Behaviour which has developed a series of recommendations which are being addressed. A key success factor will be the extent to which the underlying causes of anti-social behaviour in the area are addressed and countermeasures implemented.

There has been some dissatisfaction with the level of community consultation and involvement. This can be difficult to achieve because of the scale of the regeneration programme and the range of diverse organisations involved. A more strategic approach and a greater level of co-ordination could stimulate involvement of the wider community including owner occupiers, private tenants and private businesses and help to realise the potential for community development. A change in funding arrangements for organisations with a greater emphasis on performance related support and the introduction of Service Level Agreements is to be welcomed.

A key objective of the regeneration programme is to increase tenure diversity. Within the core regeneration area the final tenure mix is likely to be 43% social and 57% private housing. However, a risk to social cohesion lies in the fact that most of the private housing completed to-date is physically separate from social housing, and is concentrated mainly on the Main Street. While BRL consider that over time greater integration can be achieved through the provision of private and affordable housing in Ballymun's neighbourhoods it also needs to develop initiatives to encourage private housing occupants to participate in community and housing development initiatives.

One risk to the tenure diversity objective of the programme which emerged related to the impact of rental transactions. During the initial phase of private housing development a large number of tenancies were supported by Rent Supplement. BRL and the Department of Social and Family Affairs agreed a measure to address this. Occupancy of private housing will need to be continuously monitored to evaluate the achievement of the targeted tenure mix. It may also be worthwhile comparing any social outcomes associated with different tenure mixes in each of the five neighbourhoods.

Sustaining Progress

Maintaining the high standard of physical redevelopment which has been achieved to date will be important in order to ensure that the area remains attractive to private investors, commercial development and private house purchasers. This will involve putting structures in place before 2012 for the management and maintenance of the physical environment and associated funding mechanisms.

If the benefits of tenure diversity are to be realised it will call for active management of both social and private housing. Notwithstanding the move towards private tenure, almost 3,200 social housing tenancies will remain in the area and effective management and maintenance of these tenancies will be needed. This will require the provision of locally focused services with devolved responsibility. The effective management of private housing is also important for the sustainability of mixed tenure in the area. BRL has intervened to provide management support to private landlords following problems experienced with the management of private rented accommodation.

Rigorous management and timely maintenance using an area based management approach will be required to ensure the quality of community facilities, parks and public spaces is maintained.

The regeneration programme involves a wide range of different organisations with different aims and objectives and with differing accountability arrangements. While these appear to contribute to a coherent approach, co-ordination could be strengthened through more formal structures and greater interaction in the development and implementation of the different strategies.

Programme evaluation has been hampered by the absence of a systematic approach, the lack of baseline statistics and inadequate and variable information feedback on programmes. While progress has been made in developing performance indicators to measure social and economic regeneration there is a need to establish an agreed cluster of key indicators and to improve the provision of information from agencies so that progress can be regularly monitored and outcomes evaluated.

In a wider context, an evaluation should be carried out over the short term which focuses on the lessons that have been learned in order to guide future regeneration work in Ireland. In future regeneration programmes, the Department should ensure that the baseline position is established and that there is regular monitoring of key outcomes.

Ballymun Regeneration

1 Introduction

1.1 Ballymun is an area in Dublin City with high levels of social and economic deprivation. It is currently undergoing a programme of regeneration which attempts to tackle that deprivation and renew the physical environment in the area. Ballymun is located approximately 8 kilometres from Dublin City centre and links to both the M1 route and the M50 motorway. It is close to Dublin Airport and to Dublin City University. At the commencement of a regeneration programme in 1998 it had a population of over 16,500. Some 80% of the housing in the area consisted of social housing with the remainder purchased under the tenant purchase scheme.

1.2 In 1997, the Government approved a proposal from the Minister for the Environment, Heritage and Local Government (the Minister) to redevelop the Ballymun area. The redevelopment was to be carried out in the context of an integrated strategic plan for the area. The Ballymun Regeneration Masterplan (the Masterplan) for the programme was developed in 1998 and is a high level strategic integrated plan providing the planning framework for the entire development. It is supported by an Integrated Area Plan (IAP) prepared to enable access to tax incentives on designated sites under the Urban Renewal Act, 1998¹. The IAP was approved by the Department of the Environment, Heritage and Local Government² (the Department) in 1998. The objectives for the physical, economic and social regeneration of Ballymun, which formed the basis for the Masterplan and the IAP, are set out at Appendix A.

1.3 In 1998, at the commencement of the regeneration drive, community facilities in Ballymun either did not exist or were of poor quality. Facilities that were available were not accessible to all sectors of the community and many were in poor condition and needed upgrading or complete redevelopment. No market existed for land or property in Ballymun. The situation was quite bleak and in the thirty years or so since the high rise estate was built, no private housing had been built in the area and no further private investment had been made in the town after the original shopping centre and industrial estate were completed. To compound matters, both of these latter developments largely failed and were in serious decline.

1.4 The regeneration is directed towards the physical renewal of the environment and involves initiatives to promote employment as a route out of poverty. It is attempting to remake the area's economic, environmental and social infrastructure by reversing economic, social and physical decay that has reached a stage where market forces will not of themselves suffice. In addition to physical renewal, most regeneration programmes like that in Ballymun include further renewal initiatives focused on the communities in the area and seek to achieve improvements in business opportunities, residential attractiveness and public services.

1 Under the Finance Act 1998, tax relief is available for owner occupiers, investors and lessors who invest in areas which are designated for development under the Urban Renewal Act, 1998.

2 The current title of the Department.

Ballymun before the Regeneration Programme

The Ballymun complex was constructed in the late 1960s and 1970s and consisted of 2,814 flats and 1,987 houses as follows

- 7 'tower' blocks (15 storey), 630 flats
- 19 'spine' blocks (8 storey), 1888 flats
- 10 'walk-up' blocks (4 storey), 296 flats

The houses were located in the environs of Poppintree, Balcurris and Sillogue to the west and Coultry and Shangan to the east.

1.5 The area covered in the Masterplan is 324 hectares with a further 181 hectares included in the IAP taking in the Santry Demesne lands to the north of Santry Avenue, which were in private ownership. Of the lands within the Masterplan boundry, 58 hectares were located within Fingal County Council administrative area, of which 10 hectares were in private ownership with the remainder owned by Dublin City Council (DCC). Further lands under private ownership within the DCC administrative area included the Ballymun Shopping Centre, St. Pappin's Church (now a nursing home) and 17 hectares located to the north-west of the area.

An outline map of the area is set out on the page opposite.

Regeneration Objectives

1.6 The main elements of the physical regeneration envisaged were as set out in Figure 1.1.

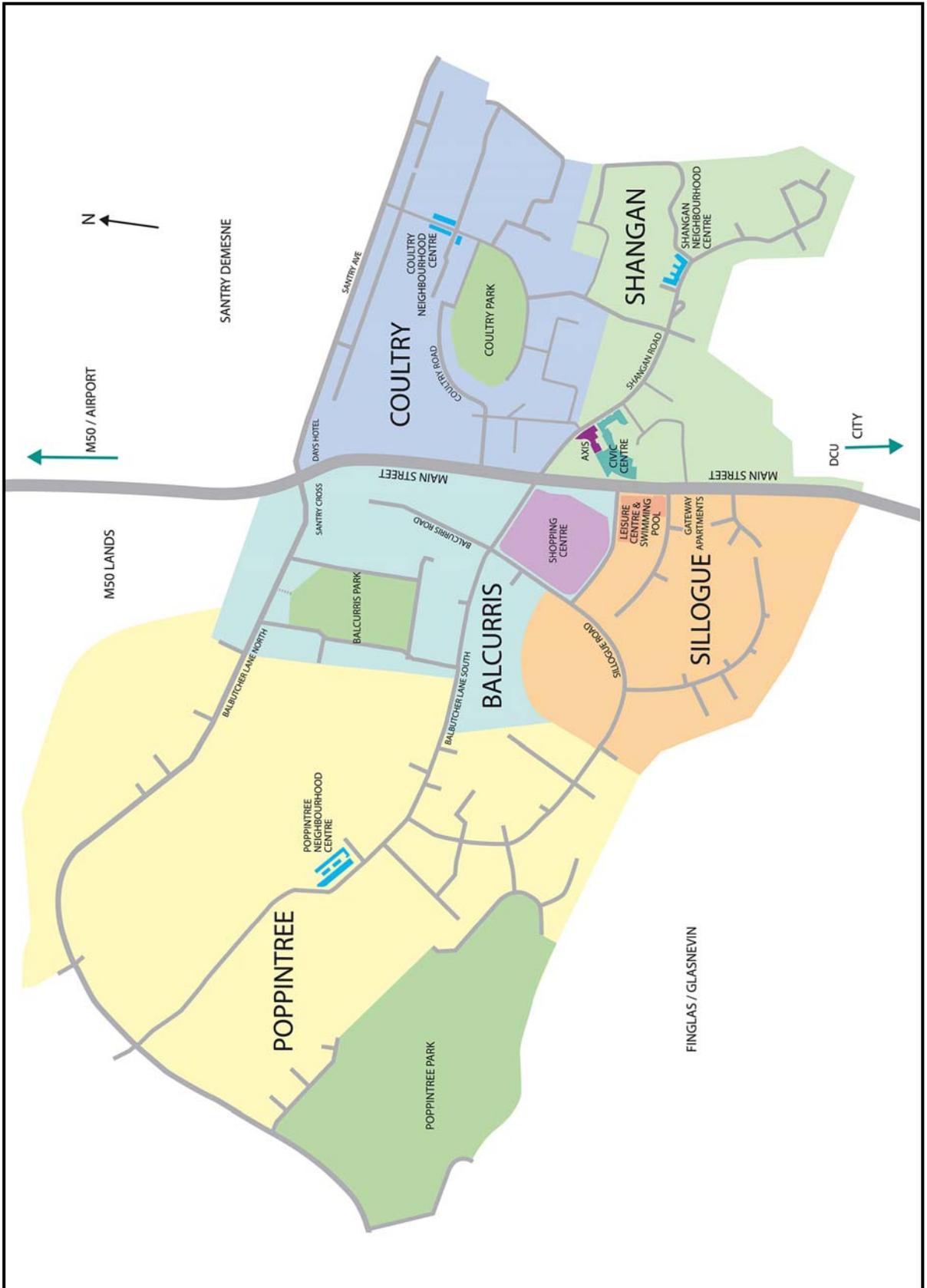
Figure 1.1 Main Elements of the Physical Regeneration

Element	Principal Initiatives
Demolition	The seven fifteen-storey tower blocks, nineteen eight-storey blocks and ten four-storey blocks of flats were to be demolished.
Housing	The flats were to be replaced by new homes, of a scale appropriate to each site, in a variety of styles and sizes to promote diversity and character in each of the five existing neighbourhoods.
Community Development	The plan envisaged the development of a new physical infrastructure of parks and arts and leisure facilities. This would include three large landscaped parks comprising new playing pitches, playgrounds and a range of facilities for all age groups.
Facilities	Other facilities envisaged included a new Main Street incorporating Civic buildings, a community arts facility, refurbished swimming pool and a new town centre development to replace the existing Shopping Centre.
Enterprise and Employment	Strategic lands measuring around 40 hectares adjacent to the M50 were identified for job creation purposes.

Source: Ballymun Regeneration Ltd

1.7 The physical redevelopment was to be accompanied by an alteration in the mix of housing tenures and an attempt to better define and create village type settings in the five existing neighbourhoods. A wide range of economic and social objectives were also adopted. These are outlined at Appendices B and C, respectively.

Outline Map of Ballymun



Programme Costs and Timescale

1.8 In March 1999, the Government adopted proposals which estimated the cost of implementing the regeneration works set out in the Masterplan at €442 million³. At December 2006, the estimated cost to completion of the regeneration works, including inflation to that date, had increased to €942 million. The increased costs include administrative and other costs estimated at €101 million which had not been included in the Masterplan.

1.9 In 1998, it had been envisaged that the replacement of social housing would be completed by 2006 but the completion date has since been extended to 2012.

The Development Company

1.10 In 1997 DCC established a limited company known as Ballymun Regeneration Limited (BRL) to develop and implement the regeneration programme. BRL acts as an agent of DCC and has seven shareholders all of whom are senior officials of the local authority. It has a fourteen member board which is broadly representative of statutory, voluntary and community sectors in the area. BRL does not have specific powers to direct other organisations/agencies to meet specific Masterplan objectives. In this context, its coordinating function is based on an influencing role and dependent on the general commitment of a number of agencies to the goals of regeneration. BRL's main objectives were to

- implement and monitor the Masterplan and IAP
- promote inward investment to Ballymun
- liaise with State and public agencies in relation to economic development in Ballymun and, where possible, coordinate their activities
- secure adequate resources for the regeneration
- assist and advise potential investors
- promote Ballymun as a location for economic activity and investment.

1.11 BRL established a subsidiary company, Ballymun Business and Technology Park Development Limited in February 2000 in a joint venture with a private developer to develop strategic lands at the junction of the M50 motorway. The lands were not developed as planned and the joint venture was abandoned. BRL also set up a wholly owned subsidiary company in December 2003 to manage the sale of apartments to private purchasers and this company is now dormant. BRL has also established three companies to manage Neighbourhood Centres in Poppintree, Coultry and Shangan.

Other Local Agencies

1.12 The Government decision to undertake the regeneration of Ballymun was a result of a complex set of factors – not least the campaigning of the Ballymun Neighbourhood Council (formerly Ballymun Housing Task Force) who represent a coalition of interests in the area and were, due to their central role, appointed as the Government sanctioned conduit for consultation with the community.

3 At April 1999 prices.

1.13 At local level a large number of agencies and groups are involved in the regeneration. These perform tasks such as providing services, disbursing funds, providing expertise, commissioning research and information sharing. They include Ballymun Partnership, the Ballymun Local Drugs Task Force, RAPID, the Ballymun Development Group for Children and Young People, the HSE, the VEC and the Ballymun Job Centre.

1.14 A list of community/voluntary groups is appended at Appendix D. These groups vary considerably in scale and function and many obtain public funding from a variety of Government Departments, national and local agencies and also from philanthropic and other funding bodies.

Programme Resources

1.15 The bulk of funding from central government for the regeneration is paid through the Vote of the Department. Other Departments and agencies are also providing funding through their mainstream programme budgets for programmes in Ballymun. The Office of Public Works is funding the provision of certain public offices. This report does not examine ongoing expenditure from mainline budgets.

1.16 Under the terms of an agreement between DCC and BRL, any capital receipts from the disposal of land or other property owned by DCC in the area are to be reinvested in the programme.

1.17 The programme also targeted inward investment from the private sector, principally in the town centre. The 1998 Urban Renewal Scheme provided for the application of incentives for mixed commercial uses in the town centre, industrial tax incentives for four local Enterprise Centres, Section 23 tax breaks for a portion of the town centre and the application of residential owner-occupier incentives across the entire IAP area.

Programme Oversight

1.18 The Department, as principal funding agent, is responsible for monitoring the application of the funding it provides. The arrangements for monitoring and progress reporting are set out in Appendix E. By virtue of its influence on the board of BRL, DCC has a direct supervising role and, because DCC owns most of the relevant land, the company must obtain approval from DCC for property disposals. The annual accounts of BRL are audited by a private audit firm and approved by the shareholders at the AGM of the Company. BRL's accountability mechanisms operate through Board membership, reports to various bodies and through communication with the public and are described in Appendix E.

Examination Issues

1.19 The Ballymun regeneration programme is a major programme in terms of its infrastructural, economic and social objectives. It involves a significant investment by the State over an extended time period. Although the programme is at a midway point it is important, in view of its size to review progress to establish what lessons, if any, can be learned from the experience to date that may inform the future management of this programme and the approach to future urban regeneration initiatives.

1.20 Because of the materiality of the expenditure and the extended timeframe for completion, the examination set out to review

- the cost and implementation of the physical regeneration programme to date

- the extent to which the economic and social objectives of the regeneration are being achieved
- the factors impacting on the successful completion of the programme.

Methodology

1.21 The examination involved

- reviewing files, records and information held by BRL and the Department
- examining information and explanations supplied by the Department and BRL personnel
- a review by an independent consultant of the progress achieved in the area of social, economic and environmental regeneration.

Structure of the Report

1.22 The results of the examination are set out in the four chapters that follow. Chapter 2 examines the extent and cost of the physical development. Chapter 3 assesses the impact on the local economy. Chapter 4 examines the local social regeneration and Chapter 5 sets out some challenges for future sustainability of the regeneration.

2 Extent and Cost of Physical Development

2.1 The regeneration programme set out to transform the nature and quality of Ballymun's built environment. The main features of the physical redevelopment are the demolition of the existing tower blocks and their replacement with a number of low-rise public housing schemes, the development of new civic and community facilities, new parks and infrastructure. The programme also provides for a range of private housing and commercial development. This chapter examines the outturn of the physical development in terms of time, cost and delivery.

2.2 A core element of the programme was the construction of a traditional style Main Street with retail and commercial services and the provision of Neighbourhood Centres incorporating a range of local services. Lands owned by DCC adjoining the M50 motorway were also planned for development in order to generate local employment.

The Five Neighbourhoods

There are five neighbourhoods in Ballymun divided by the Ballymun Road and a wide dual carriageway. Coultrey and Shangan lie to the east of Ballymun Road while Sillogue, Poppintree and Balcurris lie to the West. Prior to the commencement of the regeneration programmes the neighbourhoods were isolated from each other and were also separated from other communities and facilities in the general area.

Overall Achievement against Time Targets

2.3 The Masterplan had set a target for completion of building construction over an eight-year period to 2006. BRL and the Department now estimate that the programme will be completed by 2012. A number of factors have contributed to the delay. The factors include

- The time taken to complete the planning process including appeals and high court challenges
- Lack of mapping of existing utility services and delays in the provision of services by some utility companies
- Changes in methods of demolition arising from the discovery of asbestos in wall/ceiling coatings and adhesives in the high-rise flats
- Scope changes in infrastructure and in some housing schemes
- The time taken to complete the consultation process with tenants and owner occupiers as well as the community and voluntary sector
- Delays in decanting⁴ – in some cases not all tenants from a flat block can be moved together as one scheme may not accommodate them all and tenants are reluctant to move to temporary accommodation pending completion of their new homes. This has resulted in partially occupied flat blocks which delays demolitions
- Procurement problems, for example having to re-tender projects when the initial tenders were considered too high
- Liquidation of a number of contracted companies which involved delays while replacements were sourced

4 Decanting is the term used to describe the process by which tenants move from the flats to their new homes.

- Health and safety issues which led to temporary closure of construction sites
- The impact of an industrial dispute on housing construction work at Balcurris
- The fact that delays which occurred in one project area often had knock-on effects on other project areas.

2.4 While many of these factors stem from causes that could have been identified on the basis of experience elsewhere or better prior investigation, others such as those deriving from greater consultation with communities could be viewed as a necessary element of a regeneration programme.

2.5 BRL has informed me that the original expectation that redevelopment would take place quickly (eight years for the public housing and associated elements of the programme) was optimistic in the light of the constraints, logistics and international experience of similar undertakings. It has pointed out that while local authority design briefs are based on an assessment of a housing waiting list and can be arrived at quickly, in regeneration programmes the bespoke design briefs are developed according to the family size and housing needs of existing tenants and are determined after extensive consultation with local residents which can take time to carry out. A further factor was that the overheated construction market in recent years meant that it was difficult to encourage developers and contractors to tender for contracts in the Ballymun area.

2.6 Overall, the delay in physical redevelopment has occurred for a range of complex and interconnected reasons. There is a risk that the remainder of the programme could be further delayed beyond the target date of 2012 for similar reasons or as a result of new issues. A risk analysis of the remaining stages of the programme would be appropriate in order to determine whether it is necessary to revise timescales for individual schemes or the overall programme.

Cost of the Programme

2.7 The analysis which follows is based on plans at 31 December 2006. The programme elements are subject to adjustment in the light of future planning decisions. This examination has estimated, from information provided by BRL and based on the experience to date, that the total public sector cost of the regeneration programme to completion in 2012 will amount to €42 million. This cost will increase in line with future inflation. The expenditure incurred to the end of 2006 and the estimated future costs for each element of the programme up to 2012 are set out in Figure 2.1.

Figure 2.1 Estimated Cost of Regeneration Programme 1999-2012

	Expenditure to 2006	Projected Expenditure 2007-2012	Estimated Total Programme Cost 1999-2012
	€m	€m	€m
Public Housing	244	216	460
Demolition	7	25	32
Infrastructure	67	29	96
Landscaping	10	24	34
Civic and Community projects	70	78	148
Professional Fees	52	19	71
Salaries and administration	47	39	86
Other Costs ^a	4	11	15
Total Projected Cost	501	441	942

Source: Analysis by the Office of the Comptroller and Auditor General

Note:

a Remedial works and the percentage of construction costs provided for art works and social sustainability.

Increase in Programme Costs

2.8 Overall, the estimated final cost of the Regeneration Programme increased from €442 million in 1999 to €942 million at 31 December 2006 (before taking account of future inflation). Figure 2.2 shows the impact of variations on estimated costs for each element of the programme in the period between 1999 and 2006.

Figure 2.2 Changes to Estimated Cost of Regeneration Programme between 1999 and 2006

	Estimated Cost in 1999	Net Variations 1999 to 2006 ^a	Inflation	Estimated Cost in 2006 ^b
	€m	€m	€m	€m
Public Housing	316	1 ^c	143	460
Demolition	16	5	11	32
Infrastructure	32	38	26	96
Landscaping	11	12	11	34
Civic and Community Projects ^d	24	81	43	148
Professional Fees	43	5	23	71
Salaries and administration	–	58	28	86
Other Costs	–	10	5	15
Gross Programme Cost	442	210	290	942

Source: Analysis by the Office of the Comptroller and Auditor General

Notes:

- a All variations are stated at 1999 prices.
- b The final estimated cost is either historic (where already incurred) or at 2006 prices.
- c The net variation of €1 million is made up of a saving of €60 million arising from a reduction in the planned number of units and an increase of €61 million in the cost of providing the revised number of units planned.
- d In respect of projects currently planned or completed

2.9 The paragraphs which follow consider the cause of cost variances for each element of the programme.

Public Housing

2.10 The estimated cost of public housing of €460 million shown is some €13 million greater than BRL's own estimate of public housing costs of €447 million. The cost of associated professional fees was also underestimated by approximately €1 million.

2.11 The reason for this estimation difference is that, in the case of projects yet to commence a Unit Cost Ceiling⁵ has been used by BRL as the basis for estimation. BRL's estimated cost of the units at construction or yet to commence was €206,170 as determined by the Department, compared with the unit cost of €222,200 actually experienced to 31 December 2006.

2.12 The number of public housing units planned for construction was set at 2,288 at 31 December 2006. By June 2007, approximately 52% of these units had been completed and a further 20% were under construction. The status of the planned public housing construction at that date is set out in Figure 2.3.

5 The Department annually issues separate Unit Cost Ceilings for different areas in the country. These Unit Cost Ceilings do not permit inclusion of contingencies.

Figure 2.3 Status of Public Housing Construction – June 2007

Stage of Development	Public Housing	Proportion
Completed	1,181	52%
On Site	453	20%
Tender and Pre-construction	239	10%
Design and Planning	415	18%
Total	2,288	100%

Source: Ballymun Regeneration Ltd

2.13 The net estimated cost of providing public housing increased by €144 million over the period 1999 to 2006 from €316 million to €460 million. Inflation of €143 million accounted for the bulk of the increase. The number of units to be provided reduced by 532⁶, giving rise to a reduction in cost of €60 million bringing the 1999 cost of the revised housing programme to €256 million. The gross cost of variations was €61 million. This represents 24% of the 1999 adjusted estimate.

Specification and Estimation Changes

2.14 A number of factors have contributed to the increase in the housing costs on the completed projects

- The original estimates were prepared prior to design and site inspection. The average unit costs were based on experience at that time in areas other than Ballymun
- The average size of units in Ballymun is greater than the average size normally constructed by local authorities
- Improvements in design, including Lifetime Adaptable Standards and consideration of environmental factors such as insulation, have contributed to the increased cost.

Post-Tender Increases

2.15 All housing projects have been procured through tender competitions. While some factors such as enhanced size and design, were identified prior to going to tender, others emerged after contractors went on-site which resulted in post-tender increases in the cost of contracts. The average post-tender increase, excluding inflation, was 18% for seven completed projects reviewed in the course of the examination. A review of the Department's records for nine other projects completed in the greater Dublin area during the same period indicated an average post-tender cost increase of just under 7%. BRL attributes the post tender uplifts to a variety of factors including the following

- The Ballymun regeneration area is not a 'green-field site' and this has had implications for cost. The programme has been carried out against a background of negotiations with residents as well as the movement of residents to completed housing and subsequent demolition of existing tower blocks.

6 The initial number of units was set by reference to the rehousing demand at the inception of the programme. According to BRL, the number of accommodation units required subsequently reduced due to vacant flats, natural wastage, rehousing to other areas and the fact that facilities in the flats previously used by community groups will be provided in non-residential facilities.

- The existing mapping of services was poor leading to delays and additional cost on a number of projects. In addition, there have been delays in getting work carried out by some utility companies. Contractors can claim compensation for costs arising from these delays.
- A number of works, in particular some road works, in excess of the normal requirements, were required. The housing contractors carried out these works.
- There were additional costs arising from changes in VAT and in some building regulations.

2.16 BRL maintain that up to 11% of the average post tender increase of 18% can be attributed to a combination of the above items and Health and Safety closures⁷. The remaining 7% cost uplift is broadly comparable with that for the nine comparators.

Demolition

2.17 At 31 December 2006 nine of thirty-six blocks of flats had been demolished. It is planned to demolish the remainder over the period 2007-2012. The cost of demolitions has risen from an estimated €16 million in 1999 to €32 million in 2006. The main reasons for the increased costs were price inflation of €1 million and costs of around €5 million which arose mainly from the discovery of asbestos in wall/ceiling coatings or adhesives and led to a change in the demolition methods used. The presence of asbestos had not been detected in any surveys carried out. The time involved in the demolition of a block containing asbestos material is twice that of a block not containing asbestos.

Infrastructure

2.18 The move from the provision of housing in large tower blocks to the construction of low-rise housing involved an extensive relocation of the existing utility services and the provision of a network of new services. In addition, major construction works were required on the Ballymun Road to redesign the road to the standard envisaged for a Main Street under the Masterplan and also to provide for a Quality Bus Corridor and the possible connection of the LUAS system to Ballymun.

2.19 By June 2007, it is estimated that approximately 85% of the infrastructure works, excluding demolitions, has been completed. The Main Street has been realigned and traffic-calming measures introduced. A major roundabout has been removed and new junctions constructed to provide better access to, and movement between, the five neighbourhoods. Transport 21, the capital investment framework through which the transport system in Ireland is to be developed over the period 2006-2015, proposes a Metro line from St Stephens Green to Swords via Dublin Airport. In October 2006, the Minister for Transport announced that the selected route for the Metro would pass through Ballymun.

2.20 By 31 December 2006, the estimated cost of infrastructural works had increased from €2 million to €6 million. Inflation accounted for €26 million of this increase. Part of the remaining increase was due to additional infrastructural work which had not been planned in 1999 and which cost some €13 million at 1999 prices. This included drainage works, including extensive surface water attenuation provision, in areas bordering Ballymun and works related to the roads and sewers. The requirement for surface water attenuation arose due to a change of policy in this regard by DCC after preparation of the Masterplan.

⁷ Twelve construction sites and one infrastructure site were closed for one month and three months respectively in 2001 arising from concerns expressed by the Health and Safety Authority. BRL subsequently established a health and safety team and arranged for daily monitoring.

2.21 BRL has stated that a number of factors contributed to the balance of the cost uplift including site closures by the Health and Safety Authority, additional costs arising from the poor mapping of existing utility services, revisions to road layouts and other additional works.

Landscaping

2.22 The Masterplan envisaged the development of a range of parks and open spaces in tandem with the housing developments. The major new parks included in the Masterplan budget were Coultry Park (3.2 hectares) and Balcurris Park (5 hectares). In addition, it is proposed to redevelop the existing Poppintree Park (18.5 hectares). The redevelopment of this district park is to be funded from the proceeds of property disposals in the Ballymun area.

2.23 By June 2007, some seven hectares of parks had been completed or were nearing completion. Coultry and Balcurris Parks have been partially developed (around 70%) with their completion awaiting the demolition of certain blocks of flats. A smaller park (Shangan, 0.33 hectares) has also been completed while Whiteacre Park and Coultry Green are being constructed in conjunction with housing developments at Shangan and Coultry. BRL has stated that tenders for Poppintree Park had been returned and are being assessed while replacement playing pitches at the M50 (6.4 hectares) and at Meakstown (3.7 hectares) were to go to tender.

2.24 The 1999 plan also included an estimated cost of €1 million for the development of parks in the area as well as other landscaping works. By 31 December 2006, the estimated cost of all the landscaping works had risen to €34 million. Inflation accounted for €1 million of this increase. An additional park, Poppintree, costing €1 million excluding inflation, accounts for most of the remaining increase.

Civic and Community Projects

2.25 A range of civic and community projects were planned as part of the programme. These included

- a civic centre
- neighbourhood centres
- arts facilities
- sports and leisure facilities
- childcare facilities

Provision was also made for day-care for the elderly and facilities to promote animal care.

2.26 The Masterplan included a provision of €24 million towards the cost of providing certain civic and community facilities which at the end of 2006 amounts to €35 million when account is taken of price inflation. The total estimated cost of providing Civic and Community facilities constructed or planned for construction has increased to €148 million. BRL has stated that the funding required for the additional facilities is being provided from sources other than the original provision in the Masterplan budget. Some of the funding requirement will be met from the disposal of property by BRL. Community facilities provided and planned and the sources of funding are set out in Appendix F.

Civic Centre

2.27 The Civic Centre, which was originally planned for completion in 2001, was completed by a private developer in 2003. The site for the Civic Centre which was in public ownership was

transferred to a developer under a 200-year lease for a sum of €10.5 million. It is located on the Main Street and now provides office accommodation for BRL, the Health Service Executive – Eastern Region and DCC, which has its North West Area office and a motor tax office in the building. The total development area of the scheme, inclusive of all ancillary accommodation, is approximately 23,400 square metres.

Neighbourhood Centres

2.28 Neighbourhood Centres are being developed in Coultry, Poppintree, Shangan and Silloge to provide local shops and facilities such as community meeting rooms and crèches. The centres will also include a number of apartments and houses. The centres in Poppintree, Shangan and Coultry are completed. Work commenced on the Silloge centre in September 2006. Figure 2.4 shows the facilities being provided in the centres.

Figure 2.4 Neighbourhood Centres^a

Neighbourhood	Community Office	Retail Units	Workshops	Apartments	Houses	Crèche
Poppintree	–	6	4	28	9	–
Coultry	1	4	–	20	–	1
Shangan	1	3	–	29	–	1
Silloge	–	4	–	39	–	–
Total	2	17	4	116	9	2

Source: Ballymun Regeneration Ltd

Note:

a Balcurris will be serviced by town centre facilities.

2.29 116 apartments and nine houses are being provided in the Neighbourhood Centres. Apart from 39 apartments provided by Cluid Housing Association for older adults the remainder are being sold at affordable prices by BRL i.e. provided at a discount to people who cannot afford to buy a home on the open market. A further 40 units approximately are proposed in Balcurris Neighbourhood Centre, which is being privately developed along with a restaurant, enterprise/office units and retail outlets. BRL has estimated that about 70% of new buyers are acquiring their homes under a shared ownership scheme, aimed at those who cannot afford to purchase their entire home in one step.

2.30 The 17 retail units and the four workshops based in the Poppintree, Coultry, Shangan and Sillogue Neighbourhood Centres are to be leased to private businesses. Rental income from these units will accrue to BRL. BRL has stated that this income will be used to subsidise the running costs of community facilities in each neighbourhood.

2.31 BRL is in the process of establishing a facilities management company to manage and maintain the common areas in the Neighbourhood Centres. The company will be responsible for ensuring that adequate insurance is in place for the residential and retail units and the community facilities. Other services will include cleaning, waste disposal and general maintenance. The entrance roadways, footpaths and lighting will remain in public ownership.

Arts Facilities

2.32 The Ballymun Arts and Community Resource Centre (the Axis Arts Centre) was a community development project which was completed in 2001 and is located on the Main Street beside the new Civic Centre. The facility includes a 211-seat theatre, dance and recording studios,

a conference centre, meeting rooms and training rooms, subsidised offices for voluntary groups, a café/bar, and a crèche. The centre is used by the community and voluntary sector in Ballymun.

2.33 The development of the Axis Arts Centre was not part of the Regeneration Programme. The cost of construction and fitting out was €6 million. The funding for this project was provided from the following sources

- €3 million from the EU Urban programme
- €1.3 million from the Department of Environment, Heritage and Local Government
- €1.1 million from the Department of Arts, Sports and Tourism
- €600,000 from DCC.

2.34 A Masterplan objective was to provide facilities for the arts in the Ballymun area. BRL assisted with project management, supervision and architectural advice for the building of the Centre. The Centre is managed by a company – Ballymun Arts and Community Resource Centre on behalf of BRL. Up to 31 December 2006, BRL had provided over €2 million to the company in respect of operating costs and costs associated with running programmes in the centre.

Sports and Leisure Facilities

2.35 A Sports and Leisure complex, incorporating a swimming pool, was completed in June 2005 at a cost of €22.6 million. It is located at the southern end of the Main Street opposite the Civic Centre and includes an underground car park. BRL raised funding for the construction from three sources

- proceeds of €4.2 million from the sale of sites
- a grant of €4.4 million from the Department of Arts, Sports and Tourism towards the fit out costs
- funding of €4 million from the Department of Environment, Heritage and Local Government.

2.36 The centre temporarily closed within a week of opening, in July 2005 and, subsequently, the private sector operators terminated their contract stating that they had underestimated the difficulties of running a public facility. This was due to the anti-social behaviour of a small number of teenagers. However, under an arrangement with BRL the contractor continued to operate some of the facilities with restricted opening hours. BRL sought tenders for a new operator in February 2006 but only DCC responded and was awarded the contract in May 2006. DCC has operated the centre with restricted hours but it is planned to fully open the centre in late 2007. BRL provided €0.6 million in respect of operating costs to the original contractor in the period to May 2006.

2.37 As part of the regeneration programme a new North Poppintree Sports Complex is being built in replacement of an existing facility. Funding of €12.5 million from BRL has been approved for this project. Construction work on the complex commenced in Autumn 2006.

Public Offices

2.38 Work has recently commenced on the development of a new Divisional Garda Station and Social Welfare Offices on a site adjacent to the Civic Centre. These facilities are being provided through the Office of Public Works.

Professional Fees

2.39 The 1999 estimate provided €43 million for professional fees. These are currently estimated at €71 million for the entire programme. The use of a large number of architects militated against the achievement of economies of scale. However, this must be set against a core urban design objective in the Masterplan which was to provide a variety of design responses rather than uniformity. This reflected the recognition that the uniform design response achieved in 1960's Ballymun had created a monotonous and bleak urban environment. Its replacement with homes within developments of distinct identity and character is highly valued by Ballymun residents. Another consideration was that the regeneration site was not a blank canvas. The nature of the phased redevelopment programme being undertaken impacted on the size and configuration of sites, requiring a specific design response in each case. Coupled with this BRL found that each project had to be designed to meet the needs of known tenants of different family sizes. Therefore, it was not possible to design uniform house types on any particular site.

Administration and Other Costs

2.40 A significant factor in the increase in estimated costs of the programme from €442 million to €442 million in 2006 was the exclusion of certain foreseeable costs when the Masterplan budget was prepared in 1999 which are estimated at €101 million to the end of the programme. Some of these costs such as salaries and administration were foreseeable. Salaries and administration costs have been estimated at €86 million to the end of the programme, of which €7 million had been incurred up to 31 December 2006. Other miscellaneous costs which had not been factored into the 1999 budget are estimated at some €15 million of which €4 million had been incurred to the end of 2006. Figure 2.5 shows the breakdown of these costs.

Figure 2.5 Administration and Other Costs – December 2006

	Masterplan Provision	Outturn
	€m	€m
Salaries and Administration	–	86
Social Sustainability Programme	–	9
Remedial Works	–	2
Provision for Art	–	4
Total	–	101

Source: Ballymun Regeneration Ltd

Funding of the Programme

2.41 According to BRL, specific funding for the estimated total cost of the programme of €42 million, is available from the following sources

▪ BRL/DCC (including property sales)	€117million
▪ Specific Department funding ⁸	€ 18 million
▪ Other State funding	€ 12 million
▪ Funding from non-State sources ⁹	€ 10 million

The balance of €85 million has been or will be met from the Social Housing subhead of the Department's Vote and possibly from future disposals of property.

2.42 The Government had approved the regeneration plan on the basis of a cost of €442 million (in 1999 prices). When adjusted for inflation in the period to 31 December 2006 this is equivalent to €612 million. Assuming, ongoing inflation costs will be met by Government and taking account of the reduced scale of public housing there could, therefore, be a funding gap in the specific Regeneration Budget of the Department of up to €173 million (without taking future inflation into account). The additional funding requirement depends on the extent to which additional income from future disposals of property will be used for the purposes set out in the Masterplan. The Department is currently reviewing the State funding allocation in the light of this funding gap and proposes to submit a memorandum to Government seeking approval for the provision of extra funding.

2.43 Details of the costs and funding of the programme are set out in Appendix F.

8 In addition to funding from the specific regeneration provision, the Department has also contributed funding for works ancillary to the regeneration programme.

9 To some extent, the bodies providing this funding may be obtaining the funds from State sources.

Conclusions

2.44 The Masterplan set a target date of 2006 for completion of building work. This target was over-ambitious in the light of the constraints and logistics involved in the programme and the revised target completion date is now 2012. Better planning and risk management could have mitigated some of the causes of the delays which have been attributed to a range of complex and inter-related factors.

A risk analysis of the remaining stages of the programme should be undertaken to assist in managing the programme in a manner designed to ensure that the revised target can be achieved.

2.45 The estimated cost of the works identified in the Masterplan in 1999 was €42 million. The total cost of the regeneration programme to completion in 2012 is now estimated at €42 million at the end of 2006 without taking into account future inflation costs.

The overall cost should be periodically monitored to identify variances arising from planning changes and emergent factors such as the handling of asbestos.

2.46 There was a substantial reduction in the planned number of public housing units in the course of the programme. 532 of the original planned 2820 will not now be constructed. After adjusting for this change, the gross cost of the planned public housing to the end of 2006, when inflation is excluded, increased by 24% on the 1999 cost. Seven public housing projects reviewed during the examination showed an average post-tender cost increase of 18% which was significantly higher in comparison to an average increase of 7% for nine projects completed elsewhere in the greater Dublin area in the same period. The differences can be accounted for by factors specific to the Ballymun environment.

2.47 The estimated cost of infrastructural works has increased by €64 million from €32 million in 1999 to €96 million at the end of 2006. While inflation accounts for €26 million other factors were the absence of records, poor mapping of existing utilities and additional work which had not originally been planned. The related cost of professional fees has increased from an estimated €43 million in 1999 to €71 million at the end of 2006.

Future regeneration programmes in existing communities need to take account of additional costs which would not be present in green-field situations.

2.48 Certain foreseeable costs were not included in the budget, in particular the cost of salaries and administration. The total underestimation was €101 million.

The additional recourse to Exchequer funding arising from variations and underestimation, indicate that there is a need for more evidence-based estimation when planning major renewal programmes.

2.49 Taking account of the slower pace of the physical development and the increased cost it would be appropriate at this point to review the programme.

3 Local Economic Development

3.1 This chapter reviews the progress achieved in renewing the local economy. It examines that progress under six key headings

- the provision of land for economic development throughout Ballymun and the wider M50 Corridor
- the disposal of sites to private developers
- the development of a new Main Street
- the provision of private housing
- the creation of jobs
- the provision of improved transport.

Appendix B relates development in these areas to the regeneration objectives and assesses progress in some detail. What follows is an outline of the key economic elements of the regeneration.

Land Provision

3.2 BRL allocated parcels of land for sale to the private sector in order to promote a range of economic activities throughout Ballymun, in the M50 corridor and in Ballymun Town Centre. This was designed to facilitate technology-based industry, retail activity and leisure enterprises.

3.3 The most problematic part of this drive has been the development of the M50 lands. In 2000, with the approval of DCC, BRL formed a joint venture company with a property developer to develop three plots of land comprising between 36 and 40 hectares at the Ballymun junction fronting onto the M50 motorway. The joint venture was to provide a business and technology park. However, the project did not proceed due to a fall in demand for suburban office space in the Dublin area.

3.4 Following a review in 2004, BRL developed a revised approach to the economic development of the M50 lands. As well as developing retail, leisure and industrial activities a transport hub is proposed with park and ride facilities. A Rediscovery Centre comprising a civic recycling centre, a resource recovery centre, and a national waste education and training centre is currently being developed on the M50 lands.

3.5 A North Ballymun Local Area Plan was adopted by Fingal County Council in December 2005. Under this Plan, IKEA lodged an application for a large scale national retail centre on the M50 lands. Planning permission for this development, which is intended to create over 500 jobs (326 full-time), was granted by An Bord Pleanála in June 2007 subject to a number of conditions including, inter alia, the completion of the Ballymun Interchange upgrading works to the M50 which will delay the opening of the store to 2009/2010.

Proceeds from Disposals

3.6 In order to attract and retain private investment the area was designated as a qualifying area under the 1999 Integrated Area Urban Renewal Scheme. This allowed for the development of private residential accommodation and commercial and retail activities in the area through the provision of tax relief for related expenditure. A description of the Scheme is provided at Appendix G.

3.7 BRL has identified a number of sites with the potential for private development. Under arrangements approved by DCC, BRL can use the proceeds of property sales for reinvestment in the regeneration programme. This stream of income is applied principally towards the provision of community facilities.

3.8 Disposals of sites have generally been made by way of tender. In a small number of cases disposals took account of other factors

- A site of one-seventh of a hectare on the Main Street was sold to a developer who had previously purchased two adjoining sites of just over two hectares for €0.1 million. The site was already occupied and BRL decided that this was the most appropriate method of disposal as the risks relating to establishing title passed to the developer. The proceeds of €0.8 million represented a price of around €5 million per hectare. The combined site now contains a hotel, 360 apartments and 13 social housing units.
- When the detailed design of the leisure centre was being developed, the contractor suggested the development of an additional 25 apartments on a plot at the rear of the centre. The plot measures approximately 796 sq. metres. BRL decided that the only feasible developer of the additional 25 units was the contractor who was on site and who was also building an underground car park on this site. BRL agreed to sell the site to the developer for €1.5 million.
- Following a tender competition, BRL entered into a contract with a builder in 2002, under which he was to construct 119 apartments and a leisure centre. On foot of the contract, BRL exercised an option to purchase the apartments from the developer. The price agreed was €1.4 million plus an agreed interest payment of €0.6 million. BRL sold the apartments, by private treaty, to a private investor for €6.7 million. Each of the apartments was sold by way of a separate site contract and building contract. The apartments are included in the Urban Renewal Scheme and the purchaser can claim tax relief for rental income up to the construction value of the apartments. BRL has estimated that about 94% of the total cost of the apartments amounting to €5.2 million is qualifying expenditure.

3.9 The potential available funding from the proceeds of property transactions is €335 million. Details are set out in Figure 3.1.

Figure 3.1 Anticipated Proceeds

Details	Proceeds €m
Completed transactions	119
Transactions in progress ^a	12
HSE Contribution ^b	37
Estimated income from remaining sites ^c	167
Total	335

Source: Ballymun Regeneration Ltd

Notes:

- a Property transactions approved by DCC but contracts not yet in place
- b The €37 million represents the present value of contributions being made by the HSE into a fund to provide for the optional buy out by DCC of the public element of the Civic Building in 2016.
- c This is BRL's estimate of the possible proceeds of all remaining sites, including sites still occupied.

3.10 The consideration received following disposal of sites is not always exclusively monetary and may be in the form of the transfer of property, for example apartments, which BRL can subsequently sell.

3.11 The estimate of €35 million is tentative and its realisation is dependent on a number of factors including the IKEA development and improvements to the local road network including improved access to the M50 motorway. In addition, transaction and infrastructural costs associated with disposals will impact on the proceeds of disposals.

3.12 Since the regeneration began, there have been strong increases in both commercial and residential land values. In the two years from mid-2002 to mid-2004, land values in Ballymun increased by around 15% per annum compared with a general increase of around 10% per annum in the Dublin area.

3.13 Site disposal has been carried out in association with BRL's property consultants who estimate that land values in the area have risen by 130% between 1998 and 2004, compared to just over 60% for Dublin as a whole¹⁰. More recently it has been estimated that commercial land values increased by 30% between mid-2004 and the end of 2005, compared to an increase of 22% for Dublin as a whole. General land values (including residential) currently remain about 25% below the North Dublin average, an improvement on 2001 when they were 35% below that average¹¹.

3.14 At 31 December 2006 BRL and DCC had committed €17 million of the revenue from property disposals towards financing elements of the renewal as set out in Appendix F. The slower pace of development may serve to increase the value of sites on hand. However, a downturn in the housing market could have an adverse effect on the price of land in the area. The value of sites in regeneration areas is likely to be particularly sensitive to market changes. BRL should keep this under ongoing review. Sales procedures and more information about the currently anticipated disposal proceeds are set out in Appendix H for contracted and agreed sales.

Main Street Development

3.15 The Main Street Strategy formulated in 1999 aimed to enhance the image of the area and to achieve early economic and social benefits through the provision of a mix of retail, commercial and public services in the town centre. Overall, BRL has been successful in attracting both public and private sector investment to the Main Street. The Axis Arts Centre which acts both as a community resource centre and a traditional arts centre opened in June 2001. A Civic Centre building containing a wide range of public services accommodates the DCC Regional Offices, its Housing Office and Motor Taxation Office, the offices of BRL and a local Health Centre and district offices. There are also a number of apartments and retail outlets in the Centre. An 88-bedroom hotel opened in mid-2006 and a scheme containing a 125-bedroom hotel, shops and apartments opened opposite the Civic Centre in autumn 2006. Other developments on the Main Street include a Sports and Leisure centre, a 45 bed nursing home, a supermarket and a 324 bedspace student accommodation block.

3.16 While tax incentives are not available for any new developments which started after 1 January 2003 there continues to be private investment in the area. Overall, private investment is currently valued at around €300 million.

10 BRL (2004) *Ballymun Regeneration Progress Report 2003-2004*, Dublin: Ballymun Regeneration Ltd.

11 All figures from BRL (2006) *Ballymun Regeneration Progress Report 2005-2006*, Dublin: Ballymun Regeneration Ltd.

3.17 A major gap in provision of public amenities arises out of the delay in developing a new Shopping Centre which is a key element of the Main Street development. The developer secured planning permission in 2004 for the redevelopment of the Shopping Centre which was to contain two anchor stores and a number of other retail outlets and restaurants. Subsequently, a revised planning application which proposed reduced leisure space and additional retail space, and a substitution of underground car parking for decked car parking was refused by DCC and also refused on appeal by Bord Pleanála in 2007. Negotiations to agree the provision of a revised development proposal have been taking place between the developer and DCC but this matter remains unresolved.

Private Housing

3.18 The status of new non-social housing, for those projects which have at least reached design stage, by type of housing at June 2007 is set out in Figure 3.2.

Figure 3.2 New non-Social Housing – June 2007

Stage of Development	Private Housing	Co-Operative Housing	Affordable Housing	Total	Proportion
Completed	932	97	86	1,115	39%
On Site	311	47	9	367	13%
Tender and Pre-construction	0	43	0	43	1%
Design and Planning	1,273	99	0	1,372	47%
Total	2,516	286	95	2,897	100 %

Source: Ballymun Regeneration Ltd

Note:

An estimated 1671 new non-social housing units are designated at Pre-Design Stage and this allocation will be assessed in the final stages when current needs are determined. This figure includes an allowance of 600 units for M50 lands in addition to the remainder of Neighbourhood and Main Street sites. The figure is based on potential density achievable on each site and will change in accordance with final development briefs.

Employment and the Local Economy

3.19 BRL has estimated that 465 public sector and 817 private sector jobs (of which 502 are in construction) have been created by the regeneration between 1997 and 2006 while a further 90 public sector and 2,242 private sector jobs will follow by the end of the programme. These figures do not include jobs at IKEA or other jobs to be generated on the M50 lands. The numbers listed on the Live Register of Unemployed in Ballymun fell from 2173 in 1997 to 1542 in June 2006 which is a decrease of almost 30% over the period. However, unemployment in Ballymun still remains between three and four times higher than the national average.

3.20 Resources aimed at developing the local economy have been provided through the agency of the Ballymun Small Business network which provides access to wider business networks and the Ballymun Partnership Enterprise Services which offer advice and support to individuals thinking of setting up a business. Since 2004, business support was provided to 234 people. The Ballymun Enterprise Centre, which is part of the Partnership Enterprise Services, is providing incubator units for new businesses.

3.21 To assist local people to avail of job opportunities BRL has been working with FÁS, the Ballymun Job Centre and local schools to develop and deliver suitable training programmes.

Training is carried out by FÁS and trainees are identified through the Ballymun Job Centre. The courses are open to a wider catchment area than Ballymun, usually the Finglas area.

3.22 Looking forward, it is estimated that the IKEA National Retail Centre will employ in excess of 500 people when it opens in 2009/2010. A target of not less than 50% local labour has been agreed with the developer who is obliged, in accordance with a development agreement, to appoint a staff member to liaise with the employment agencies and agree the requisite local employment training programmes.

Transport

3.23 Improved transport is a key facilitator of economic development and job creation. Efficient transport links assist in attracting new enterprise and consequent employment and spending power to the area as well as facilitating local residents to take up employment in other areas. Progress in relation to achieving transport objectives includes an additional bus route to the city centre and a QBC along the Main Street. Cycle routes have been introduced with alterations to the road network and the narrowing of residential streets including speed reduction measures. There has been a significant increase in car ownership which while being an indication of success from the economic and social viewpoint also provides a challenge in the context of the constrained space of the area. A decision has been made by the Railway Procurement Agency to include Ballymun in the Metro North route to Dublin Airport.

Conclusions

3.24 A significant amount of the private and non-social housing planned for development in the Ballymun area has been completed or is at planning and design stage.

3.25 The impact of the regeneration on local employment has been limited. While the numbers recorded as unemployed in the Ballymun area have fallen by 30% over the 10 years to June 2006 unemployment in the area remains between three and four times higher than the national average. The IKEA development is expected to have a significant impact on job creation in the Ballymun area.

Training of local people for jobs which are likely to materialise arising from the regeneration programme should be prioritised.

3.26 Proposals to develop a business and technology park on M50 lands did not proceed due to a lack of demand. The downturn in the suburban office market was an early setback but an alternative approach to the development of the lands has since been adopted which has facilitated the location of the IKEA store in Ballymun.

As the M50 development progresses, BRL needs to continuously monitor the extent to which local labour is being absorbed by the development.

3.27 Since the commencement of the regeneration, land values in the Ballymun area have increased at a faster rate than the Dublin average although values currently remain 25% below the North Dublin average.

Taking account of the fact that demand for land in regeneration areas is likely to be relatively more sensitive to economic trends BRL should regularly review the potential contribution of site proceeds to the overall regeneration budget.

3.28 The development of a new Main Street has been successful although there has been a continuing delay in providing a new shopping centre which is a key element of the Main Street strategy.

The provision of a new shopping centre is a vital element of local facilities. BRL needs to examine how this might be progressed so as to provide a further Main Street attraction for economic and social interchange.

3.29 Overall, as development progresses other challenges are emerging, including accommodating a significant increase in car ownership.

These trends need to be kept under review and any appropriate measures implemented pending the construction of the Metro North.

4 Social Regeneration

4.1 This chapter assesses overall achievement in the area of social regeneration and examines the outcome of efforts to promote community and social development. A more detailed review is set out in Appendix C which looks at achievement on foot of social and cultural initiatives in terms of specific programme objectives.

Social Renewal Measures

4.2 A wide range of measures are in place that work towards the social and cultural regeneration of the Ballymun community. These include

- provision of a quality housing environment with a balanced social mix
- the provision of a central focus for the commercial, social and cultural life of the community through the development of a new Main Street and community facilities
- countering the negative perception of the area and tackling crime and anti-social behaviour
- enhancing the social infrastructure by making provision for improved facilities in the areas of education, health, childcare, sport and leisure, and youth facilities
- involvement of community
- the sponsoring of environmental improvements.

Housing Social Mix

4.3 Housing initiatives are being used to promote a key aim of the programme – the creation of social cohesion and inclusion. These initiatives need to be implemented in a way which leads to

- smooth transition to new social housing
- the achievement of a balance between social and private housing provision
- the integration of residents of different tenures into the overall community
- classes of occupancy that correlate with tenure categories
- management of the demand for social housing in the community

Transition to Social Housing

4.4 BRL policy has been to move residents as tower blocks are demolished to new homes on a “one move basis” to ensure that they are rehoused in the area without the need for interim accommodation. In order to provide support to those moving to new accommodation a Housing Transition Programme was developed. The Programme is organised by the Community and Family Training Agency in partnership with the National College of Ireland, BRL and DCC. Participation in the Programme enables residents who will be sharing the same housing scheme to meet and, as well as covering areas such as home maintenance and gardening, it also deals with managing change, and personal and community development. Support for the transition is also provided to residents after they move into their new homes.

4.5 A garden action plan has been developed in recognition that residents were moving from high rise flats to new housing with back and front gardens. This includes gardening courses and events and workshops.

4.6 Although there has been little recent research on the views of residents of new homes, a survey by the Ballymun Partnership in 2002 found that some 95% of residents expressed satisfaction with their new homes.

4.7 The transition of residents to their new homes has been well managed but BRL should consider updating its research into residents' views in order to ensure that the success of the transition is sustained.

Changing the Balance between Social and Private Housing

4.8 Most social housing in Ireland is owned, managed and rented out by local authorities, as is the case in Ballymun which originally wholly consisted of local authority rented housing. However, by the beginning of the regeneration programme around 20% of this housing had become privately owned, having been purchased under the tenant purchase scheme. In addition, some social housing is owned by voluntary housing associations. The assumed benefits of mixed tenure communities are summarised below.

Benefits of Mixed Tenure

Assumed area effects of concentrated poverty	Assumed benefits of mixed communities
<p>Arising from lack of resources</p> <ul style="list-style-type: none"> ▪ Absence of private sector facilities like shops or banks ▪ High demands on public services and poor quality ▪ A poor reputation ▪ High crime and anti-social behaviour 	<p>Arising from more resources</p> <ul style="list-style-type: none"> ▪ More money to support facilities ▪ Fewer demands on services, particularly schools ▪ More cultural and social capital to shape improved provision ▪ Improved reputation ▪ Fewer residents with motivation for crime and anti-social behaviour
<p>Arising from limited interaction between social groups</p> <ul style="list-style-type: none"> ▪ Exposure to disaffected peer groups ▪ Isolation from job-finding or health-promoting networks for adults 	<p>Arising from greater interaction between social groups</p> <ul style="list-style-type: none"> ▪ Exposure to aspirational peer groups ▪ Access to more advantaged and aspirational social networks

Source: Silverman, E, Lupton, R. and Fenton, A. (2005) *A Good Place for Children? Attracting and Retaining Families in Inner Urban Mixed Income Communities*, Coventry: Chartered Institute of Housing Page 9.

4.9 A key objective of the regeneration programme is to increase the tenure diversity in Ballymun. The planned tenure mix in the Masterplan area on completion of the programme is 32% social housing (including Local Authority and voluntary housing) and 68% private housing (including privately purchased, co-operative and affordable housing). This target extends to lands in private ownership to the north-west of Ballymun on an area of 26 hectares and the M50 lands located within Fingal County Council, both of which are included in the Masterplan. Within the core Ballymun regeneration area (i.e. within the DCC area and the five Ballymun neighbourhoods), the final tenure mix is likely to be 43% social and 57% private.

4.10 The final mix will be subject to change depending on design decisions for schemes still at planning stage. In addition, it will be affected by the number of affordable housing units offered at

a discount to the market price to purchasers who meet eligibility criteria under schemes administered by local authorities and the number of sites for housing co-operatives. Additionally, the mix will alter as a result of future sales of local authority dwellings to tenants.

Impact of Location on Integration

4.11 Up to this point, the privately owned housing available for purchase on the open market has been concentrated on the Main Street, although the co-operative, affordable housing and shared ownership units are more integrated, for example, as part of the Neighbourhood Centres. As a result, at this stage in the redevelopment most private sector housing is physically separate from social housing.

4.12 The private housing is distinguished by its type and design, being mainly apartments on the Main Street and above the Neighbourhood Centres. Housing located along the Main Street is positioned in such a way that residents may have only limited contact with those in new social housing. It is acknowledged that there is always a balance to be struck in terms of the location of housing for sale in regeneration areas. This derives from the fact that purchasers need to be confident enough to make a commitment to the area, especially if the area has been highly stigmatised in the past, but it may not help the aim of greater social cohesion by having separate developments for both types of housing. According to BRL, greater integration will be achieved over the remainder of the regeneration programme through the provision of private and affordable housing in the five neighbourhoods.

Impact of Private Rental Market on Occupancy

4.13 A high proportion of private housing has been let, possibly reflecting the attraction of the tax incentive schemes for investors. For example, 70% of 299 housing units in one development on the Main Street are rented accommodation.

4.14 To be successful in creating tenure diversity it is not sufficient to create different ownership structures, it is also necessary to achieve diversity in the occupancy of the housing. Changes in tenure balance alone do not necessarily decrease poverty levels. A feature of the rental market during the initial phase of private housing development was the number of tenancies which were supported by Rent Supplement.

4.15 Following discussions with BRL, the Department of Social and Family Affairs agreed to a proposal that Rent Supplement should only be available in Ballymun with the agreement of the Housing Department of DCC. The purpose in introducing this measure to restrict entitlement in the area was to prevent, in effect, the private sector rented accommodation becoming social housing by default. There were 81 tenants in receipt of Rent Supplement in the Regeneration area in April 2007 which represented 9% of the private housing sector.

Continuing Demand for Social Housing

4.16 Access to Ballymun's new social housing has been 'ring-fenced' for residents of the flat blocks for longer than had been anticipated due to the slower pace of development. Interviewees for this examination pointed out that there is unmet demand for social housing from adult children of existing tenants who wish to remain in Ballymun but who are not entitled to social rented homes in the area under the existing policy. In October 2006 there were 211 households on the waiting list for housing in the Ballymun area.

4.17 A proposal by BRL to sell surplus housing not required for social letting, known as 'loose fit'¹² was abandoned in favour of moving more residents out of flats at an earlier stage. As a result, there may be surplus housing available in the later stages of the redevelopment when the accommodation needs of existing residents have been met. Consideration will need to be given as to whether to sell surplus houses which would increase the proportion of non-social housing in the area or retain the houses for renting in response to the demand for social housing. This option would have implications for the social and economic objectives of the regeneration.

4.18 BRL and DCC plan to carry out a joint survey to update their information about housing need in the area. This should provide an opportunity to review the effects of the existing policy.

Provision of a Central Focus for the Community

4.19 A major objective of the development of a new Main Street was to enhance the image of the area making it more attractive to investors, residents, and visitors. The development of the Main Street was prioritised early in the programme. The aim was to achieve an image change as quickly as possible. The development involved changes to the through road to Dublin City Centre, the construction of a number of public and private signature buildings and provision of new public sector facilities. Overall, this aspect of the renewal was well planned and coming at an early stage in the regeneration programme ensured visible change as well as improved facilities through the provision of a mix of retail, commercial and public services. However, the delay in redeveloping the shopping centre, which is the principal planned development on the Main Street, is a major setback to the planned economic regeneration of the area.

4.20 The concentration of a major portion of the commercial and public services on the Main Street is being balanced with more local provision in the Neighbourhood Centres. The development of mixed-use centres in four neighbourhoods, including the provision of shops and community facilities, will help to enhance neighbourhood amenities.

4.21 The Axis Arts Centre and the Breaking Ground Project¹³ are initiatives that underpin arts and cultural life in the area. The Breaking Ground Project, which was launched in 2002, has helped to bring national and international art to Ballymun while engaging with local people and promoting a multi media approach. The Axis Arts Centre hosts both a production company which commissions original drama and art and an arts development company which provides opportunities for residents to become involved in the arts. Its range of arts and cultural projects, along with community group facilities and a café and crèche, make the Axis Arts Centre a focus for local people and potentially for a much wider catchment area.

4.22 Overall, apart from the delay in the redeveloping the shopping centre, the Main Street is successful in providing a central focus for social and community activity with its mix of retail, public, leisure and arts activities. It is too early to conclude on the extent to which the Neighbourhood Centres will meet their objectives as local centres of community activity.

Community Safety

4.23 A generally negative perception of Ballymun is being reversed and there is now a flow of positive media coverage in relation to the area. According to BRL there has been a positive impact on the marketability of property as a result of the regeneration activity that has occurred to date. However, crime and anti-social behaviour remain key risks to community safety and impact

12 Surplus houses in individual schemes following the decanting of residents from a flat block(s).

13 Breaking Ground is funded primarily through the Government's Per Cent for Art Scheme which allows 1% funding for art projects in capital construction projects.

on the perceptions of investors. Little attention was paid to these issues in early planning of the regeneration. Since then there have been moves towards a coordinated and multi-agency approach. This commenced in 2003 when BRL convened the Citizens Jury on Anti-Community Behaviour. It has developed a series of recommendations that are now being addressed by BRL. The Safer Ballymun Community Safety Forum was established in 2004 and includes representatives from a range of statutory, voluntary and community organisations including BRL, An Garda Síochána, Dublin City Council and local residents.

Safer Ballymun Partnership	This partnership has the objective of improving estate management, reducing crime and disorder, tackling alcohol and drug abuse and enhancing local policing.
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4.24 A major challenge was the gap in ownership in the areas of crime and community safety which existed in the community. The Safer Ballymun Partnership has helped to fill this void. It meets every six weeks and focuses on practical matters such as estate management, parks security, lighting improvements, neighbourhood clean-up days and activities for young people. In response to persistent concerns about safety, the partnership developed and launched a three-year safety strategy in June 2007. The actions focus on seven core goals – targeting crime, promoting public order, environmental management, supporting young people, tackling substance misuse, positive communication and facilitating Ballymun safely through the period of transition. Using funding from Pobal, a CCTV surveillance system is expected to be installed in late 2007 or early 2008.

Social Infrastructure

4.25 While improved social and community facilities are not sufficient to guarantee renewal they are a necessary element of any regenerated community. BRL does not have direct responsibility for much of the social infrastructure but works with other agencies to facilitate its improvement. This section reviews initiatives in the areas of education, health services, childcare, sport and recreation and youth facilities.

Education

4.26 Educational standards in Ballymun are low in comparison with national standards. For example, a survey in 2004 found that only 26% of pupils in Ballymun passed the Leaving Certificate compared with 74% nationally¹⁴. Education is not a primary objective of the work of BRL but is an essential component of the wider regeneration. BRL is serving a useful function in facilitating innovative projects as well as participating in initiatives led by other organisations. It is currently commissioning a study of formal education in Ballymun including primary and secondary levels. This study aims to

- Evaluate education provision in Ballymun and identify possible gaps
- Explore the response of formal provision to changing schoolgoing populations
- Assess the relationship between schools, parents and the community
- Outline the future contribution of education to community and social infrastructure by benchmarking national and international best practice
- Prepare a Statement of Need which will recommend potential options for community gain and which would also have the potential to influence policy decisions, operational standards and the built environment of the schools.

14 Ryan, G. (2004) 'Get It Right First Time': An Education Strategy for Ballymun. Dublin: Ballymun Partnership.

4.27 The Ballymun Partnership has played a role in education locally with the facilitation of the Principals' Network which helps fill a particular gap in communication. In 2006, BRL, in partnership with Dublin City University, launched a programme to improve equity and access within the higher education system in the Ballymun area. A local branch of DCU called 'DCU in the Community' will open in Shangan in 2008 to improve access to third level education for people from Ballymun.

Ballymun Partnership	This Partnership facilitates the implementation of the Local Development Social Inclusion Programme designed to address education, employment, childcare, enterprise and community development issues in Ballymun for designated target groups.
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4.28 One important initiative facilitated by the Department of Education and Science has been the amalgamation of the senior and junior secondary schools leading to increased facilities and better infrastructure. The schools have been amalgamated since September 2005.

Health Services

4.29 A Primary Care Centre and the Ballymun Local Drugs Task Force have been funded by the Health Service Executive (HSE)

- A new Ballymun Primary Health Care Centre has been provided within the Civic Centre. Following the resolution of earlier difficulties the Centre is proving to be a valuable local resource and is being operated within a strategic framework.
- The Ballymun Local Drugs Task Force, an initiative independent of the regeneration programme, funds projects and research to ensure an integrated approach to the drugs problem in the Ballymun area. Projects address prevention and education, treatment and rehabilitation, supply reduction as well as policy and research.

Ballymun Local Drugs Task Force	The Task Force provides information on drug treatment in the area and counselling services.
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4.30 An initiative has also been taken to tackle alcohol abuse. A Ballymun Case Management Team, jointly funded by BRL, DCC and the HSE was established in 2006 and works directly with people affected by alcohol. It assists people to maintain their tenancies and also helps those who are homeless. The Safer Ballymun partnership also has a community alcohol strategy which involves a wide range of stakeholders in addressing alcohol related problems in Ballymun.

Childcare

4.31 The response of BRL in the area of childcare has taken the form of the provision of sites, funding and architectural services for after-school and pre-school childcare facilities. In the period 2000 to 2005 the number of pre-school childcare places increased by 21% to 582 places and the number of after-school places increased by 51% to 798 places. The Axis Arts Centre provides both pre-school and after-school childcare and a total of 696 new childcare places are currently in development, to be managed by a variety of community-based and private providers. BRL is developing a quality audit for childcare providers and assessing the need for additional childcare facilities which may be required.

4.32 Childcare provision is co-ordinated through the Ballymun Partnership's Childcare Working Group, and currently a new strategy is in preparation.

Sport and Recreation

4.33 Considerable investment is taking place in new or improved facilities in sport and recreation. These include a new Leisure Centre on the Main Street which is open but is not yet running at full capacity. Work has started on the North Poppintree Community Centre, which will include a new boxing gym, all-weather pitches, pavilion and changing rooms. A substantial amount of investment will see the development of eight parks covering over 30 hectares. The provision of new facilities is complemented by a programme of sports, leisure and play activities. BRL employs a Play Development Officer and a Sports Development Officer to organise and develop these activities.

4.34 Shangan Park, Phase 1 of Coultry Park and Balcurris Park have been completed and include play areas catering for different ages, a soccer pitch, a junior GAA Pitch, Bowling Green and a five-a-side all-weather pitch, jogging track and performance space. An area of concern is that the investment already made in the parks has been compromised by vandalism and anti-social behaviour. BRL propose to tackle this problem by establishing parks' user groups and through the Safer Ballymun Partnership.

4.35 Horses have been a traditional part of the youth culture of Ballymun. An equestrian centre has been provided at Meakstown, just north of Ballymun Town Centre. The complex contains an administration building providing an office, meeting rooms, kitchen and on-site accommodation, and three stable blocks providing accommodation for 33 horses. Associated with this are exercise facilities including a trotting track and an arena.

Youth Facilities

4.36 A number of youth facilities have been provided or are in development. Although there is no regeneration objective specifically relating to youth facilities, several substantial projects are included within the community provision in developing sports and leisure facilities and as part of drug abuse prevention. As part of the regeneration Programme, 12 new specially designed playgrounds are being built – four for older children and eight for younger children. Facilities for youth have been opened in the Horizon Building in 2003 and at the Youth Facilities Building in 2005. BRL is working with the youth resource providers in the area to promote access to services. An initiative called youngballymun, which is jointly funded by the Department of Health and Children and Atlantic Philanthropies, is led by the Ballymun Development Group for Children and Young People. The Group has developed a ten-year strategy to 2016 to improve the mental wellbeing and educational expectations and achievements of the children and young people in the Ballymun area.

Promoting Community Involvement

4.37 The quality of community involvement depends on the extent and depth of individual participation. The influence of measures sponsored by public bodies on dynamic processes at the level of communities is difficult to predict. However, a key to informed citizenship is information which is central to the emergence of empowered communities. In the area of communications, it is recognised that it is difficult to plan communications with residents so that accurate and authoritative information is conveyed without creating a perception that the regeneration agency is controlling the agenda. Dissatisfaction in this area is borne out by various resident surveys.

Ballymun Neighbourhood Council	This is a partnership based company with representation from residents, BRL, DCC, Ballymun Partnership, the Gardaí and local elected politicians and is the nominated body for consultation on regeneration and neighbourhood management in Ballymun.
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4.38 One factor which may work against effective communication is the scale of the regeneration and the number and diversity of the organisations involved. A more strategic approach would clarify the respective role of BRL and the Ballymun Neighbourhood Council.

4.39 Because of the many different agencies involved in community development a greater level of co-ordination¹⁵ is needed in order to realise the potential for increasing social capital through local involvement in Ballymun's many different organisations and groups. Appendix D lists the main groups which are active in the Ballymun area.

4.40 The examination noted that residents have a negative perception of BRL's communication tools such as the newsletter and website. Neighbourhood Forums are not valued by the majority of residents. BRL needs to change its approach to consultation on individual schemes to encourage more local contributions. The roles of the Ballymun Neighbourhood Council and CAFTA could be helpful in moving towards a more effective consultation process. BRL has a somewhat uneven relationship with the community and voluntary sector. The risk to the programme is that if residents and other stakeholders do not choose to engage with the consultation process, the amount of community involvement will decrease diminishing the credibility of consultation structures.

4.41 Achievement of increased community development and community activities in Ballymun cannot be taken for granted. Responsibility for community development is fragmented, which may be healthy in this area of work, but no clear model of community development is being followed and there is some disagreement within local groups about the implications for them of moving to funding mechanisms which place a greater emphasis on performance-related support. In 2006 BRL introduced Service Level Agreements for groups receiving funding in excess of €20,000. The Agreements provide a framework for ensuring services are provided to an acceptable standard and for improving performance, accountability and reporting procedures.

Environmental Management

4.42 In the environmental domain, BRL has developed a Waste Management Strategy and convened the Ballymun Waste Working Group which includes Global Action Project (GAP) Ballymun, DCC, local groups and residents. The working group plans and organises waste management action programmes such as awareness seminars, tidy town initiatives and schools programmes. GAP Ballymun was established in 2000 and is funded primarily by BRL and also through the Dormant Accounts Fund. It encompasses a range of projects involving residents through the Action Team model¹⁶. It has set up Environmental Action and Garden Action Teams involving residents. It has developed recycling centres and environmental awareness projects. A Rediscovery Centre, an innovative waste management facility, is being developed by BRL in partnership with DCC and Fingal County Council on the M50 lands and includes a recycling centre, a resource recovery centre and an education and training centre.

GAP Ballymun	The aim of GAP Ballymun is to raise environmental awareness, encourage sustainable growth and inspire local initiatives in Ballymun through a variety of programmes.
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¹⁵ It is recognised that the model used in Ballymun does not give statutory status to the central development agency and that its influence must be through dialogue and persuasion.

¹⁶ The Action Team model is built upon the principles of sustainable development through active participation of communities at a local level. This concept has been adopted by GAP to encourage environmental responsibility by running programmes that encourage people to make small changes in their everyday lives for the benefit of the wider community.

Conclusions

4.43 The social regeneration of the area is facilitated by a wide network of organisations in which BRL performs a central steering role.

There is a continuing challenge to find the most effective forms of communication and consultation with communities and to identify the most appropriate interventions to promote community involvement.

4.44 Greater cohesion and alignment of the objectives of local groups could contribute to more effective community development.

The greater emphasis on performance-related support to local groups which is represented by the development of Service Level Agreements by BRL for the groups it funds is a move in the right direction.

4.45 The promotion of a balanced tenure mix is a key element in developing the local economy and ensuring the long-term social and economic sustainability of the area. Much of the private housing development to-date has been built separately to public housing. The continuing development of social infrastructure in the area, such as parks, leisure facilities and retail development will aid integration.

Achieving a balanced tenure mix must be matched with steps to encourage occupants of private housing to participate in community and housing development initiatives.

4.46 Diversity in housing occupation is essential if the necessary social balance is to be achieved. The availability of rent supplement in the area was restricted to help achieve this.

Occupancy of private housing and changes resulting from tenant purchase transactions should be kept under review in order to monitor the achievement of the targeted social mix. In addition, consideration should be given to comparing the outcomes associated with different tenure mixes in each of the five neighbourhoods.

4.47 Education is an essential component of the wider Regeneration objectives. Low levels of education attainment are a barrier to economic and social development in the Ballymun area.

There is a need to establish targets for the improvement of educational standards in the Ballymun area. This could be facilitated by the study of the formal education sector which is being commissioned by BRL.

4.48 The level of anti-social behaviour in the Ballymun area has the potential to undermine the success of the regeneration programme. A three-year strategy to tackle crime, anti-social behaviour and drug abuse in the area was recently launched.

The underlying causes of anti-social behaviour in the area must be tackled together with the implementation of pragmatic countermeasures. The initiatives of the Safer Ballymun Partnership, if sustained, are a move in the right direction.

5 Sustaining Progress

5.1 In order to ensure that progress is sustained and the benefits of the investment realised it will be necessary to manage key renewal risks, put appropriate structures in place to manage housing and infrastructure, support the renewal effort of local agencies, and evaluate outcomes. This chapter examines the implication of these issues for the successful completion of the programme.

Regeneration Risks

5.2 The programme is currently at an intermediate stage in its development. Some risks to long term renewal and regeneration need to be kept in mind by the State and by BRL. In particular, these include

- the risk of a continuing concentration of deprivation
- the risk of sub-optimum use of new facilities
- the risk to long-term sustainability in the absence of agreed structures and funding for future administration of the area.

Continuing Concentration of Deprivation

5.3 The geographic concentration of housing of different tenures along with problems with anti-social behaviour, could be detrimental to the achievement of the Masterplan objectives and risk continued stigmatisation of the area. Failure to manage this effectively could lead to a continuing need for targeted social supports after the expiry of the redevelopment window, an unattractive environment for commercial development due to a weak economic base, negative perceptions by potential employers and a lack of use of Ballymun's facilities by those who live outside the area.

Management of Facilities

5.4 Problems with the management of facilities including buildings and public space can have a knock-on effect on their use and potentially on project development, for example in the Leisure Centre or in the parks. Vandalism or other forms of damage can contribute to these problems and lead to additional costs. The risk here is that new or refurbished facilities might not be used to their optimum capacity, causing both financial and social detriment.

Funding and Administration after 2012

5.5 Decisions on the funding and administration of projects and organisations after 2012, including key aspects of the social and economic programme such as the Axis Arts Centre and GAP Ballymun need to be taken in advance. The Ballymun Partnership and BRL have both started work on possible structures and funding, but proposals are at an early stage. The risks to sustainability may affect performance prior to 2012, leading to reduced community confidence, lack of ability to recruit good staff on short-term contracts, and inability to plan strategically for the longer term.

Future Management of the Area

5.6 Maintaining the high standard of physical redevelopment which has been achieved to date will be important in ensuring that the area remains attractive to private investors, commercial

development and private house purchasers. Even if the target tenure balance is achieved by the completion of the programme, almost 3,200 social housing tenancies will remain in the Ballymun area. Effective management of these tenancies and maintenance of the housing will be important elements in sustaining the overall physical environment.

5.7 The sustaining of progress achieved will itself need appropriate structures. While the construction phase of the regeneration is currently scheduled for completion in 2012, measures for the management and maintenance of Ballymun's built environment and an associated range of funding methods including management charges and levies will need to be in place to ensure the overall objectives of the regeneration are achieved over the longer term.

Management of Housing

5.8 International good practice in housing management points to the need for locally focused services which are accountable to tenants, in regular contact with other local services and which devolve responsibilities from central administration to local offices as much as possible¹⁷. Currently DCC's housing management services for Ballymun and Whitehall operate from an office located in the Civic Centre. Two local housing offices will be sited in Poppintree and Coultry with plans for more as the Neighbourhood Centres develop.

5.9 The importance of getting private sector housing management right for the sustainability of mixed tenure in the area is widely acknowledged. Arising from problems experienced with the management of some of the private rented accommodation, BRL has intervened and provided management support to private landlords. Many of the issues arising relate to interim conditions where new developments are juxtaposed with flat blocks due for demolition and demolition phasing has been adjusted to address this situation. However, BRL has decided to appoint a member of staff to liaise with residents, developers and managing agents to promote good management practice. BRL is working through the Safer Ballymun Partnership and the Community Safety Strategy to address policing and environmental management issues. The management of the mixed use Neighbourhood Centres will also be important as, in addition to providing housing accommodation, these are intended as a local hub for community activity. A pilot project for management of the private apartments in Poppintree Neighbourhood Centre is underway. This pilot project is linked to work by DCC on a citywide basis.

Management of Community Facilities, Parks and Public Space

5.10 It is likely that the management of the Axis Arts Centre and arts events will continue to require public subsidy into the future. BRL's Development Strategy for the Main Street includes a plan for a Town Centre Management organisation as part of the approach to enable the community to become self-managing and financially independent with compulsory membership of the organisation proposed for businesses.

5.11 Rigorous management and timely maintenance, using an area based management approach, will be required to ensure the quality of the community facilities, parks and public spaces. Risks to the successful achievement of this should be identified, taking into account the difficulties experienced to date, in order to ensure that appropriate structures and resources are in place.

¹⁷ e.g. Scott S, Currie H, Fitzpatric, S, Pawson H, Kintrea K, Rosengard A and Tate J (ed) (2000) *Good Practice in Housing Management: A Review of Literature*, Edinburgh: Scottish Executive Central Research Unit.

Taking in Charge

5.12 The original Ballymun development was never taken in charge by DCC and this contributed to the run-down nature of the area. It was unique in this respect in that it was administered by the Housing Department rather than the various Services Departments, which was the case elsewhere in Dublin. The taking in charge mechanism will be important to normalise management practices in the area and develop the relationship of residents with DCC.

5.13 The taking in charge process requires the transfer of responsibility for services from the developer to DCC. Refuse collection and street lighting are transferred on completion of new developments and, for tenants, 24-hour emergency services for plumbing and electrical matters start immediately. However, routine plumbing and electrical repairs become the responsibility of DCC after one year and other services such as those for roads, sewers and street furniture must reach a required standard before DCC will take responsibility. On one scheme this process has taken two years.

Managing the Network of Renewal Agencies

5.14 The regeneration effort involves harnessing the energy of a large number of organisations each of which have different aims and objectives and which are accountable to various local and national agencies.

5.15 The different strategies appear to contribute towards a coherent approach and, overall, the regeneration programme is clearly intended to be comprehensive, in line with international good practice. However, it could benefit from greater formal co-ordination. This is currently arranged through informal networks such as overlapping membership of management boards and committees.

5.16 As in all networks, there is a dependence upon key individuals. The lack of co-ordinating arrangements between the various agencies and dependence upon informal networks mean that Ballymun's local decision-making processes are vulnerable to the departure of key individuals (few of whom live locally) or to the risk of emergence of poor working relationships or disagreements.

Improving Evaluation

5.17 While physical construction and demolition is relatively easy to track, agreeing key indicators and targets for social objectives is more difficult. Programme evaluation has not been carried out systematically. Programme monitoring and evaluation is fragmented and information provision varies, making it difficult to assess the performance. In addition, change over time can be difficult to measure without baseline statistics. Overall, there is a need to establish a cluster of key indicators and ensure that progress is monitored periodically.

5.18 The multi-agency nature of social and economic programmes requires agreements not only on indicators and targets, but also on how to obtain, share and analyse information. Information needs to be improved in the following areas

- In order to assess the effectiveness of local initiatives, economic activity needs to be compared with regional and national figures. Better information on small business activity and job placements would also be helpful.
- Information on youth facilities and the opinions of young people needs to be co-ordinated.
- Data at the level of individual facilities on sports and leisure needs to be synthesised, perhaps as part of an updated Sports and Leisure Strategy.

- An analysis of attendance and involvement in arts and cultural activities would be valuable to inform a new strategy for arts and culture.

5.19 Community and voluntary sector organisations differ markedly in the quality of the information about their activities which is available to the public. Not all groups, including groups in receipt of State funding, were able to provide written up-to-date information about their activities including information in the form of an annual report or on an updated website.

5.20 The experience in the UK has been that measuring the success of neighbourhood renewal and regeneration initiatives is difficult. The difficulty arises from the fact that the essential elements that make regeneration and renewal effective are qualitative – pertaining to complex, dynamic social systems unique to neighbourhoods and demanding community engagement in the process whether at the level of individuals, groups or networks.

5.21 Because successful and sustainable regeneration demands a multi-agency approach, based on collaboration between agencies and residents, there is a need to develop approaches to evaluation which augment the tracking of the physical elements of the programme and the information required for management with methodologies focussed on learning and mechanisms to evaluate the influence of informal networks¹⁸.

5.22 The overall responsibility for evaluating the impact of the programme rests with the monitoring committee. It is important that in the short term an evaluation be done focussing on lessons that have been learned to guide the future regeneration work in Ireland. In future programmes the Department should take steps to ensure that an adequate baseline position is established and that ongoing monitoring of key outcomes is in place so that costs can be associated with progress achieved on an ongoing basis.

¹⁸ Many regeneration experts maintain that influencing and reconfiguring networks is a critical success factor in most regeneration schemes.

Conclusions

5.23 The long-term sustainability of the regeneration programme after the completion of the physical regeneration will be influenced by how well the risks from a continuing concentration of deprivation in the area and sub-optimum use of facilities are managed, and how well the arrangements for the long-term funding and administration of the area are handled.

Early consideration needs to be given to achieving a workable consensus on how risks to the long-term sustainability of the regeneration can best be managed.

5.24 Maintaining the high standard of the physical development is essential to ensuring the continuing attraction of the area to private investors and developers, and private house purchasers.

Rigorous management and timely maintenance of buildings and amenities will be required to underpin the achievement of the social and economic objectives.

5.25 The regeneration involves a wide range of organisations with different aims and objectives.

While the other renewal agencies have worked well with BRL, co-ordination could be strengthened by a more formal involvement and interaction in strategy setting and implementing initiatives.

5.26 Evaluating the success of the regeneration of the area will be difficult to measure as the essential elements are qualitative involving complex systems using a multi-agency approach. Good progress has been made in developing indicators to help measure the impact of social and economic initiatives in the area. However, the quality of the information underpinning such measures needs to improve.

BRL should sponsor evaluation approaches which are appropriate to the regeneration drive and are capable of being responsive to the change and maturation of the community as the programme unfolds.

Appendices

Appendix A Regeneration Objectives

The following regeneration objectives were set out in the Integrated Area Plan.

Overall Objectives

To provide for the physical, social and economic regeneration of the Ballymun Area and

- To change the image of Ballymun for potential investors and the wider community
- To address the realities of unemployment, poverty, lone parent families, drugs and homelessness, which are barriers to the development of the Ballymun community
- To ensure that the Ballymun community plays a pivotal role in identifying and developing appropriate developments
- To adopt an integrated and strategic view of Ballymun and its natural hinterland
- To integrate Ballymun with economic activity in the wider hinterland – the M50, the Airport, Dublin City University, Dublin city centre and the north Dublin region
- To adopt a partnership approach to plans and programmes already in operation and involving all sectors
- To promote sustainable development, socially and environmentally.

Physical

- To create a 'town centre' which is a focal point for the Ballymun community with appropriate urban design quality, commercial activity and residential development and accommodation for agencies
- To define further the five existing local neighbourhoods, enhancing their identity and providing open spaces, shops and community facilities
- To create attractive, functional and defensible housing areas for the public and private sector.
- To implement a landscape strategy of linked parks, greens, playgrounds and playing pitches
- To enhance the setting and environment of the schools.

Employment and Economic Development

- To provide lands for economic development, (enterprise and industrial, retail, leisure, commercial and tourism related) in the M50 corridor and in the town centre of Ballymun
- To make provision for enterprise units for start-up businesses and for retail and local services within the local communities
- To promote the development of economic activity by environmental improvement, financial incentives and strong institutional back-up
- To promote the employment of the local work force in the construction phase and in future economic development, both in the local economy and in new enterprises locating from outside the area
- To develop links with local business organisations through networking, mentoring and other forms of partnership, to increase opportunities for employment and business development

- To develop links with the wider economic community including the private sector and statutory agencies.

Education and Training

- To promote, on an inter-agency basis, the further provision of training to enable local people to avail of employment opportunities as they arise
- To promote Ballymun as a location for a new third level and adult education facilities
- To facilitate the statutory, voluntary and community sector in the development of innovative educational interventions from pre-school to third level
- To promote and accommodate pre-school and childcare facilities.

Housing and Community Development

- To promote a greater social mix in Ballymun
- To promote the strategic approach to estate management as outlined in the Second Report of the Housing Management Group, January 1998
- To make further lands available for housing development
- To demolish the tower blocks and spine blocks and replace them with two to four storey houses
- To promote demolition of four storey walk-ups and replace with conventional housing
- To ensure that existing residents displaced by these demolitions are re-housed in Ballymun area, if they so wish
- To promote refurbishment of the remaining two storey housing
- To promote mix of tenure in the housing development carried out by Ballymun Regeneration Ltd
- To address the needs of other groups, such as the homeless and the travellers
- To facilitate the strategies, plans and programmes identified by other agencies such as HSE, Ballymun Local Drugs Task Force and the voluntary sector
- To make provision for suitable sustainable community facilities throughout the area
- To facilitate the continued development of the community and voluntary sector.

Transportation

- To provide for the development of the LUAS in co-operation with CIE, DTO and other agencies and to promote the extension of the service through the residential area of Ballymun to optimise accessibility
- To promote the development of a locally sustainable and dependable bus service both to aid accessibility within the area and links outside, including the city centre and the Airport
- To make provision for quality bus corridor lanes on Ballymun Road
- To provide for safe, functional and aesthetically pleasing pedestrian routes and cycle ways throughout the local areas and to link with areas of employment, parks, community facilities and the town centre
- To provide a clearer, safer road network by removing the inappropriate roundabout and reducing the number and width of lanes without loss of capacity and new links.

Appendix B Economic, Transport and Environmental Regeneration

This Appendix reviews the progress that has been made towards achieving the economic, transport and environmental regeneration objectives of the programme.

Economic Development

Six regeneration objectives relate to economic development. There is some overlap between the objectives. They have been placed in the following order for review purposes.

- To provide lands for a wide range of economic development throughout Ballymun in the M50 corridor and in Ballymun Town Centre, including technology based industry, enterprise, industrial, retail, leisure and tourism.
- To attract private sector investment through tax and other financial incentives, to facilitate the expansion and development of local businesses by means of tax and other financial incentives.
- To implement the Main Street Strategy and to allow the Main Street to accommodate a variety of uses and to become a hub of economic activity.
- To implement the Strategy for the Neighbourhoods to allow the Neighbourhood Centres to become centres for local retail/economic development and a means of subsidising social support services into the future, the focus is also to develop these centres as sustainable economic enterprises.
- To promote the development of the local economy including traditional areas of enterprise and in the 'social' economy including environmental management, estate management, social care and childcare.
- To make provision for enterprise units in the local communities, to aid local start up businesses and provide space for retail and local services in Neighbourhood Centres.

The Provision of Lands

One of the development functions of BRL has been to identify and assemble parcels of land for sale to the private sector for development for a wide range of economic activities throughout Ballymun in the M50 corridor and in Ballymun Town Centre. The economic activities identified include technology based industry, institutional, enterprise, industrial, retail, leisure and tourism.

The most significant element of economic development which has not progressed to-date is the development of the M50 lands. In 2000, with the approval of DCC, BRL formed a joint venture company with a property developer on three plots of land comprising between 36 and 40 hectares at the Ballymun junction fronting on to the M50. The joint venture was to be used as a vehicle to develop a business and technology park and to provide opportunities for local employment. However, the development did not proceed due to a downturn in the out of town office market.

Following a review in 2004 BRL developed a revised strategic approach to economic development of the M50 lands to include developing retail, leisure, institutional, research and development and industrial activities. The Rediscovery Centre comprising a civic recycling centre, a resource recovery centre and a national waste education and training centre is currently being developed for the M50 lands. A Local Area Plan which reflected BRL's plans, was adopted by Fingal County Council in 2005.

Attracting Private Sector Investment

BRL have reported considerable success in attracting the private sector to the Main Street and M50 lands areas. Completed work includes

- new retail facilities available as part of the Civic Centre, Gateway, Leisure Centre and Neighbourhood Centre sites
- two hotels, both of which were completed by mid-2006
- a nursing home which opened in 2003
- four workshop units in Poppintree Neighbourhood Centre.

However, delays to two aspects of private investment are matters of concern

- the new Shopping Centre which is part of the Main Street redevelopment
- a proposed new IKEA store on the M50 lands.

A subsidiary company of Treasury Holdings acquired the lease on the existing Shopping Centre in 2002 in a private deal with the original owners, over which BRL had no control. Since 2002, negotiations have been taking place between the company and DCC to assemble an appropriate collection of sites to allow a larger-scale redevelopment including two anchor stores, retail outlets, apartments, cinemas, offices, food outlets, car parking and two pubs.

Planning permission for the shopping centre was originally granted in 2004. A revised planning application for the shopping centre was subsequently refused on appeal by An Bord Pleanála in 2007. Negotiations to agree the provision of a revised development proposal have been taking place between the developer and DCC but remain unresolved. The delay impacts on the quality of life for Ballymun residents as existing shopping facilities are poor. In addition new employment opportunities and the opportunity to attract customers from outside the area are impeded. Although there are several new shops on Main Street and in the Neighbourhood Centres, a more substantial retail centre could make the area more attractive to other private investors. The lack of progress on the Shopping Centre was mentioned in many interviews as a substantial failure of the non-residential aspect of the regeneration. It is however generally acknowledged in social regeneration projects, that retail development is usually a follower rather than a leader of redevelopment.

The other development involving substantial private investment is the proposed IKEA store on the M50 lands, which is intended to provide 500 jobs (326 full-time and 174 part-time). Planning permission for the store was granted by Fingal County Council in mid-2006 despite concerns about traffic congestion on the M50 and surrounding roads. However, seven third parties, including the NRA and the developer of the Shopping Centre appealed against the planning permission. In June 2007 An Bord Pleanála granted planning permission for the development subject to a number of conditions including, inter alia, the completion of the Ballymun Interchange upgrading works to the M50 which will delay the opening of the store to 2009/2010.

Implementation of the Main Street Strategy

The Main Street Strategy was launched in 1999 in order to change the image of the area and to bring early social and economic benefits. The Strategy includes changes to the through road to Dublin City Centre, construction of a number of public and private signature buildings and the provision of new public sector facilities.

Substantial progress has been made in the implementation of this strategy as follows

- The opening of the Axis Arts Centre in 2001

- Commercial development at the northern end of the Main Street including private apartments, a number of retail units and an 88-bedroom hotel which opened in mid-2006. The apartments have sold quickly but several retail units remain unoccupied
- A landmark Civic Centre building has been developed which includes offices occupied by BRL and DCC since 2003, a public sector Health Centre which opened in 2005, and 52 apartments occupied since December 2002
- Commercial development opposite the Civic Centre including a leisure centre, four retail units which include a new supermarket and 119 apartments
- Apartments and three commercial units of which two are occupied at the southern end of Main Street in a landmark building on the Competition Site and a nearby new 324 bedspace student accommodation block
- A 125-bedroom hotel, shops and apartments including a small number of live-work units for artists opened opposite the Axis Arts Centre in Autumn 2006. Discussions are taking place with community groups about acquiring retail space.

Other plans include the development of a large public plaza integrating a metro station and carparking underground. A new Garda station and social welfare office, adjacent to the Civic Centre are currently under construction. BRL's Development Strategy for the Main Street includes a plan for a Town Centre Management organisation as part of the approach to enable the community to become self-managing and financially independent with compulsory membership of the organisation for businesses proposed.

The Main Street Strategy has had a significant impact on the area in terms of the range of new facilities, the distinctiveness of design and in making Ballymun a location to visit. The retail units are almost all occupied and other facilities are well used. The Main Street is becoming an important hub in terms of its public sector and commercial facilities, although the lack of the new Shopping Centre means the retail element is still lightweight.

The development of the Main Street is fulfilling its desired function within the Masterplan. However, some interviews indicated that residents perceived a divide between the public face of the regeneration as exemplified by the Main Street, and the rest of Ballymun which is still predominantly social housing because new local facilities, such as parks, playgrounds, social facilities etc, tend to be phased later in the redevelopment programme. This negative perception may improve once the four Neighbourhood Centres' facilities become operational.

Retail and Economic Development in the Neighbourhood Centres

The Poppintree and Coultry Neighbourhood Centres were completed in 2006. The Shangan Centre is now complete and work on the Sillogue Centre commenced in 2007. The four Centres will include 17 shops, two crèches and four workshop units. Balcurris will not have a Neighbourhood Centre as that area is close to the Shopping Centre but the Balcurris Enterprise Centre will include one shop, a licensed premises and three food outlets as well as commercial/enterprise units. The Sillogue Centre is integrated into a sheltered housing complex and will include a day care centre.

In 2002, 78% of residents were still using a 'van shop' at least once a week¹⁹. At the start of the Regeneration Programme, more than 30 'van shops' were located throughout Ballymun. These had grown up on a needs basis in the common parking areas adjacent to the high rise blocks because no local facilities had originally been provided within easy walking distance of the blocks. The 'van shops' tended to undermine legitimate retail activity as they did not compete on an equal basis with normal businesses which paid rent and rates. To date BRL has managed to reduce the number of 'van

19 Breeze, J. (2003) *Ballymun socio-economic profile*, Dublin – Vision 21.

shops' by approximately 50%. The development of Neighbourhood Centres will provide shops and workspaces within a short distance of all residents, replacing the old 'van shops'. It is intended that the Centres will become local hubs for both economic and social activities. All the shop units are occupied or under negotiation and all the workshop units in Poppintree are let. New jobs will include retail, catering, childcare, care for the elderly and self-employment opportunities.

The buildings will be retained in public ownership and managed by BRL on a non-profit basis. Any surplus will be for community projects. It has been estimated by BRL's property consultants that the total income will be in the region of €340,000 p.a. (excluding the Balcurris Enterprise Centre).

Development of the Local Economy and Provision of Enterprise Units

Resources for developing the local economy have increased over the past two years²⁰. These include the Ballymun Small Business network, access to wider business networks and training courses elsewhere in Dublin, funding opportunities and access to premises. Ballymun Partnership Enterprise Services offers advice and support to individuals thinking of setting up a business. Since 2004, 234 people received business support²¹. The Ballymun Enterprise Centre, which is part of the Partnership, provides incubator units for new businesses and twelve businesses are currently in occupation. BRL manages four business units in Poppintree Neighbourhood Centre, all of which are occupied²². The future development of the Balcurris Enterprise Centre is intended to provide another seven enterprise units and 42 office units. The provision of space for artists in a new building or the Axis Arts Centre is currently being explored.

The regeneration includes a commitment to the 'social economy', which has been identified by BRL as including childcare, horticulture, home maintenance, environmental management, estate management and social care²³. The only BRL established organisation running a social economy business at present is GAP Ballymun (covered in the section on environmental objectives below). There is no definition of the social economy in literature from BRL or the Ballymun Partnership and it is unclear whether the term is used to include non-profit enterprises in which the surplus is used for community benefit (as defined by the Department of Community, Rural and Gaeltacht Affairs) or applies to all local businesses with a socially beneficial outcome. New funding from the Department of Community, Rural and Gaeltacht Affairs came available in 2007 to promote the social economy²⁴. In addition, the Ballymun Partnership's proposals for a Community Trust could include funds for the promotion of the social economy²⁵.

The promotion of small business activity is regaining ground after the initial failure of the Business and Technology Park, although the main inward investment focus remains on larger companies and developments. The current organic and small-scale approach appears to suit local conditions, but an area based small business development strategy may be useful in the longer term.

20 Comparison between the Ballymun Partnership Annual Report 2004 and current information available on their website http://www.ballymun.org/econdev_home.html

21 Ballymun Partnership August 2007.

22 BRL (2006) Ballymun Regeneration Progress Report 2005-2006, Dublin: Ballymun Regeneration Ltd.

23 BRL (2004) Economic Development Strategy for the Ballymun Growth Quarter, Dublin: Ballymun Regeneration Ltd. and BRL (2004) Ballymun Regeneration Progress Report 2003-2004, Dublin: Ballymun Regeneration Ltd.

24 http://www.ballymun.org/downloads/csp_guidelines.pdf

25 Ballymun RAPID/ Ballymun Partnership (2006) *Development of a Community Trust Initiative for Ballymun*, Dublin: Ballymun RAPID/ Ballymun Partnership.

Job Creation

Five regeneration objectives relate to the area of job creation.

- To develop links with local business organisations through networking, mentoring and other forms of partnership and to increase opportunities for employment and business development.
- To actively promote the employment of the local workforce in the construction phase, in future economic developments and in new enterprises locating from outside the area.
- To match capabilities to opportunities, including through existing programmes.
- To promote, on an inter-agency basis, the further provision of training to enable local people to avail of employment opportunities as they arise.
- Increasing the local skills base by developing innovative training and education programmes.

The objectives overlap to some extent, but all cover aspects of ensuring that local people are able to avail of new job opportunities. It has been recognised that there is no automatic connection between an increase in local jobs and their uptake by local people if they do not have the right skills²⁶. BRL estimates that 465 public sector jobs and 817 private sector jobs (of which 502 are in construction) have been created by the regeneration from 1997-2006 while a further 90 public sector and 2,242 private sector jobs will follow by the end of the programme²⁷. These figures do not include the 500 IKEA jobs or other jobs to be generated on the M50 lands. Jobs are important not only in relation to local labour but also in supporting and sustaining the local economy. BRL's employment-related projects are generally small-scale and its role is to fund and publicise the activities. Training is carried out by FÁS and trainees are identified through the Ballymun Job Centre. The courses are open to a wider catchment area than Ballymun, usually the Finglas area.

It has sometimes proved difficult to fill trainee places with Ballymun residents including some of the more recent construction training courses. BRL has tried to monitor the level of local labour in construction but can only do so with directly employed labour. Monitoring information is limited as about 70% of construction labour is subcontracted. BRL has no targets for employment-related initiatives, although its activities would contribute to the targets set by the Ballymun Job Centre²⁸.

Two indicators that can be used to measure improvements in the local labour market are a decrease in unemployment and an increase in the labour market participation rate. Unemployment may be measured through the live register (claimant count), Principal Economic Status (PES) or International Labour Organisation (ILO) definitions²⁹.

Trends in employment are difficult to analyse in a complex environment such as Ballymun which is within a large city economy and which is subject to many local interventions from the State and voluntary sectors with the intention of improving residents' employment prospects.

Unemployment has been falling in Ballymun but remains high compared to the State average, between three and four times as high, depending on the measure used. Figure B.1 shows a comparison between unemployment levels nationally and in Ballymun. ILO figures for labour market participation show convergence towards the national average. More recent figures at local level are not available.

26 BRL (2004) Economic Development Strategy for the Ballymun Growth Quarter, Dublin: Ballymun Regeneration Ltd.

27 BRL (2006) Ballymun Regeneration Progress Report 2005-2006, Dublin: Ballymun Regeneration Ltd.

28 Ballymun Job Centre (2004) *Operational Plan 2004-2006*.

29 Claimant count is those on the live register, PES is self-defined economic status in surveys such as the census and the Quarterly National Household Survey and the ILO definition is those who are available for work and actively seeking employment.

Therefore, despite the work on local initiatives, it is difficult to gauge the extent to which the downward trend is a result of the programme itself or of national trends.

Figure B.1 Unemployment trends in Ballymun

Live register

- Ballymun: 2,173 in 1997 and 1,431 in 2005, a 34% decrease
- National: 254,379 in 1997 and 157,117 in 2005, a 38% decrease

Principal Economic Status

- 18.6% unemployed in 2000, 15.9% in 2002 compared to 3.8% State average in 2002

International Labour Organisation

- 7.8% unemployed in 2000, 9.1% in 2002 compared with 2.7% State average in 2002
- 46% not in the labour force in 2000, 41.4% in 2002 compared with 40.3% State average in 2002.

Sources: BRL draft monitoring report 2006, CSO and Breeze (2003).

Note:

More up to date comparisons are not possible because National Quarterly Household Survey data is not available below regional level and 2006 Census data is not yet available. Further labour market statistics are available in BRL's Monitoring Reports, Ronanye (2001) and Breeze (2003).

Transport

Five regeneration objectives relate to the area of transport.

- To promote the development of a locally sustainable and dependable bus service both to aid accessibility within the area and links outside, including the city centre and the Airport.
- To provide quality bus corridor (QBC) lanes on Ballymun Road.
- To provide for safe, functional and aesthetically pleasing pedestrian routes and cycleways throughout the local areas and to link with areas of employment, parks, community facilities and the town centre.
- To provide a clearer, safer road network by removing the inappropriate roundabout, reducing the number and width of lanes without loss of capacity and creating new links.
- To provide for the development of the LUAS in co-operation with Dublin Bus, the Dublin Transportation Office and other agencies by promoting the extension of the LUAS D line as far as Ballymun.

The objectives relating to transport indicate their strategic importance for the regeneration in terms of economic development, environmental sustainability and quality of life. In addition, a transport hub on the M50 lands has been proposed which could include park and ride facilities to the city centre³⁰. Efficient transport links assist with attracting new employment opportunities and spending power from elsewhere, as well as allowing local residents to take up jobs in other areas.

Agencies with whom BRL works to improve transport include the Department of Transport, Dublin Bus, the Railway Procurement Agency (RPA), the Dublin Transportation Office (DTO), the National Roads Authority (NRA), Fingal County Council and DCC. Transport is an area where the regeneration's priorities have to be connected to regional and national strategies.

30 BRL (2004) Economic Development Strategy for the Ballymun Growth Quarter, Dublin: Ballymun Regeneration Ltd.

Progress on transport objectives includes

- an additional bus route to the city centre and a QBC along the Main Street
- cycle routes along the Main Street
- new access routes and increased permeability throughout the area
- alterations to the road network including the Main Street and the narrowing of residential streets including speed reduction measures
- a decision by the RPA to include Ballymun in the Metro North route to Dublin Airport.

The Metro project is still at an early stage, leaving Ballymun without an airport link in the interim period, which would be beneficial for employment opportunities. In October 2006 the Minister for Transport announced the selected route for the Metro North through Ballymun.

Interviews revealed mixed feelings about the design of the new residential streets, including some problems finding parking spaces. While parking provision in all new developments conforms to the City Development Plan standards, the significant increase in car ownership, with many households having more than one car, will continue to cause problems until the Metro is built.

Environmental Objectives

Two regeneration objectives contained in BRL Annual Reports relate to improving the local environment.

- | |
|--|
| <ul style="list-style-type: none"> ▪ To assist low income groups and individuals to improve their living environment. ▪ To support and establish community environmental projects, integrating aspects of the environment, society and economy for the benefit of the community. |
|--|

One of the few specific targets in the Masterplan relates to this area. According to the Masterplan 100% of homes are to comply with best practice. This includes a 30% reduction in primary energy use and a 20% reduction in water consumption. In addition, 5% of new homes are to be innovative and 1% are to be experimental in design.

BRL also funds the Global Action Project (GAP) Ballymun which was established in 2000 to raise environmental awareness and inspire local initiatives in Ballymun through a variety of programmes. GAP Ballymun carries out a range of projects to meet the following objectives

- promoting care for the outdoor environment
- promoting the local economy and local employment
- promoting partnership approaches
- empowering local residents
- sustainable infrastructure, incorporating ecological principles
- promoting social sustainability.

The key organisations involved in meeting the regeneration's environmental objectives take a strategic approach to the issue. BRL's Masterplan proposals were assessed against the national 1997 Sustainable Development Strategy and, in 2002, BRL produced a Framework for Environmental Action Plans for improvements to older housing and the surrounding environment in all five neighbourhoods. BRL has developed a Waste Management Strategy and convened the Ballymun Waste Working Group which also includes GAP, DCC, local groups and residents. BRL has a business plan for Environmental Initiatives which includes targets for the GAP workplan. GAP

Ballymun has a set of strategic objectives and produces an annual report and development plan including a report on the previous year's performance and targets for the year ahead³¹. DCC produced an Agenda 21 strategy in 2001³².

GAP Ballymun has implemented a number of projects including setting up Environmental Action Teams and Garden Action Teams which involve residents, developing recycling centres and environmental awareness projects.

BRL has instituted a number of environmentally focussed action projects. One key such project is the Rediscovery Centre being developed on the M50 lands, which includes a recycling civic amenity centre, a resource recovery centre and an education and training centre.

31 GAP Ballymun 2005 Annual Report and Development Plan Draft January 2006, Dublin: Global Action Plan Ltd.

32 Dublin City Council (2001) *Dublin's Choice: A Better Future*, Dublin Corporation Local Agenda 21 Steering Group.

Appendix C Social and Cultural Regeneration

This appendix reviews progress in the areas of social and community benefits, in arts, image and communication, and in community consultation and involvement.

Social and Community Benefits

As with economic development, many organisations other than BRL play an important part in delivering social programmes and services and some have been operating from before the start of the regeneration programme. There are estimated to be over 100 community groups in the area. Basic services delivered by the statutory sector underpin many of the areas under review.

Strategic Approaches

Two regeneration objectives relate to social and community strategy.

- To address the realities of unemployment, poverty, lone parent families, drugs and homelessness, which are barriers to the development of the Ballymun community.
- To facilitate the strategies, plans and programmes identified by other agencies such as the HSE, the Ballymun Local Drugs Task Force and the voluntary sector.

The first objective is addressed through many of the IAP objectives but more recently through a strategic approach which brings them together. BRL has begun to develop a Community Sustainability Strategy which currently includes a list of projects and targets under eight categories³³. The projects include those in which BRL has an interest and the Strategy is undoubtedly a contribution to a more strategic approach, but it is not comprehensive. The Strategy would benefit from a set of overall aims and objectives and also from further work on sustainability indicators. However, it does fill some gaps in the IAP and Masterplan objectives, particularly in the areas of social and community supports and community safety.

Other strategies of BRL and other organisations cover aspects of social and community projects but there is no document covering the full range of activities, which can be measured against an integrated set of objectives and targets.

Social Implications of the Neighbourhood Centres, the Main Street and the Shopping Centre

One regeneration objective relates to this.

- To improve community facilities for all ages.

The Masterplan, Main Street Strategy and the Neighbourhood Area Action Plans recognise the importance of balancing the concentration of some facilities in the Main Street area with more local provision in the Neighbourhood Centres. Community-based facilities in the Neighbourhood Centres will include crèche facilities, Neighbourhood Forum offices, meeting rooms, local Housing Management offices and other office space that will be available to community and voluntary sector groups³⁴. Several other buildings will supplement the Neighbourhood Centres and will include various

33 BRL (2006) *Progress Report: Social Sustainability Strategy July 2006*. Internal document. The eight categories are social and community supports, tenure diversity, environmental supports and initiatives, sports, leisure and recreation, education, economic regeneration, arts and culture and community safety.

34 BRL (2001) Area Action Plans for Neighbourhood and Community Facilities for Balcurris/Balbutcher, Coultry, Poppintree, Shangan and Sillogue/Sandyhill neighbourhoods.

community facilities including the North Poppintree Community Centre, the Youth Facilities Building, planned community facilities in Ballymun East and the Horizons Building.

The plans for the Neighbourhood Centres include many positive aspects. However, interviews revealed some confusion and concern among the community and voluntary sector about the small amount of office space that would be available in the Neighbourhood Centres. Many of Ballymun's community groups occupy offices in flats which are due for demolition. According to BRL, the centres will be managed by DCC and a range of community services will be available. Groups with a need for permanent accommodation, such as childcare providers, will be given occupational licences to occupy space and a reasonable rent will be charged. There is and will be additional accommodation outside the Neighbourhood Centres but groups will be encouraged to share space, where possible.

Education, Childcare and Youth Facilities

Six regeneration objectives relate to these linked areas.

- To promote Ballymun as a location for new third level and adult education facilities.
- To facilitate the statutory, voluntary and community sector in the development of innovative educational interventions from pre-school to third level.
- To promote and accommodate pre-school and childcare facilities.
- To provide for general childcare facilities and to improve existing facilities throughout the area.
- To localise childcare facilities making each facility accessible in each of the five neighbourhoods.
- To promote the development of social regeneration in Ballymun through social care and childcare.

Education is increasingly acknowledged as a key component of sustainable regeneration. Research in Britain has emphasised the importance of good quality schools for attracting mixed income communities³⁵.

Educational standards in Ballymun are low in comparison with national standards. For example, in 1996, 57% of Ballymun residents had left school at 15 or younger compared to 34.5% nationally³⁶ and in 1999, 11.6% of Ballymun's population had the Leaving Certificate qualification compared to 38.5% nationally³⁷. An analysis of a cohort from Ballymun's schools in 2004 found that 25% of pupils still failed to complete their Junior Cycle and 26.5% passed the traditional Leaving Certificate compared to 74% nationally³⁸. Fourteen per cent of Ballymun children are educated in local Gaelscoileanna³⁹. 36% of households with children of school age send their children to schools outside Ballymun, although 74% of households regard Ballymun's schools as good or very good⁴⁰.

Educational challenges faced in Ballymun include difficulties with language development and reading skills, difficult family circumstances which can lead to poor nutrition and exposure to drug or alcohol addiction, and low attendance rates and retention (including particularly poor retention rates for

35 Silverman, E., Lupton, R. and Fenton, A. (2005) *A Good Place for Children? Attracting and Retaining Families in Inner Urban Mixed Income Communities*, Coventry: Chartered Institute of Housing.

36 1996 Census, in Loughran, H. and McCann, M.E. (2006) *Ballymun Community Case Study: Experiences and Perceptions of Problem Drug Use*, Dublin: The Stationery Office.

37 Ronayne, T. (2001) *Ballymun Employment Report 2K*, Dublin: WRC Social and Economic Consultants/Ballymun Partnership.

38 Ryan, G. (2004) *'Get It Right First Time': An Education Strategy for Ballymun*. Dublin: Ballymun Partnership.

39 Ryan (2004).

40 Breeze, J. (2003) *Ballymun socio-economic profile*, Dublin: Vision 21.

Traveller children)⁴¹. The commitment to in situ regeneration has meant that Ballymun's school rolls have not fallen significantly and many pupils have not had to change school when they moved to their new home, providing a point of stability.

Many of those interviewed thought better use should be made of local education indicators, for example school attendance levels, second and third level qualifications, support for children with special needs and access to adult education. It is likely that local level statistics will be more accessible in future as part of the youngballymun project.

BRL is currently commissioning a study of formal education in Ballymun including primary and secondary levels. This will

- evaluate education provision in Ballymun and identify possible gaps
- explore the response of formal provision to changing schoolgoing populations
- assess the relationship between schools, parents and the community
- outline the contribution of education to community and social infrastructure by benchmarking national and international best practice
- recommend potential options through a Statement of Need Report for community gain which would also have the potential to influence policy decisions, operational standards and the built environment of the schools.

Education is not a primary objective of the work of BRL but is an essential component of the wider regeneration. BRL are serving a useful function in facilitating innovative projects as well as participating in initiatives led by other organisations. There is little evidence of unnecessary duplication although there are two projects supporting access to third-level education. The Ballymun Partnership has played a useful local strategic role and the facilitation of the Principals' Network seemed to fill a particular gap in communication. Schools are an important route of communication with parents and at least one school is running events which connect into adult education initiatives. These classes were funded by the Department of Education and Science and had no connection with other community education programmes. In 2006, BRL in partnership with Dublin City University launched a programme to improve equity and access within the higher education system in the Ballymun area.

Childcare and Youth Facilities

Ballymun has a young population, with 29.1% aged under 15 compared with 23.7% nationally, and half of all households include children of primary school age or younger. The most common reason residents were unable to undertake training or look for employment was lack of childcare⁴². Figure C.1 shows that there has been an increase in pre-school childcare places of 21% and a 51% increase in after-school childcare places in the period 2000 to 2005. However, there are still waiting lists of 190 for pre-school childcare places and approximately 70 for after-school places⁴³.

41 Ryan (2004).

42 Breeze, J. (2003).

43 BRL (2006) Ballymun Regeneration Progress Report 2005-2006, Dublin: Ballymun Regeneration Ltd.

Figure C.1 After-school and childcare places in Ballymun 2000-2005

	Childcare places (pre-school)	After-school places
2000	481	529
2005	582	798
% increase	21%	51%

Source: BRL annual progress reports.

BRL has recognised the need to increase childcare facilities for both social and economic reasons. Several of Ballymun's new facilities will include crèches. The Axis Arts Centre already provides both pre-school and after-school childcare. A total of 696 new childcare places are currently in development, to be managed by a variety of community-based and private providers⁴⁴.

Interviews acknowledged both the improvements and the need for more places. One education provider felt that the increase in pre-school provision had helped children to settle into primary school more quickly. BRL is developing a quality audit system for childcare providers who will occupy the new facilities and is assessing the amount of additional childcare that is likely to be required. BRL is also involved in assessing the need for training provision, facilitating childcare courses and funding summer play provision described in the sports, leisure and play section below.

A number of new youth facilities have been provided or are in development as part of the regeneration programme. There is no regeneration objective specifically concerning youth facilities, although there are several substantial projects aimed at young people in general community provision, in sports and leisure facilities, as part of drug abuse prevention and within Safer Ballymun. Youth issues will also be part of youngballymun which is an initiative of the Ballymun Development Group for Children and Young People. One by-product of the fragmentation of this area is a lack of statistics about the preferences of young people and the use of various facilities.

Examples of new youth facilities and projects include

- the Horizons Building which opened in 2003 as a general community resource and which includes the offices of the Ballymun Youth Action project which provides information and advice for young people vulnerable to drug abuse
- the Youth Facilities Building which opened in 2005 is a refurbished and extended base for Ballymun Regional Youth resource which runs activities for young people between 12 and 21 years
- a new equestrian centre which will open in Meakstown
- Women's Resource Centre project for young women and Ballymun Community Action Project new initiative for lone parents
- initiatives which will be further developed as a result of the Community Safety Strategy and the Community Sustainability Strategy.

Childcare and youth projects, as well as education, stand to benefit in future from the more integrated approach and new resources of the youngballymun project, which will complement the physical regeneration and BRL's current ability to invest the proceeds of land sales in community facilities. Currently, childcare is approached in a more strategic way than youth provision, due to the work of the Childcare Task Force and the Childcare Working Group, both led by the Ballymun Partnership. The existence of a national strategy has also been beneficial and has provided resources for a regional

resource centre located in Ballymun. Although there is still unmet demand for childcare places in Ballymun, this area may be regarded as a good practice example. Youth provision appears to be more fragmented and is covered through other strategic approaches such as sports and leisure, community safety, drugs rather than drawn together into a coherent plan. More indicators are needed to measure effectiveness. The youngballymun project will help with co-ordination as well as possibly providing extra resources after the end of the regeneration programme.

Community Safety, Crime and Access to the Justice System

Two regeneration objectives relate to this area.

- To promote the strategic approach to estate management as outlined in the Second Report of the Housing Management Group, January 1998⁴⁵.
- To assist integration of the residents with neighbouring areas.

Reported crime rose by 25% between 1998 and 2005, whereas the number of crimes detected remained the same.

Interviews for this examination identified crime and anti-social behaviour as an important issue and a key risk factor for the sustainability of the regeneration. Little attention was paid to crime or anti-social behaviour in the early planning documents for the regeneration and a multi-agency approach to these issues was lacking in the early years of the programme⁴⁶. Matters began to change in 2003 with the Citizen's Jury on Anti-Community Behaviour which was convened by BRL. The Citizen's Jury developed a series of recommendations which are being addressed by BRL through the establishment of the community safety and policing forum 'Safer Ballymun' and more generally through the Community Sustainability Strategy⁴⁷.

The Safer Ballymun forum has been meeting since 2004 and includes representatives from BRL, An Garda Síochána, DCC and local residents. Meetings are open to the public and focus on practical issues such as estate management, parks security, lighting improvements, neighbourhood clean-up days and activities for young people. Since 2004 there has been an increase in Garda patrols.

Other community safety initiatives include community wardens who live locally, support for neighbourhood watch schemes in areas of new housing and funding for activities for young people. A community safety audit has been carried out and a community safety strategy has been developed⁴⁸. As with some other areas of social and economic initiatives, community safety improvements are not possible to measure accurately.

Access to the justice system has traditionally been difficult in Ballymun, both for individuals and for community groups⁴⁹ prior to the establishment of the Ballymun Community Law Centre in 2003. The Centre is one of only two such estate-based facilities in the country. BRL funds the office costs of the Centre which is housed in a building owned by DCC. The Centre also established the independent organisation called Mediation Ballymun which trains and supports volunteer community mediators.

45 This report emphasised the importance of a multi-agency approach, including community involvement, to wider problems experienced by social housing areas, which cannot be solved by housing managers alone.

46 Muir, J. (2004) 'Public Participation in Area-based Urban Regeneration Programmes', *Housing Studies*, Vol. 19 no. 6, pp.947-966.

47 Ballymun Citizens' Jurors (2003) *Anti-community Behaviour: Ballymun Citizens' Jury Report*, Dublin: Vision 21 and BRL (2004) *BRL Initiatives for Combating Anti-Community Behaviour: A reply to the Citizens' Jury Report*, Dublin: Ballymun Regeneration Ltd.

48 Information from the Safer Ballymun website: http://www.brl.ie/Safer_Ballymun/Safer_Ballymun.htm, interviews and correspondence.

49 Gogan, S. (2005) *Law from a Community Perspective: unmet legal need in Ballymun*, Dublin: Ballymun Community Law Centre.

These services help to meet the objective to remove barriers between Ballymun and the surrounding areas, and to promote social inclusion.

Health Services and Social Supports

Two regeneration objectives relate to this area.

- To address the needs of groups, such as the homeless and travellers.
- To promote the development of social regeneration in Ballymun through social care and childcare.

Health Services

There is no specific regeneration objective relating to health services, but the provision of good quality health care is linked to the effective development of social regeneration. BRL is not directly involved in health provision but facilitated the provision of the new Ballymun Primary Health Care Centre within the Civic Centre as part of the Main Street Strategy. Funding for both the Primary Health Care Centre and the Ballymun Drugs Task Force is provided by the Health Service Executive (HSE).

The Ballymun Primary Care Centre is one of eleven piloted centres and provides a local multidisciplinary team and locally based additional services including an occupational therapist, a physiotherapist, a psychologist, specialist nurses, home helps and family support, local clinics for sexual health, minor surgery, muscular-skeletal disorders, dietetics, smoking cessation and an out of hours methadone clinic. A youth health facility is also planned. Prior to the opening of the Primary Care Centre, there was a Health Centre in the Shopping Centre which offered a more limited range of services.

Two key health issues are drug use including alcohol and mental health including suicide risk. Drug use has long been identified as a severe problem in Ballymun. Statistics on drug use and treatment, provided by the Ballymun Drugs Task Force (BDTF), are one of the regeneration's eight performance indicators in BRL's annual reports. The number of known opiate users has decreased from 683 in 1998 to 395 in 2006, a fall of 43%. Treatment takes place at the local Domville House residential treatment centre, via a mobile service and via GPs⁵⁰. There is currently no waiting list for treatment in the Ballymun area.

The BDTF funds projects and research to ensure an integrated approach to the drugs problem in the Ballymun area. Projects cover prevention and education, treatment and rehabilitation, supply reduction and policy, and research.

It is clear that an intensive and co-ordinated approach to tackling drug use, backed up with dedicated resources, has had an effect even though drug use continues to be a serious problem in Ballymun. Statistics are available to measure progress and trends over time, and a partnership approach has led to a clear understanding of who leads in this area of work and the roles of other partners. The problematic use of alcohol is also increasingly recognised as an issue for Ballymun, and there are mixed views about the increase in off-license premises and local pubs as part of the Neighbourhood Centre facilities⁵¹. The Ballymun Case Management Team is a pilot project funded by BRL, DCC and the HSE and run by the De Paul Trust, to provide tenancy support to people affected by alcohol use and help to those who are homeless for the same reason. The project started in 2006 and has assisted about sixty people. The project will help to assess the type of permanent alcohol-related support services needed in Ballymun.

50 BRL (2006) Ballymun Regeneration Progress Report 2005-2006, Dublin: Ballymun Regeneration Ltd.

51 Loughran, H. and McCann, M.E. (2006) Ballymun Community Case Study: Experiences and Perceptions of Problem Drug Use, Dublin: The Stationery Office.

Mental health was highlighted as a local issue in interviews and considered to be an important indicator of the success of the regeneration. A greater focus on this area is developing through services at the Primary Care Centre and through the youngballymun project. High suicide rates have been a concern in Ballymun since the 1980s and in the period 1997-2001 there were 16 suicides, many by falling from tower blocks⁵². Although additional projects in these areas are not as well developed as the BDTF, both the Community Action Project Ballymun and the Ballymun Partnership are involved in developing preventative projects.

Social Supports

Ballymun's population is considerably disadvantaged relative to State norms so that there is an increased need for social supports. No strategic approach to the overall provision of social supports was evident, although an Action Plan for Homelessness was prepared by the local Homelessness Forum, linked to the Homeless Agency Action Plan and covering floating support as well as access to appropriate accommodation. Several local agencies including BRL are working together to produce a local anti-poverty strategy which will be linked to the new National Action Plan on Social Inclusion.

Tenancy-related support includes the Transition Programmes and other courses run by the Community and Family Training Agency (CAFTA) and support for vulnerable groups through specialist housing providers. The original Transition Programme has been running since 2000 and other programmes have been developed in response to additional needs. The programmes for Travellers are being run to support tenants in the new housing and for Travellers previously living on the nearby St Margaret's Travellers' site and are connected with other support and programmes provided by the St Margaret's Travellers' Association.

There are valuable social support services available to Ballymun residents both in connection with tenancy support and independently. However, as with many other areas, services lack co-ordination and a strategic approach. For example, mental health has been identified as a key issue and yet very little of the supported housing on offer is for this client group.

Sports, Leisure and Play

The following regeneration objectives relate to the area of sports, leisure and play.

- To develop a hierarchy of attractive and usable open spaces, including district parks, greens, playgrounds and playing pitches.
- To improve outdoor recreation facilities for all ages.
- To implement the Sports, Leisure and Recreation Strategy.
- To improve community facilities for all ages from childcare clubs, to youth clubs and retired persons clubs.
- To promote the concept of play and the value of active recreation and ensure that sports, leisure and recreational facilities are fully utilised.

There are a wide range of sports, leisure and play facilities available to Ballymun residents. These facilities are popular and are seen as a strength of the area. A Sports and Leisure Strategy was produced by BRL in 1999 which involved a consultation process involving 135 local groups, a review of access to sports and leisure facilities at that time, and recommendations for future activities⁵³. The strategy emphasised the lack of playgrounds and the lack of facilities in the parks and has clearly influenced subsequent provision. Sports, leisure and recreation activities are also part of BRL's Community Sustainability Strategy. The other organisation with a major responsibility in this area is

52 Somerville-Wood, R. (2002) *Ballymun: A History, Volume 2, c.1960-2001*, Dublin: Ballymun Regeneration Ltd.

53 BRL (1999) *Sport and Leisure Strategy Report*, Dublin: Ballymun Regeneration Ltd.

DCC which manages the facilities, either directly or through the private sector, and employs sports development workers. The remaining key stakeholders are residents through a large number of sports, leisure and play groups and clubs (the Strategy consultation included 47 sports clubs). New or improved facilities are provided by BRL and managed by DCC, generally with some input from residents' organisations.

New or improved facilities include the new Leisure Centre on the Main Street which is open but not yet running at full capacity. The Centre's swimming pool slides were also found to be defective and were closed to public use when DCC took back management of the facility from the private sector. Work has started on the North Poppintree Community Centre, which will include an upgrading of an existing building, a new boxing gym, other community accommodation, all-weather pitches, changing rooms and a pavilion. There are also sports and play facilities planned in the new parks. Extensive new premises including stables, kennels, a cattery and an animal sanctuary will be provided for the Ballymun Animal Care Association (BACA) at Meakstown.

A further area of substantial investment is the development of parks facilities with eight parks covering a total of 30.45 hectares. Shangan Park, Phase 1 of Coultry Park and Balcurris Park have been completed. Shangan Park includes a play area and Coultry Park has three play areas catering for different ages, a soccer pitch, a five-a-side all-weather pitch, a jogging track and a performance space. Balcurris Park has a junior GAA pitch, a playground for all ages and a bowling green. All parks are being designed in consultation with residents. BRL plan to tackle anti-social behaviour by establishing parks user groups and through the Safer Ballymun partnership.

The provision of new facilities is complemented by programmes of sports, leisure and play activities. BRL employs a Play Development Officer and a Sports Development Officer, and both run summer and mid-term break programmes of activity for children. The Sports Development Officer also works to encourage older people to take up sports and leisure activities such as bowls and line dancing. Other recent activities include consultation on new playground development, contribution to the CAFTA Children's Regeneration Programme and consultation on improvements to play facilities at the St. Margaret's Traveller Site.

Systematic measurement of participation in these activities appears to be at an early stage. Between 60 and 80 children per day took part in the 2004 summer play activities although no figures are reported for the following two years⁵⁴. Some targets on play and sports provision have been included in the Community Sustainability Strategy. An update to the Sports and Leisure Strategy, including targets for participation, would increase the effectiveness of monitoring in this area.

Arts, Image and Communications

The following regeneration objectives relate to the area of arts, image and communications.

- To change the image of Ballymun to potential investors by environmental improvement, marketing, media monitoring, community promotion and development support.
- To create a distinct identity for the community.
- To assist integration of the residents with neighbouring areas.
- To promote Ballymun as a Centre for the Arts.
- To engage the local community in arts and community development.

54 BRL (2004) Ballymun Regeneration Progress Report 2003-2004, Dublin: Ballymun Regeneration Ltd., BRL (2006) Ballymun Regeneration Progress Report 2005-2006, Dublin: Ballymun Regeneration Ltd.

The Arts and Culture

The promotion of Ballymun as a centre for the arts is intended both to engage the local community as part of community sustainability, and to contribute to the integration of Ballymun with other areas by providing a reason for people from elsewhere to visit Ballymun. Arts and cultural initiatives are implemented mainly through two organisations – the Axis Arts Centre (managed by staff employed by BRL) and the Breaking Ground Per Cent for Art Commissioning Project. A strategy for the commissioning of artworks funded by the Per Cent for Art scheme was issued in 2000 by Breaking Ground⁵⁵. However, there is no comprehensive strategy document for all arts and cultural activities. Other organisations do not contribute significantly to this area of work.

The Axis Arts Centre

The Axis Arts Centre, also known as the Ballymun Arts and Community Resource Centre has been open since 2001 and includes a 211-seat theatre, dance and recording studios, a conference centre, meeting and training rooms, offices for voluntary groups, a café and a crèche. The building houses a production company which commissions original drama and art and an arts development company to provide opportunities for residents to become involved in the arts. The Axis Arts Centre also employs local people.

Details of arts projects at the Axis Arts Centre are provided in BRL's annual monitoring reports. Recent examples include the 2005 production of a play about Ballymun, 'From These Green Heights' by Dermot Bolger, which won Best New Play in the Irish Times/ESB awards, a collaboration with a group in Donegal for a play about mental health issues and the founding of the annual Borrath Buan festival of Irish language drama.

Running costs for 2005 of €605,000 were met from a variety of sources including the Arts Council/BRL (approximately 50%), rents from offices (approximately 30%) and income from theatre and conferences (approximately 20%). Funding for specific projects has been received from Foras na Gaelige, the HSE and the dormant accounts scheme.

Breaking Ground

The Breaking Ground Project was launched in 2002 to implement a strategy to bring national and international art to Ballymun and to engage with local people⁵⁶. Resources are provided by the Government's Per Cent for Art scheme. The cost in 2005 was €486,000. Projects in production or completed include ten collaborative commissions, three international commissions and seven commissions from local artists. Projects have included mime workshop and performances, a composer working on music to be performed by a local orchestra, a drama based on changing Ballymun, printmaking and bronze casting workshops, art exhibitions and film making. Several artworks have also been provided for the Civic Centre, and the 'Amaptocare' project has involved the planting of hundreds of trees around Ballymun and the design of the new Civic Plaza on Main Street to include the names of all those who have donated a tree.

The *Ballymun History Project*, funded by BRL, included commissioning a history of the Ballymun area, the compilation of a community archive and an oral history project with participation in an accredited course run by the National College of Ireland.

Arts and cultural activities have been integrated into the regeneration, with an emphasis on involving local people in many of the projects, and previous administrative issues connected with the Axis Arts Centre have been tackled. However, given that the regeneration objectives include both the

55 Artworking Consultants (2000) Strategy for Per Cent for Art Commissioning in Ballymun 2001-2011.

56 <http://www.breakingground.ie/>

involvement of local people in the arts and the attraction of people from outside Ballymun, a more detailed evaluation of this area of work would be useful. Issues connected with the continuation of arts and cultural activities after the end of the physical phase will need to be considered. As the Axis Arts Centre is managed by BRL and as funding from BRL and Per Cent for Art scheme may not be available after 2012, alternative sources will need to be attained to preserve the scale of activities.

Image, Marketing and Communications

Regeneration objectives include changing the image of Ballymun to make it more attractive to investors and to existing residents. Marketing of Ballymun is carried out through BRL's property consultants for the sale of residential and commercial property, and through a website administered by BRL to promote Ballymun to the private sector. Press and publicity is undertaken by BRL in-house and the regeneration maintains a high profile, for example, through regular press features about new housing and substantial coverage of tower block demolitions. The publicity and promotions activities of other local organisations also help to establish the image of Ballymun in the public eye, but BRL makes the strongest contribution in this area.

Communication about the regeneration is provided mainly through the BRL website and the BRL newsletter of which 7,000 copies are produced mainly for local distribution about 10-12 times a year. The newsletter is also available on the website. BRL also holds open days and staff attend public meetings. The Ballymun Neighbourhood Council (BNC) also has an important communications function, as acknowledged in its current work programme.

The objectives concerning image and area identity are being met successfully in terms of marketing and promotion to those outside the area, including potential investors and the media. However, communications with residents should be reviewed, to ensure that a lack of information is not preventing community involvement and the development of sustainable partnerships with residents, and with the local community and the voluntary sector.

Community Consultation and Involvement

Three regeneration objectives relate to this area.

- To ensure that the Ballymun community plays a pivotal role in identifying and generating appropriate developments.
- To adopt a partnership approach to plans and programmes already in operation and involving all sectors.
- To facilitate the continued development of the community/voluntary sector.

The area of community involvement is problematic for organisations and for residents. Some research has highlighted the fragmentation of community involvement and a lack of co-operation between agencies⁵⁷, residents feel that they are not being listened to and lack trust in BRL⁵⁸. A summary of the difficulties connected with community involvement in Ballymun was provided by Dr Anne Power in 2005:

'I am ... aware of the many criticisms, conflicts and frustrations of both community representatives and staff as they strive to reconcile extremely diverse interests in the local area, the surrounding community

57 Place, M. (2005) Summary Report on Community Participation in Local Development Structures, Dublin: Ballymun Partnership.

58 Loughran, H. and McCann, M.E. (2006) *Ballymun Community Case Study: Experiences and Perceptions of Problem Drug Use*, Dublin: The Stationery Office (also found in Muir 2004).

and the city as a whole. It is an unbelievably complex and time intensive task to broker all of these relationships and programmes⁵⁹.

Consultation by BRL on the Regeneration Programme

Consultation with Residents

Public consultation on the regeneration programme is led by BRL as part of its strategic role in implementing the Masterplan. There is no overall strategy for consultation and involvement with residents or with other stakeholders. A number of different approaches are adopted – through the BNC and Neighbourhood Forums, through more local groups and individuals for specific projects, and with residents' associations through newsletters, open days and drop-in sessions. There is also involvement in policy development through the Citizens' Jury and BRL Board membership, liaison with other statutory, voluntary and community organisations locally and with the private sector.

The BNC is funded by BRL and has produced a business plan and a Service Level Agreement with BRL. It works with the five Neighbourhood Forums 'to facilitate a co-ordinated, inclusive approach to representing the interests of local residents and to work with partners to secure the social and economic development of Ballymun, with particular reference to the ongoing Regeneration and Estate Management processes'⁶⁰. The focus is on the needs of residents rather than other stakeholders such as the businesses or those who work in the area.

Interviews indicated dissatisfaction with the process of consultation through the BNC and the Forums. It was difficult to persuade residents to stand for election to the Forums and there was also a sense that communication and trust between Forum representatives and residents was poor. Some of those interviewed felt that Forum members were not being adequately supported and that capacity-building was needed. Residents' Associations covering a more local area than the Forums were being formed in the new housing areas, some as a result of encouragement on the CAFTA Transition programme, and many felt that these were a more productive way forward for local consultation.

Little research has been done to find out the views of residents in their new homes. The Ballymun Partnership 2002 survey found that about 95% of residents in new homes were satisfied or very satisfied with their accommodation⁶¹. A small independent survey carried out in 2002 also found high levels of satisfaction⁶². BRL commissioned some focus groups in three areas during 2004. None of the residents interviewed in these focus groups were members of residents' associations and they were not inclined to join one. The research concluded that stronger programmes of community integration and communication with residents were necessary⁶³. A more in-depth residents' satisfaction survey on the model of the Ballymun Partnership survey, perhaps carried out on a regular basis, would be a useful addition to BRL's consultation processes. All the research so far indicates a contrast between the high satisfaction of individual residents and the alienation and distrust perceived to be generated as part of formal consultation processes.

Consultation with Other Groups and Organisations

BRL's Board includes members with links to the private, voluntary and community sectors, but it was not clear that this was a particularly effective way of providing feedback to BRL from these groups.

59 BRL (2005) Papers for Ballymun Regeneration Mid-Term Review: Notes of focus groups held by Anne Power and her conclusions from her visit (pp. 2-3 of latter).

60 Ballymun Neighbourhood Council (2006) *Draft Business Plan 2006*.

61 Breeze, J. (2003).

62 Survey included in: Muir, J. (2003) *The state and civil society in urban regeneration: the representation of local interests in area-based urban regeneration programmes*, unpublished PhD thesis, School of the Built Environment, Faculty of Engineering, University of Ulster.

63 BRL (2005) *New House Residents' Research 2004: Stage One - Qualitative*. Presentation slides.

BRL has ad hoc contact with other groups and organisations and with the private sector but it did not appear that ongoing consultation was being carried out.

Consultation on the regeneration with groups and organisations from all sectors is an area which requires a more strategic and inclusive approach and which may benefit from external specialist advice. Both quantitative and qualitative indicators need to be developed for this area of work.

Community Involvement

Two surveys have found that about 31% of residents are active in a voluntary group of some kind and that there is scope to increase participation. One survey found that 55% of residents would like to be involved in a neighbourhood council and 89% thought the local community should be more involved in running Ballymun's facilities⁶⁴. In another, 56% of residents said they would like to be more involved in their community⁶⁵. 75.3% of Ballymun's eligible residents were registered to vote in 2002, although turnout in the Ballymun polling stations in the 2002 general election was 45.4%⁶⁶.

The need for further social regeneration in Ballymun is widely recognised and proceeds largely independently of the physical regeneration programme. A wide range of organisations are involved in social regeneration. Funding for these groups and their activities comes from many sources but there is no comprehensive list of groups and their funding sources which makes it difficult to gauge how much money is being spent on this area in Ballymun.

Research in 2005 on the involvement of local residents in the decision-making structures of community development organisations found that some 'community representative' places were occupied by workers not living in the area, which in itself may not be problematic but the definition of community representative needed to be clearer. There was much overlap of membership between organisations and groups needed to be more transparent on how their governing bodies were appointed⁶⁷.

The climate for community activity in Ballymun is undoubtedly changing, and there were different responses to this. Some groups welcomed the changes brought by the regeneration, including the ability of BRL to fund innovative projects, the youngballymun initiative, and the greater involvement of DCC. Other groups felt that BRL was too dominant and that the community sector was being marginalised in the regeneration. There was a feeling that greater support needs to be provided to assist groups with the transition to a more performance-oriented culture.

Under the Local Development Social Inclusion programme, funded by the Department of Community, Rural and Gaeltacht Affairs, the Ballymun Partnership is responsible for promoting wide participation in voluntary activity and in the networking of community and voluntary organisations. The Ballymun Partnership has an active Community Development Working Group with a membership of 26 representative groups and organisations and meets monthly. It supports through its Community Development the Ballymun Community Organisations Network, which has 38 organisations as members including the Ballymun Homeless Forum, the Ballymun Anti Poverty Network, the Ballymun Drugs Task Force, the Community and Family Training Agency, the Axis Arts Centre, St. Margaret's Traveller Association, the Solus Womens Group, the parents Network and the Older Persons Network. The Partnership also administers bank accounts and funding for 17 local community groups.

64 Breeze, J. (2003).

65 Philip Land PL&A Consultants and Ballymun Partnership (2006) *Is Anybody Listening?: Supporting Meaningful Resident Participation in Ballymun*, Dublin: Ballymun Partnership.

66 Breeze, J. (2003).

67 Place, M. (2005).

Appendix D Community Groups

There are 128 community and voluntary groups operating in the Ballymun area. They are as follows

Focus of work	Organisation Name
Animal Welfare	1. BACA Ballymun Animal Caring Association
	2. DSPCA
	3. Dog's Aid
Arts	4. Ballymun Arts & Community Resource Centre (The Axis Arts Centre)
	5. Ballymun Community Art Group
	6. Ballymun Community Arts Factory
	7. Ballymun Ladies Club Art Group
	8. BOOM Ballymun Organisation of Musicians
	9. Forum for Arts in Ballymun
Childcare	10. Aladdin's Cave Pre-School
	11. Axis Crèche
	12. Aisling After School
	13. Ballymun Day Nursery/Tir na Nog
	14. Ballymun East Community Centre Crèche
	15. Ballymun Library Toddler Playtime
	16. Ballymun Library Toddler Story Time
	17. Ballymun Women's Resource Centre Crèche
	18. Bernie's Pre-school Playgroup
	19. Bornfree Crèche
	20. Early Start
	21. Little Rascals

22. Naionra an tSeachtar Laoch
23. Naoinra Glor na Gael
24. Our Lady's Nursery
25. Rainbow Brite Pre-school Playgroup
26. Sesame Street Pre-school Playgroup
27. St. Margaret's Traveller Pre-School
28. Tiny Tots Pre-school Playgroup

Community

29. Active Living
30. Ballymun Anti-Poverty Network
31. Ballymun Community Organisations Network (BCON)
32. Community Action Project Ballymun Ltd (CAP Ballymun)
33. Community Awareness
34. De Paul Trust
35. Global Action Plan Ballymun (GAP Ballymun)
36. JUST
37. Recycling Centre
38. Society of St. Vincent de Paul (Conference of Our Lady of Victories)
39. Solas Development Group
40. Women in Local Development (Wild)

Drugs

41. Aftercare, C/O YAP
42. STAR Project Ballymun Ltd.
43. Urrus Ireland's Community Addiction Studies Training Centre
44. Ballymun Youth Action Project (YAP)

- Education**
- 45. Ballymun Adult Read and Write Scheme
 - 46. Ballymun Educational Support Team (BEST)
 - 47. Ballymun Educational Support Team (BITE)
- Employment**
- 48. Ballymun Unemployed and Welfare Rights Centre
 - 49. Ballymun Job Centre
- Environment**
- 50. Poppintree Environment
 - 51. Sillogue ECO
- Family**
- 52. Catholic Marriage Counselling Service (Accord Ballymun)
 - 53. Ballymun Home Help Ltd.
 - 54. Bethany Bereavement Support Group (Ballymun Virgin Mary)
 - 55. Community Mothers and Breast feeding Support
 - 56. Drop in Well Centre
 - 57. Lifestart Ballymun
 - 58. Our Lady of Victories Bereavement Support Group
 - 59. Scoil An tSeachtar Laoch Rainbow Group
- Financial**
- 60. Ballymun Financial Information Service Centre (FISC)
 - 61. Ballymun Money Advice and Budgeting Service (MABS)
- Intercultural**
- 62. Ballymun Intercultural Group
- Legal**
- 63. Ballymun Community Law Centre
- Mediation**
- 64. Mediation Ballymun
- Men**
- 65. Ballymun Men's Centre

66. Men's Network Resource Centre of Ireland

Mental Health

67. Acorn Empowerment Group

68. Sli Eile

69. Tus Nua

Religion

70. Holy Spirt Mass Group

71. Virgin Mary Parish Team

Residential

72. Ballymun Girls Residential Project

73. Ballymun Neighbourhood Council

74. Balcurris Neighbourhood Forum

75. Coultry Neighbourhood Forum

76. Poppintree Neighbourhood Forum

77. Shangan Neighbourhood Forum

78. Sillogue-Sandyhill Neighbourhood Forum

79. Sophia Housing

80. Sonas Housing

81. Housing Association for Integrated Living (HAIL) in conjunction with LINX

Special Needs

82. Allsorts Club

83. Ballymun Active Disability Interest Group (BADIG)

Sport

84. Balletmun

85. Ballymun Basketball Club

86. Ballymun Boxing Club

87. Ballymun Celtic

88. Ballymun Healthy Cities

- 89. Ballymun Tae Kwon Do Club
- 90. Ballymun United F.C
- 91. Ballymun Youth Swimming Club
- 92. Belclare Celtic
- 93. Coultry Road Boxing Club
- 94. Coultry United F.C
- 95. Energy Freestyle Dance
- 96. First Edition Dance Centre
- 97. Irish Pool Federation
- 98. Penthouse Ladies Darts and Social Club
- 99. Southern Ireland Pool Federation
- 100..Ards Celtic Football Club
- 101.Ballymun Kenpo Karate
- 102.Ballymun Kickhams GAA
- 103.St Paul's Sports and Youth Club
- 104.Sports Across Ireland

Training

- 105.Ballymun Communications
- 106.Ballymun Read and Write Scheme
- 107.Community & Family Training Agency (CAFTA)
- 108.Computeach (CAFTA)
- 109.Workmate 40
- 110.Workmate Early School Leavers

Travellers

- 111.St. Margaret's Traveller community Association

Women

112. Ballymun Women's Resource Centre

113. Mature Women's Group

114. Solas Development Centre

Youth

115. Aisling Project

116. Balcurris Boys Hostel

117. Ballymun Library Junior Chess Club

118. Ballymun Women's Resource Centre Youth Office

119. Ballymun Youth Development Group

120. Ballymun Regional Youth Resource

121. Columban Youth

122. Gateway Programme

123. Job Club

124. Our Lady of Victories Boys National School Rainbow Group

125. Pappins Youth Centre

126. The Plough Youth Club

127. Whiteacre Summer Project

128. Whiteacre Youth Club

Note:

Some groups are sub-groups of a larger organisation.

Appendix E Monitoring and Reporting

Urban Renewal Monitoring

The Department produced Monitoring Guidelines in 1999 for the Urban Renewal Scheme to assist local authorities and authorised companies to monitor implementation of IAPs through the

- Establishment of a cross-sectoral Monitoring Committee whose responsibility is to monitor progress of the implementation of the IAP and provide guidance on how delays or barriers to implementation can be eliminated. The guidelines suggest the appropriate size and make-up of the committee and its purpose.
- Reporting on progress every six months in relation to issues of local concern under the headings of Physical Development, Economic Benefits, Social and Community Benefits, Environmental Benefits and Marketing and Promotion. The guidelines give examples of issues under each heading. The reports are submitted to the Monitoring Committee. Six-monthly progress report forms (UR1 to UR3) are also required to comply with European Commission reporting requirements on implementation of the scheme.
- Publication of annual reports which should be approved by the Monitoring Committee and submitted to the Minister for the Environment, Heritage and Local Government by 30 June each year. The annual report should be a synthesis of the six-monthly progress reports under the headings mentioned above. It should also provide details of problems that have occurred in the operation of the scheme and identify opportunities which may have arisen with a view to informing the preparation of any future scheme. The local authority or authorised company should ensure that local communities are kept fully informed of progress on implementation of the IAP. This should be done through dissemination of the annual report, local newsletters and other publicity material, arrangement of focus groups, seminars or other appropriate public information mechanisms.

Monitoring the Regeneration Programme

The following monitoring arrangements are in place

- A seven member monitoring committee was established to monitor implementation of the IAP. The members are the Managing Director of BRL, the Cork Senior Architect, a Senior Planner with BRL, the Chief Executive of Nordubco (North Dublin Development Coalition), a community representative and a representative from Dublin Trades Council and from BRL's selling agent.
- The board of BRL also has a role in monitoring the overall regeneration. This committee meets monthly. The board has thirteen directors made up of local councillors, community representatives, city council representatives, representatives from DCU, the HSE and the Garda Síochána. Meetings review physical regeneration/construction, planning progress, economic and social progress and other points of significance. An annual monitoring report is also produced.

Reporting to DCC

Two senior staff members of DCC are on the board of BRL. All invoices and receipts of BRL are posted to DCC's accounts on a weekly basis and are reviewed by DCC monthly. BRL is also subject to audit by the internal auditors of DCC.

Reporting to Department

Project and programme costs are monitored by the Department as follows

- At briefing stage budget targets are established
- The scheme is then designed and a cost plan is prepared. This cost plan is then sent to the Department for approval prior to planning permission
- Once planning permission is obtained, tender documents are prepared and a cost check is done prior to going to tender to ensure that the design has not changed to such a degree in its development to affect the approved cost plan
- This tender report and a recommendation are then sent to the Department for approval prior to contract
- Once the scheme starts on site a series of site meetings, usually fortnightly, take place between the design team and the contractor. BRL technical staff monitor potential delays, claims, requirements for scope change and variations. These are recorded in site minutes
- Interim (quarterly) cost reports are prepared by quantity surveyors indicating cost implications of scope changes, variations and delays
- Where a budget for a project needs to be revised a form is submitted to the Department with back up information
- A quarterly meeting takes place with senior officials in the Department to review the achievements of the programme against spending and to agree cash flows and budgets. A Progress Report is submitted which provides information on projects
- BRL submit a monthly recoupment claim to the Department, which subject to review is paid.

Appendix F Funding the Programme

Based on an outturn of €42 million at 2006 prices BRL has identified the sources of funding as follows

	Estimated Cost		DCC/BRL (including property sales)	Specific Department Funding	Other State Funding	Funding from non-State sources	DoEHLG Regeneration Budget
	€m	€m	€m	€m	€m	€m	€m
Public Housing		459.9			0.8	9.4	449.7
Infrastructure		95.5		17.5			78.0
Demolition		31.7					31.7
Parks and Landscaping		34.5	16.2				18.3
Professional Fees		71.5					71.5
Administration and other Costs		101.3					101.3
Civic and Community Projects							
Civic Centre	63.0		53.5 ^a				9.5
Neighbourhood Centres							
Poppintree	9.5		7.7				1.8
Coultry	6.9		6.1				0.8
Shangan	7.3		6.5				0.8
Silloge	1.1					1.1	
Running Costs	0.2		0.2				
Arts, Sports and Leisure							
Axis Arts Centre	2.3		1.0				1.3
Leisure Centre - Pool and Car Park	22.6		14.2		4.4		4.0
Leisure Centre - Fitout	0.9		0.9				
Leisure Centre - Operating Costs	0.1		0.1				
North Poppintree Sports	12.5		5.5				7.0
Other							
Boys Hostel	0.1						0.1
Ballymun United FC	0.3		0.3				
Setanta GAA Club	1.1		0.5		0.6		
Youth Services Building	3.1				1.8		1.3
Horizons	2.3		0.4		1.2		0.7
Shangan Day Care Centre	1.5		0.2		1.3		
BACA - Animal Care Centre	2.6				2.3		0.3
BACA - Land purchase	0.7		0.7				
Music Room, St Josephs	0.4		0.4				
Rediscovery Centre	2.5		2.5				
Ballymun East Community Centre	7.0						7.0
Other	0.1	148.1					0.1
Totals		942.5	116.9	17.5	12.4	10.5	785.2

Note:

- a This sum will accumulate within a sinking fund from payments by DCC and the HSE. The fund may be used to buy back the public building element of the building in 2016.

Appendix G Taxation Incentives relating to the Programme

Incentives for Owner Occupiers

Commercial or Industrial

The commercial or industrial sectors may obtain capital allowances as a 50% initial allowance in year 1 with a further 4% annual allowance thereafter until the balance has been written off. Alternatively, the annual allowance (4%) may be increased up to 50% in any year (known as free depreciation) with the balance of the qualifying expenditure written off at the rate of 4% per annum. Free depreciation may be taken over a number of years but the maximum amount on which the increased rate may be claimed is limited to 50% of the qualifying expenditure.

Residential

New Construction

Tax relief for new constructions may be claimed for 50% of the allowable expenditure at the rate of 5% per annum over the first ten years by means of a tax credit.

Refurbishment

Tax relief for refurbishment costs may be claimed for 100% of the allowable expenditure at the rate of 10% per annum over the first ten years by means of a tax credit.

Incentives for Investor or Lessor

Commercial or Industrial

Capital allowances for the commercial or industrial sector may be claimed as a 50% initial allowance in Year 1 with a further 4% annual allowance obtainable thereafter until the balance of the qualifying expenditure has been written off.

Residential

The residential sector may apply for Section 23 relief i.e. capital expenditure on construction, refurbishment or conversion carried out during the qualifying period. This can be deducted from Irish rental income.

Hotel Sector

Capital allowances for the hotel sector may be claimed at 15% per annum over six years and a further 10% may be claimed in year 7. As and from February 2005 capital allowances at 4% may be claimed over 25 years (not restricted to designated areas).

Student Accommodation

Tax incentives for student accommodation consist of Section 50 relief i.e. capital expenditure on construction, refurbishment or conversion which is carried out during the qualifying period. This can be deducted from Irish rental income (not restricted to designated areas).

Appendix H Property Disposal Arrangements

Following a tender competition an assessment board evaluated proposals from five firms to act as selling agent of property for BRL. The criteria used to assess the proposals included the strength of a proposed team, the quality of a presentation, and the proposed strategy and objectives. The highest ranked competitor was appointed as selling agent for the programme⁶⁸.

The selling agent advertises a site for sale, evaluates the responses received and makes a recommendation to BRL. The recommendation is considered by senior management at BRL, prior to submission to the Board of BRL for approval. All disposals require the approval of DCC as owner of the properties. An application for approval to sell a property is submitted to the North West Area Committee of DCC under Section 183 of the Local Government Act, 2001. The main board of DCC also approves the disposal under Section 183. Under arrangements approved by DCC the proceeds of property sales are made available to BRL for reinvestment in the regeneration programme, principally in the area of community facilities.

The consideration received for sales of property is not always exclusively monetary and may sometimes be in the form of the transfer of certain property rights. Details of contracted property disposals to the end of July 2007 are set out in Figure H.1.

Figure H.1 Disposal of Property – Contracted Income

Plot Numbers (Main Street)	Year	Site sq metres	Contracted	Development Actual or Proposed
			Sum €m	
1	2002	10,600	4.8	Apartments, Retail and Office
2	2002	10,340	4.5	Office Development, Hotel and Private Apartments
12, 14, 15	2005	9,540	12.5	A 125-bed Hotel, 154 Private Residences and Office/Retail Complex.
24	2002	9,985	28.1	Amenities including Swimming Pool, Gym and Leisure facilities for Ballymun. There are also Retail Units and 119 Apartments.
30			10.5	Civic Centre
31		1,500	–	Site swap with OPW. The new Garda Centre includes a Youth Services Centre and Social Welfare Offices. OPW are surrendering the site of existing Station.
32	2002	17,000	4.9	Housing and Gateway tower
33	2002	5,655	4.9	324-bed Student Accommodation
M50 Lands	2006	66,825	20.8	IKEA Site
Site at St. Margarets Road	2006	1,725	0.3	ESB Sub Station Site
Lands at Poppintree Park	2006	32,482	15.9	228 Residential Sites
Poppintree Neighbourhood Apartments	2006	1,876	7.1	28 Apartments and 9 Townhouses
Coultry Neighbourhood Apartments	2006/ 2007	2,200	3.9	20 Apartments
Site at Shanliss	2006	735	0.5	Residential Site (4 Units)
Total			118.7	

Source: Ballymun Regeneration Ltd

⁶⁸ The same firm was separately appointed to sell apartments by two private developers. The first was for the sale of 373 apartments at Santry Cross (Plots 1 and 2) while the second was for 93 apartments at the Gateway Developments (Plots 31 and 32).

It is estimated that a further €12.2 million will accrue from the sale of sites which have not been fully completed. This is shown in Figure H.2.

Figure H.2 Disposal of Property – Projected Income

Property	Projected Income €m	Development Actual or Proposed
Main Street		
Plot 2a	0.8	Residential
Plot 24a	1.5	Residential
Neighbourhood Centres		
Shangan	6.7	Residential/Community/Commercial
Other		
Land at Balbutcher Lane	2.5	Mixed Use
Land adjacent to St Josephs School	0.7	Residential
Total	12.2	

Source: Ballymun Regeneration Ltd

The following main street sites have yet to be disposed of

- Sites 4,5,6 and 7, which comprise around 1.7 hectares to the west of the Main Street and which will only become available following demolition works.
- A private development company, Castle Market Holdings Ltd, part of Treasury Holdings, acquired the existing shopping centre in 2002 in a private deal with the original owners. DCC owns a number of sites [sites 8 and 9, sites 16 to 23 and sites 26 and 27] surrounding the shopping centre totalling around 4.5 hectares and also including the sites of the former health centre and the Garda station. Planning permission for a major redevelopment of the centre including the sites owned by DCC, to be constructed in three phases, was secured in April 2004. A revised planning application was refused on appeal by An Bord Pleanála in 2007. At present, negotiations about the sale of the DCC sites to the private developer which had stalled for some time, have reopened and BRL hopes that these negotiations will proceed to contract before the end of 2007.
- Plots 10 and 11, around 3,500 sq metres to the east of the main street, which will become available following demolition of existing housing.
- Plot 13, which houses the boiler house which supplies the heating to all the blocks in Ballymun, will not be available for disposal until all the blocks are demolished.

Most of the remaining properties, which are off the Main Street and on which existing tower blocks are situated, will be retained for public and some private housing development.