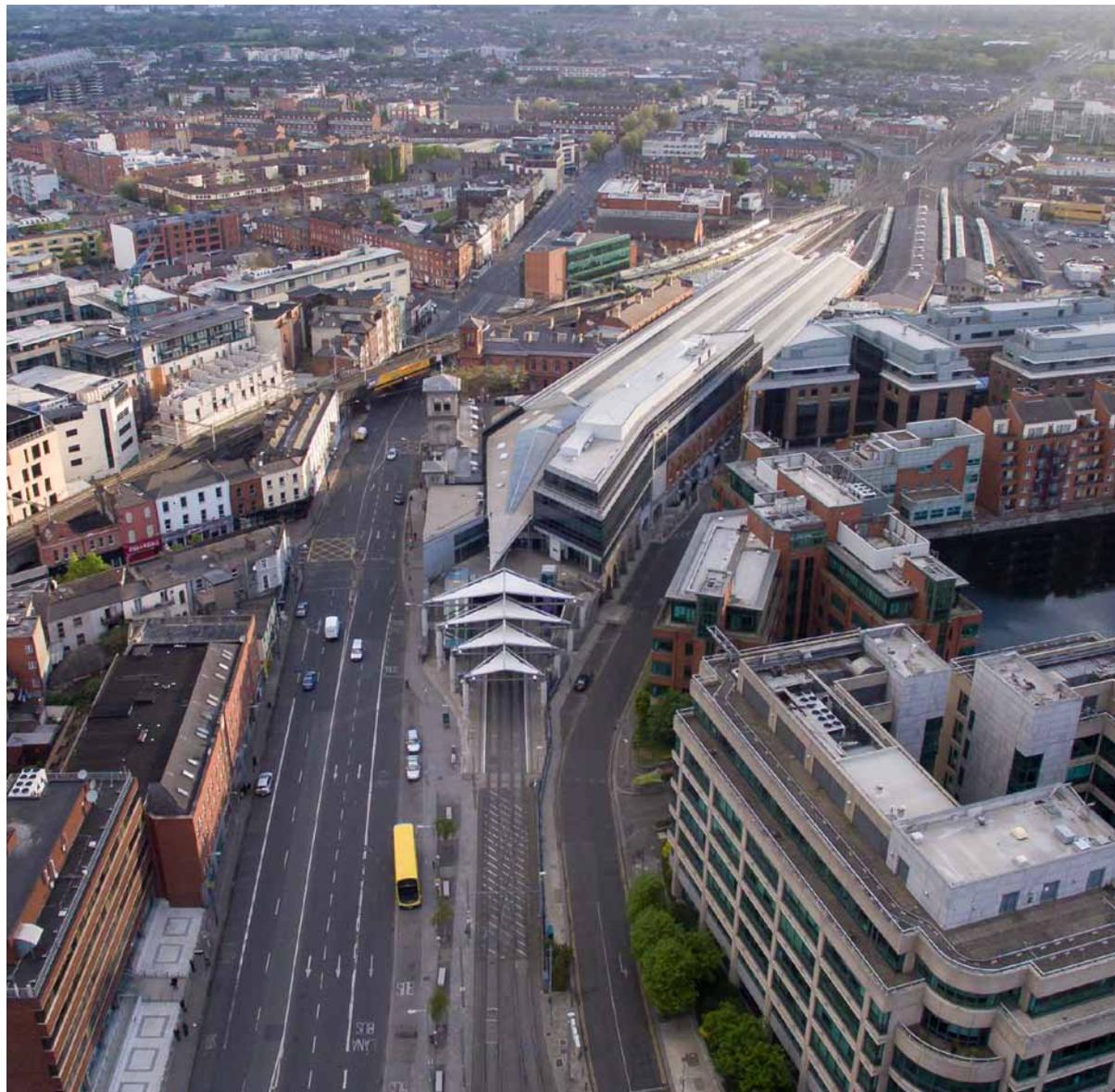


# North East Inner City, Dublin

Art as radical hope

23–28 June 2019



## About ULI

The Urban Land Institute is a global, member-driven organisation comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 81 countries.

The extraordinary impact that ULI makes on land use decision-making is based on its members sharing expertise on a variety of factors affecting the built environment, including urbanisation, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on

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ULI has been active in Europe since the early 1990s, and today has almost 3,800 members across Europe with 14 national councils. The Institute has a particularly strong presence in the major European real estate markets of the UK, Germany, Belgium, France, and the Netherlands, but is also active in developing markets such as Poland and Spain. ULI Europe currently has eight product councils, with the intention to expand further in the near future. Across its national and product councils, ULI holds a variety of educational and networking events – more than 200 a year – and brings together some of the industry's most influential people while keeping up with the latest trends, changes, and progressions made in the real state sector.

More information is available at [uli.org](http://uli.org). Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.



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Front cover image: Dublin City Council

# About ULI Europe Advisory Services

The ULI Europe Advisory Services programme leverages the land use expertise of ULI members and urban experts to help communities solve complex land use challenges. Advisory Services allows ULI to deliver our mission while also providing an opportunity for our members to engage and serve. The Advisory Services programme also serves as a cross-cutting platform to explore new urban development ideas and strategic partnerships between cities and countries.

The goal of the ULI Advisory Services programme is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programmes, and policies. Since 1947, this programme has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues

such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalisation, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies. A wide variety of public, private, and nonprofit organisations have contracted for ULI's advisory services.

A major strength of the programme is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfilment of the mission of the Urban Land Institute, this Advisory Services report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

# Acknowledgements

On behalf of the Urban Land Institute, the members of the panel would like to thank the sponsors – Dublin City Council – for inviting them to Dublin. In particular, the panel extends its thanks to Brendan Kenny, Michael Stone, Karl Mitchell, Ursula Donnellan, and the Dublin City Council staff involved in planning and delivery of the Advisory Services panel. In addition, a special thanks goes to Amanprit Arnold, Andy Kinsella, and Elizabeth Rapoport for their support in putting together the briefing materials, managing the panel, and writing the report.

Finally, the panel would like to thank the more than 80 city officials, business and community leaders, and representatives from the city and North East Inner City (NEIC) who shared their perspectives, experiences, and insights over the course of the week.

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# Contents

Executive Summary .....	1
Introduction and the Panel Assignment .....	5
Background .....	7
The Opportunity .....	9
Challenges .....	10
Vision and Guiding Principles .....	12
Recommendations .....	14
Implementation – Governance .....	31
Conclusion .....	35
About the panel .....	36

*Croke Park, Dublin, viewed from the railway lines.  
Credit Dublin City Council*



# Executive summary

Dublin's North East Inner City (NEIC) is a diverse and vibrant area of about 2.5 square kilometres and is home to a population of about 23,000 residents. Located north of the River Liffey and adjacent to the city centre, the NEIC has many advantages including its central location; numerous sports, recreation, culture, and heritage assets; a strong community; and excellent transport connectivity. Nevertheless, it is also an area that has struggled to address a number of complex, entrenched social and economic challenges. Disadvantage and poverty in the NEIC have persisted for many years despite numerous strategies, plans, and programmes. The sponsor for this panel, Dublin City Council, approached ULI to help the council develop a set of radical, transformative recommendations that would deliver sustainable, long-term social and economic regeneration in the NEIC.

Dublin City Council asked ULI to conduct an Advisory Services panel to respond to the following key questions:

- How can the council develop high-level recommendations and key measurable actions that deliver transformational change to break the cycle of intergenerational poverty, social exclusion, dependency, crime, low educational attainment, and low life ambition in Dublin's NEIC area?
- What is the one radical thing that the panel would implement in the area that would produce change for the better?

## Challenges

Five of the challenges facing the NEIC stood out to the panel as being critical to overcome if the area is to achieve its potential.

- **Leadership and co-ordination.** There is a need for an authority to be empowered to take a stronger leadership and co-ordinating role and to develop and implement a holistic vision for the area so it can build on the work of the existing NEIC Programme Implementation Board (est. June 2017).
- **Unfriendly physical space and limited use of existing assets.** The vibrancy of the local community is not reflected in the built environment, and there is an 'unfriendly' feeling at street level.
- **Perceptions and distrust.** There is a degree of distrust from the local community that things can and will change for the better in the NEIC. Attitudes and mindsets are also holding the area back.
- **Deprivation, employment, and education.** Disadvantage and poverty in the NEIC have persisted in many communities despite substantial investment in the area.
- **Drugs and crime.** The normalisation of crime, drug use, and drug dealing is a defining feature of the NEIC in the eyes of many in Dublin.

## Vision and guiding principles

To deliver lasting, transformational change for the NEIC and its residents, Dublin City Council and its partners need to develop a clear vision for the future so the area can build on its strengths. The vision should interweave the threads of art, culture, sports, and education as ways for the community to come together to create a newer and better tomorrow. In addition, the panel recommends that Dublin City Council and its partners adopt a set of three guiding principles that inform all future work in the NEIC.

- **Build on existing assets.** The NEIC has many existing resources that offer significant opportunities, including buildings of national importance, public spaces, and, of course, the local population. NEIC should build on these to increase trust and to encourage local buy-in to the area's transformation.
- **Set clear goals and deadlines, and insist on transparency.** A joint vision is only the starting point. It is important also to set out clear, measurable goals and to be transparent about progress towards achieving them.
- **Work with the community, and promote inclusive growth.** The objective of inclusive growth should be at the heart of every initiative undertaken in the area. This growth can be achieved through a focus on participation and collaborative planning.

## Recommendations

### ARTS, SPORTS, AND CULTURE

#### **Create an arts strategy and brand an authentic arts district in the NEIC.**

- An arts district can drive community engagement, enhance the physical environment, change perceptions of an area, and bring in new visitors and tourists.
- The planning and development should be done in a collaborative way.
- NEIC should focus on using existing assets and on encouraging experimental, temporary, and 'meanwhile' uses.

#### **Work with Croke Park to enhance the area around the stadium, including the Royal Canal.**

- Create connections to redevelop the Royal Canal zone into a large public park, and use the adjacent railroad grounds.
- Make the park and canal a focal point for a year-round, mixed-use, vibrant destination where people live, work, and play.

#### **Identify and offer cost-effective, creative incubator spaces.**

- These incubators can be created in available vacant properties in the NEIC at low or no cost.
- This approach will fuel creativity and provide support to artists, makers, and local businesses.

### GREENING, PUBLIC REALM, AND HERITAGE

#### **Restore and enhance parks.**

- The panel endorses the NEIC greening strategy.
- The panel endorses the proposed NEIC Public Realm Plan
- Plans should focus on improving connections between communities and ensuring that spaces are as accessible as possible.

#### **Create 20 small playgrounds over three years in the NEIC.**

- Playgrounds should be designed and built in consultation with local families.

**Aspire to plant at least 1,000 trees per year for 10 years.**

- This planting will provide an important green amenity for the entire community, will make streets in the area more welcoming, and will improve air quality.

**Improve streets and implement traffic-calming measures to make the NEIC a greener and safer place.**

- Introduce a charge for nonresidents to park on the street in the NEIC.
- Reduce traffic speed limits in the area.
- Build bike lanes.

**Integrate art into the public realm.**

- Encourage the creation of new street art and murals in both existing areas and new developments.
- Relax regulations restricting the creation of street art and murals for two years from 2020.
- Encourage new art that could ultimately form part of an art walk through the area.

**Bring heritage buildings back to life.**

- Turn heritage buildings into social and commercial spaces.
- Acknowledge that Aldborough House and the Magdalene Laundry on Sean McDermott Street are particularly important resources.

**Put meanwhile uses into currently vacant land and buildings**

- Focus on uses that will bring people to the area.

**HOUSING**

**Create a greater mix of housing types in the NEIC.**

- Introduce more midsegment housing that will increase the diversity of the population and bring a greater demographic mix.

**Introduce initiatives to support homeowners and renters.**

- Create initiatives to improve the quality of existing homes.
- Create initiatives to empower buyers to find new homes more efficiently.

**Increase the overall density of the area.**

- The panel believes the density of the area could be comfortably doubled in the next 20 years.
- This increase would allow for more provision of community services and amenities.

**EMPLOYMENT AND TRAINING**

**Use the planning process to support economic development objectives.**

- The planning process can be used to support economic objectives for the area. For example, Dublin City Council could require that large projects create a certain number of jobs for local people in order to receive planning permission.

**Create an accessible one-stop shop in the area (e.g., Rutland Street School's re-development).**

- Provide a range of services such as advice about employment and about training options and support with referrals to government services.

**Create a mentorship programme with 3,000 long-term mentors for NEIC residents.**

- Work in partnership with local employers, sports facilities, and other stakeholders.

**Create paid summer internships for young people in the NEIC.**

- Work with existing businesses in the wider area, in particular those in the Docklands.

**Set up a new a construction skills academy in the NEIC.**

- Publicise that construction within and around the NEIC area offers an opportunity for local jobs.
- Obtain support from construction businesses in the city.

**Build partnerships with the local hospitality industry.**

Through implementation of these bulleted initiatives, the panel believes Dublin City Council can achieve a target of creating 1,000 entry-level jobs.

### EDUCATION AND CHILD CARE

#### **Expose young people to new experiences.**

- Support youth travel and camps.
- Support after-school clubs that focus on learning outside of the area.

#### **Encourage supporting parents to work to tackle child poverty.**

- The government, Dublin City Council, and the community sector should work in partnership to expand child care for all low-income families.

### GOVERNANCE AND IMPLEMENTATION

#### **Empower a lead authority to oversee the long-term, sustainable improvement in the NEIC.**

- The authority should have the power to convene responsible agencies that will drive co-ordination and cooperation towards the achievement of strategic goals.

#### **Quickly transform the monthly Implementation Board meetings into a performance management regimen.**

- This regimen would drive actions to achieve strategic goals with clear accountability for on-time delivery.

#### **Develop a communications strategy that is open, transparent, and clear to all.**

- This strategy should have three parts: operational (among and between those responsible for achieving strategic goals), community (regular and consistent two-way engagement with citizens), and branding (a consistent message that ties new actions to a new vision for the broader public).

#### **Explore possible financing vehicles and opportunities to deliver transformational change and opportunities within the NEIC.**

- All stakeholders (public, private, and community) should collectively do this.
- Planners should gather all separate budgets for initiatives in the area and consider how to integrate them.

### Conclusion

To deliver inclusive growth will take commitment and honest dialogue between the government and local businesses; art, sports, and education institutions; service providers; and residents. Although the transformation of the NEIC will take time, the panel hopes the recommendations in this report will help Dublin City Council and its partners to build on and strengthen the existing assets in the area to improve the lives of residents and enhance their life chances and opportunities.

# Introduction and the Panel Assignment

Dublin's North East Inner City (NEIC) area has many advantages including a city centre location, a vibrant community, a number of heritage sites, and good transport connectivity. The area is also adjacent to the International Financial Services Centre, which has seen a great deal of investment in recent years. Nevertheless, it is also an area that has struggled to address a number of complex, entrenched social and economic challenges, despite the numerous strategies and plans that have been devised over the years.

The sponsor for this panel, members of the Dublin City Council, approached ULI to help them develop a set of recommendations that would deliver sustainable, long-term social and economic regeneration in the NEIC. Dublin City Council asked the panel to recommend radical, transformative, and innovative solutions. As part of this work, the panel members were asked to share

relevant best-practice examples and ideas from their own international working experience.

Over the course of five days, the panel toured the NEIC and Dublin and interviewed more than 80 stakeholders involved in the area. This process included a cross-section of city officials, business representatives, community leaders, developers, residents, and consultants. The panel also read briefing materials about the NEIC to gain a better understanding of the challenges the area faces.

The panellists came from Amsterdam, Baltimore, Bristol, Dublin, Pittsburgh, Rotterdam, and Washington, D.C., and brought with them substantial international expertise that has informed their recommendations. Their insights and lessons from other cities are integrated throughout this report.

*Scale model of the NEIC area in Dublin.*



Street life in Sheriff Street, Dublin.

## The panel assignment

Dublin City Council asked ULI to conduct an Advisory Services panel to respond to the following key questions:

- How can the council develop high-level recommendations and key measurable actions that deliver transformational change to break the cycle of intergenerational poverty, social exclusion, dependency, crime, low educational attainment, and low life ambition in Dublin's NEIC area?
- What is the one radical thing that the panel would implement in the area that would produce change for the better?

Some additional supporting questions follow:

- What specific measures would support the long-term economic and social regeneration of the NEIC?
- What investments in infrastructure and services will help support the economic and social regeneration of the area?
- How can the council cultivate local leadership and secure the involvement of the community in the transformation of their localities?

# Background

This section gives a background of the location and population of the NEIC and the recent work of the Mulvey report and taskforce.

## Location and population

The NEIC is located north of the River Liffey, a 10-minute walk from the city centre. It is about 2.5 square kilometres and is home to a population of about 23,000 people in 9,000 households (Irish Census, 2016). (See figure 1.)

## NEIC deprivation

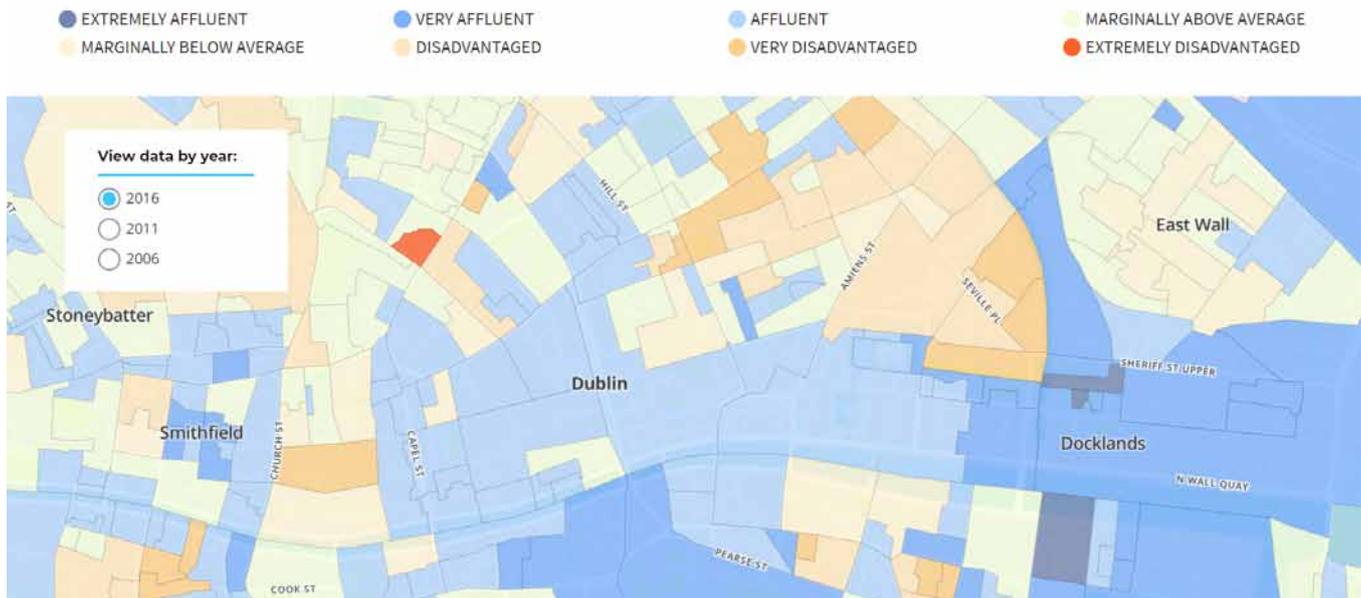
Disadvantage and poverty in the NEIC have persisted in many communities despite economic growth, redevelopment, and urban renewal in the area as a whole. According to the 2016 census, 34 percent of NEIC residents live in an area with a below-average score on Ireland's deprivation index, while 22 percent of residents are in disadvantaged or very disadvantaged areas. Figure 2 is a map that shows how this area is compared to Dublin's overall deprivation index. Circled in red is the North East Inner City Area.

Figure 1: Detailed Map of the NEIC Area



Source: Dublin City Council

Figure 2: NEIC Deprivation in Comparison to Dublin's City Centre



Source: 2016 Pobal HP Deprivation Index

The NEIC was designated as a Revitalising Areas by Planning, Investment and Development (RAPID) zone. RAPID was a central government initiative to tackle disadvantaged urban areas and social exclusion across Ireland by prioritising resources from agencies and government departments. The programme was designed to have three outcomes: increased investment, prioritisation of existing investment and services, and service integration.

Since 2016, the NEIC has been spotlighted as a result of gangland feuding centred on the drugs trade. To date, 19 people have died by gun-related violence associated with two opposing gangs. Much of the violence and several deaths by shooting have occurred within the NEIC, in which much of the city's drugs trade takes place.

## Mulvey report and taskforce

In response to the upsurge in criminal activity, especially gun crime and violent deaths, the then-Taoiseach (Irish prime minister), Enda Kenny, set up a Ministerial Taskforce led by Kieran Mulvey in 2016. The taskforce's report, known as the Mulvey Report, was published February 2017. The report provided a comprehensive review of the NEIC including recommendations, and it sets out a three-year action plan from 2017 to 2020.

In June 2017, following the publication of the Mulvey Report, a Project Implementation Board, chaired by Michael Stone and accountable to the Ministerial Taskforce, was set up. The board agreed to establish four working subgroups reflecting the four priority areas for actions, with a fifth group added later.

1. Tackling drugs and crime.
2. Maximising educational and training opportunities, as well as creating local employment opportunities.
3. Creating an integrated system of social services.
4. Improving the physical landscape.
5. Dealing with addiction treatment and rehabilitation services.

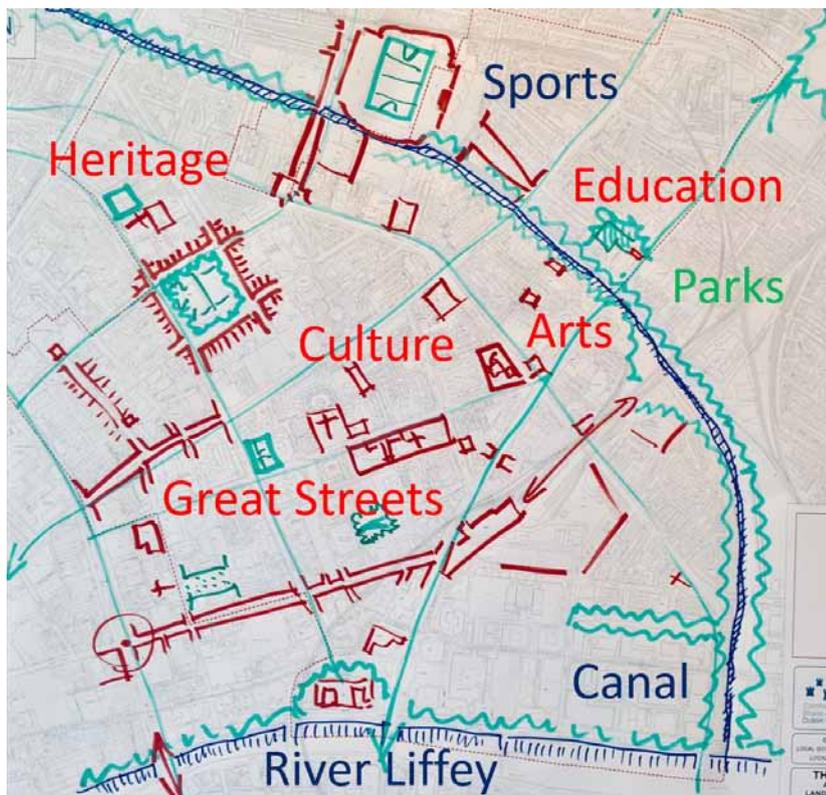
# The Opportunity

The panel found that the NEIC has many assets, including a central location, excellent transport connectivity, diversity, strong communities, and many historical and cultural assets. The area has the potential to enhance and celebrate its character and to become a high-quality place for local residents, as well as its drawing in people from elsewhere in the city, tourists, commerce, and businesses. This enhancement can be achieved by weaving together the actions and initiatives of community-based groups, public sector, and private

sector. There are many excellent initiatives and plans in the area that, when unified by a common vision and greater integration and co-ordination, have the potential to transform the area.

Figure 3 shows what the panellists see as the most important assets and opportunities in the NEIC area. These are explored further in the section on recommendations.

Figure 3: NEIC Assets and Opportunities



Source: ULI

## ASSETS

### Sport & Recreation

Royal Canal  
Croke Park

### Arts

Public Space

### Culture

D-Light Studio  
Aldborough House

### Heritage

Mountjoy Square

### Education

Schools, Libraries  
Youth Clubs, Gardens

### Green Economy

Cars, Parking  
Houses & Buildings

## OPPORTUNITIES

### Sport & Recreation

Royal Canal Park  
Entertainment District

### Arts

Art District, Art Walk

### Culture

Music, Dance, Visual  
Art, Theatre, Art-Cafe

### Heritage

History trail and tour

### Education

Construction Academy  
Skills Development

### Green Economy

Biking, Green  
Streetscape  
Clean Energy

# Challenges

Over the course of five days, the panel learned about a number of challenges facing the NEIC and its community. Among the challenges, five in particular stood out to the panel as critical to overcome to help the area achieve its potential. Suggestions for how to do so are included in the recommendations segment of the report.

## Leadership and co-ordination – breaking down silos

The NEIC requires overall leadership and vision. Ireland's governance structure is highly centralised, with responsibility for many areas of public service managed at the national, rather than the city, level. Multiple state agencies operate within the NEIC and do excellent work; however, those operations are not sufficiently co-ordinated. Dublin City Council needs to be empowered to take a stronger leadership role in order to break down silos and to make sure that the many projects, programmes, and initiatives happening in the NEIC deliver real and lasting change and that all agencies are accountable for the areas they are responsible for. Dublin City Council's statutory powers and resources are limited to local government functions although the council working within the broader NEIC structures has the power and authority to serve as a convenor; it can bring together the various stakeholders involved in the area to work towards common objectives.

## Unfriendly physical space and limited use of existing assets

The NEIC is a diverse, dynamic, and vibrant place. However, the vibrancy of the local community is not reflected in the built environment. Public safety is a high-profile issue and needs to be addressed, but the panel was struck by the extent to which not just criminality but a large police presence and a defensive approach to urban design have become normalised. The result is an 'unfriendly' feeling at the street level. This feeling, combined with the fact that major heritage sites and amenities in the area are underused, creates a disconnect between the area's rich and vibrant community and the storied history and day-to-day lived experience.

## Perceptions and distrust

The 30 years of plans and strategies – with very little change resulting from those plans – has led to a degree of distrust from the local community that things can and will change for the better in the NEIC. The NEIC is full of walls and barriers, both physical and metaphorical. Although the area is physically and extremely well-connected to the rest of the city, the NEIC feels worlds apart from the adjacent areas of the city centre to the west and the docklands to the south. Attitudes and mindsets are also holding the area back. During their week in Dublin, members of the panel frequently heard, "You can't do that here!" This automatic response needs to be challenged, and the mindset of all those involved in the NEIC must be encouraged to innovate and try new things.

## Deprivation, employment, and education

Disadvantage and poverty in the NEIC have persisted in many communities despite economic growth, redevelopment, and urban renewal in the area as a whole. A clear goal for all stakeholders in the NEIC is to improve opportunities and outcomes for local residents in the areas of education, health, and employment. Although there has been substantial investment in a range of initiatives designed to address this problem, the investment has resulted in limited success for improving outcomes. In addition to the siloed approach highlighted earlier, the panel found that a reason for the lack of success has been a disconnect between physical-planning initiatives and those initiatives focused on economic and social development.

## Drugs and crime

The normalisation of crime, drug use, and drug dealing is a defining feature of the NEIC in the eyes of many in Dublin. For residents, it is a normal part of everyday life. Young people are exposed to this environment early. Addressing crime and drugs is a central part of revitalising the NEIC, because – in the panel's experience – violent crime, property crime, and lawlessness disincentivises investment and drives opportunity out of poor neighbourhoods. The panel observed that there is room for improvement in the relationship between people in the community and the Garda. Collaborative, open, transparent, and respectful policing, which can be carried out in partnership with the community alongside effective drug treatment, will be a central part of transforming the NEIC.

## Community

The NEIC has a large number of community groups representing diverse interests and needs. While broad representation and inclusiveness is positive it leads to a high degree of fragmentation, competition for resources and competition between organisations.

The panel noted a need to develop a new generation of community leaders who will engage with and promote the vision for the NEIC at grassroots level. While they acknowledge the continuing contribution of community leaders over many years, the protracted nature of the issues in the NEIC requires a new generation of community leaders for the future.

# Vision and Guiding Principles

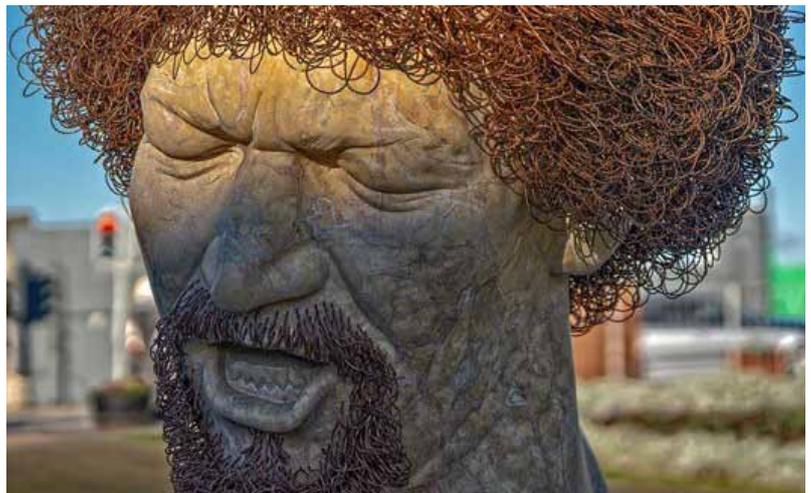
The panellists propose that Dublin City Council and other stakeholders create a vision for the NEIC and adopt a set of three guiding principles. The panel member developed the principles by combining the expertise they have gained from working in other locations around the world with what they learned through their time in the NEIC and through stakeholder interviews. Detailed recommendations follow in the next section.

## **CREATE A VISION FOR THE NEIC AS AN INTEGRAL PART OF DUBLIN, WITH A FOCUS ON ARTS, CULTURE, SPORTS, EDUCATION, AND HERITAGE**

To deliver lasting, transformational change for the NEIC and for its residents, Dublin City Council and its partners need to develop a clear vision for the future of the area and to build on the strengths of this unique place. The vision should interweave the threads of art, culture, sports, and education as ways for the community to come together and to create a newer and better tomorrow. Done correctly, a vision is a statement of hope. However, hope happens only when people feel as if they have control over their futures. Creating a vision is not about putting a statement on a page; it is about working collaboratively to set out an ambition and course of action for a greater opportunity. The panel believe that Dublin City Council can interweave a sense of place, authenticity, culture, sports, education, and heritage to create a better future for the district.

That vision includes thinking beyond the 'red line on the map' and seeing the NEIC as an integral part of the wider city as a whole, rather than considering it separately from the city and from the wider region of which it is part.

The report will later expand on the actions to bring this vision into reality.



*Arts and sports are an important part of the NEIC's heritage.*

## Principle 1. Build on existing assets

Successful social and economic development comes from building on existing assets. The NEIC has many existing resources that offer significant opportunities, including buildings of national importance, public spaces, and, of course, the local population. Regenerating heritage buildings and public spaces can reinforce a sense of community, can make an important contribution to the local economy, and can act as a catalyst for improvements to the wider area. Physical transformations and bold initiatives can change both perceptions of the area and its reality, and they can inspire and encourage residents to contribute to building more great places. These changes must be done in close consultation with the community so they can build trust and encourage local buy-in to the area's transformation.

## Principle 2. Set clear goals and deadlines, and insist on transparency

Although a vision is an important part of the panel's recommendation, it is only the starting point. If NEIC is to achieve a vision, it is important to set out clear, measurable goals and to be transparent about all progress towards achieving them. Goals are powerful because they can focus attention on achieving desirable outcomes, can motivate leaders and the community, and can help with prioritisation.

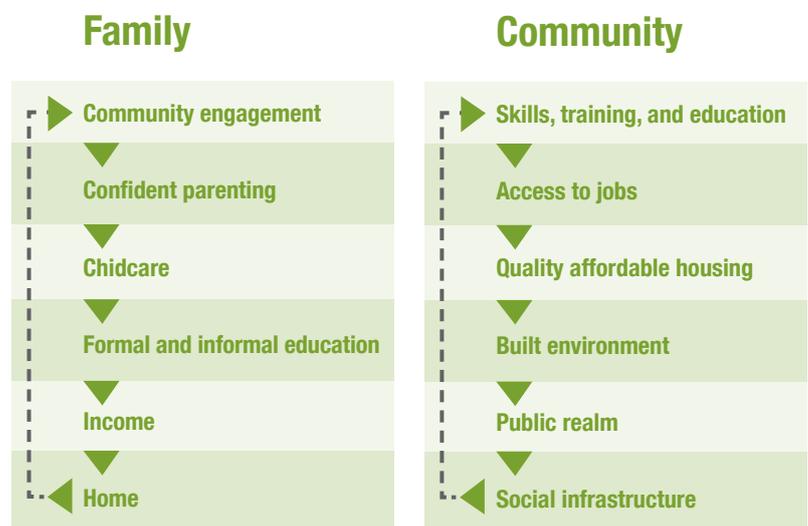
The difference between a dream and a goal is a deadline. It is not enough to set goals and say you are open and transparent. This determination needs to be demonstrated by consistently communicating with the community. A great deal of important work has already been achieved through the Mulvey report and the NEIC taskforce. However, reporting needs to go beyond accounting for the number of projects carried out and money spent. The NEIC must focus on achieving outcomes. Reporting must be tied to accomplishing clear and measurable goals with benchmarks in the short, medium and long term.

## Principle 3. Work with the community, and promote inclusive growth

Economic growth is happening in and around the NEIC, but the local community is not yet strongly connected to this growth and the opportunities it presents. The objective of inclusive growth should be at the heart of every initiative undertaken in the area. This objective can be achieved through a focus on participation and collaborative planning. Putting local people, who have a clearer idea of what they would like the future to look like in the NEIC, at the centre of initiatives in the area will give them a sense of ownership and personal investment.

The diagrams in figure 4 show pillars of inclusive growth and identify the key outcomes that will nurture the community and area in the long run.

Figure 4. Pillars of a Strong and Inclusive Community



# Recommendations

This section outlines recommendations and case studies that respond to the pillars of a strong and inclusive community.

## Arts, sports, and culture

The panel sees the three pillars of arts, sports, and culture as transformative for communities. Many exciting things are already happening in the NEIC in these areas. The council's integrating and building on these things, in partnership in the community, can deliver real and lasting improvements and change. This section outlines a series of detailed recommendations for how to use these three pillars to invest in and improve the area.

### **COLLABORATIVELY CREATE AN ARTS STRATEGY AND BRAND AN AUTHENTIC ARTS DISTRICT.**

Cities around the world are using arts districts as a community-development strategy. An arts district can be catalytic. Done right, it can drive community engagement, enhance the physical environment, change perceptions of an area, and bring in new visitors and tourists. To create a successful arts district requires a broad partnership involving multiple organisations and individuals. The first step to creating an arts district is developing an arts strategy.

This strategy should build on and amplify existing assets in the community, as well as the area's history and aspirations, and should foster a sense of local pride. The people involved must practice radical listening in a meaningful, powerful way so they can change the direction of the area.



Arts and Culture

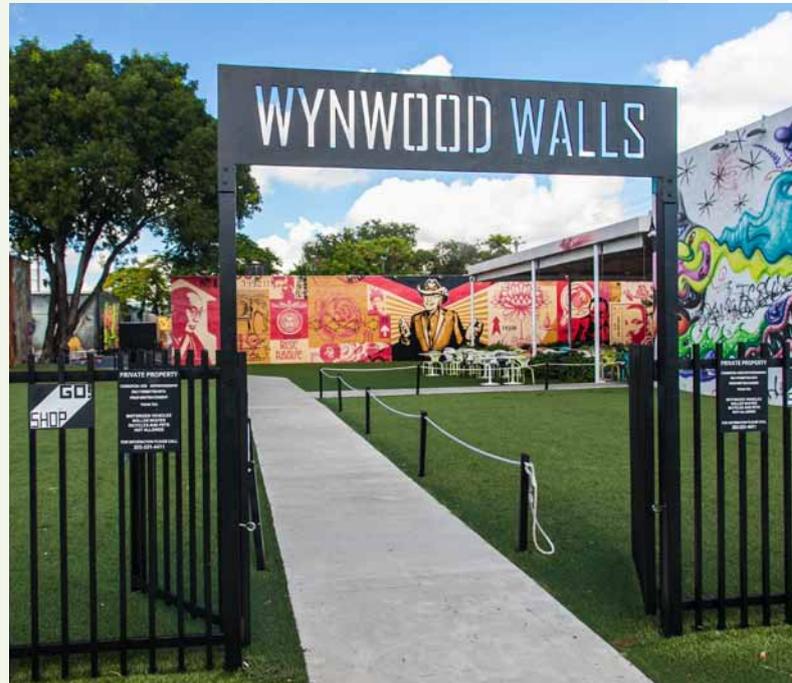
Specific recommendations for the strategy are these.

- Form cross-sector partnerships to carry out the planning and development of an arts district. Include artists, community members, local government, and the community.
- Identify existing assets in the community, and explain how to integrate these assets into the arts district.
- Organise a series of planning and design workshops in 2020 and 2021 to gather input from artists, children, seniors, local employers, and others about what they want to see and do in the area. Expose the people to international best practices.
- As soon as possible, implement popular short-term art initiatives to start creating a buzz within NEIC and wider Dublin.
- Use available meanwhile and interim spaces for arts, sports, recreation, and green spaces. This usage could be art spaces in or on streets, bridges, vacant properties, vacant parking lots, schools, construction site fences, buildings, and history plaques.
- Add experimental temporary programming to the permanent art projects. Many districts organise “art in storefronts” programmes, art fairs, gallery walks, and mural projects.
- Co-ordinate with Croke Park to sponsor activities in the stadium, to connect with local residents, and to find matches that will fund local art activity.
- Create with the community a street food market to give the area a sense of vibrancy and buzz and to celebrate the diversity of the area.
- Create a sustainable financial source for arts by directing 20 percent of all new development property taxes in the local area from 2020 through to 2039 into a fund. This revenue should go back into the arts district and the community. Use this investment to leverage other funds from private sources to create a sustainable arts programme with a dedicated revenue stream.

**Case study: Wynwood Walls Arts District, Miami, Florida**

Through a creative placemaking and art strategy, Wynwood Walls in Miami has become a popular global destination that has helped support new businesses and create jobs. Wynwood Walls started as a collection of six privately owned warehouses whose exterior walls were transformed into an outdoor ‘museum of the streets’ by visionary developer Tony Goldman. The Walls surround more than 1.5 acres (0.6 ha) of land, which was formerly parking lots and junkyards. That land now provides multiple areas that the public can enjoy at no charge. The \$3.5 million mixed-use project includes retail and restaurant space plus open spaces for events that include music, art, dance, and film.

The project has created lasting positive change in the area. Once an industrial urban neighbourhood where crime was more common than pedestrians, the Walls is now branded as an art district that attracts start-ups, tech companies, coworking spaces, and national and international real estate investors vying for space nearby. In just one year, more than 660,000 tourists visited Wynwood, with more than 450,000 entering the Wynwood Walls.



*Wynwood Walls created a ‘museum of streets’ from former parking lots and junkyards. Credit: Andrew Meade and Will Graham*

*Source: Urban Land Institute, <https://casestudies.uli.org/wynwood-walls/>.*



*The mixed-use project includes retail and restaurants plus open spaces for events.*

### Case study: Station North Arts and Entertainment District (SNAED), Baltimore, Maryland

Located just north of Penn Station in Baltimore in 2002, Station North was the first area in Baltimore to be designated by the state of Maryland as an arts and entertainment district. Station North was previously a neglected, unwelcoming inner-city area that experienced crime and decreasing property values, but the area had the potential for being turned around, similar to NEIC. Four local nonprofit arts organisations came up with a vision for the community to use art as a way to address local challenges. An arts-based revitalisation and placemaking strategy was formed through quality public art projects, event programming and strong relationships with local artists, designers, residents, businesses, and institutions. The area has become a cultural centre, which is home to 14 arts and entertainment venues and several informal do-it-yourself (DIY) venues that now animate the area.

The SNAED-based organisations set out the following goals to achieve their arts district vision.

- Get the people who often pass through Penn Station to visit the surrounding area by creating programmes, performances, and events – both indoors and outdoors.
- Engage the district's DIY and emerging artists, and include them in programming.
- Reach out to nonartists and local residents, and attract them to free events

Source: Visit Baltimore, <https://baltimore.org/neighborhoods/station-north-arts-entertainment-district>.



Public art projects in Baltimore's Station North Arts and Entertainment District.  
Credit: Martha Cooper

### CREATE AN ART WALK

As more art is integrated into the area, this addition, along with existing installations such as the five lamps and the Luke Kelly statue, could be incorporated into an art walk. The walk would be a route that visitors to the new arts district could follow. There could also be an art heritage tour through the neighbourhood. A podcast art walk could connect people to the arts while encouraging exercise. This approach can be set up and arranged through TripAdvisor or Airbnb.



Arts and Culture

### Case study: Brussels street art trails

Brussels, the capital of Belgium, has cultivated a strong culture of street art throughout the capital, making the city itself an exhibition space. Street art is seen as an expression of the city's identity and evolution as well as a way to engage residents and visitors. In 2013, the city decided to allocate an annual budget of €100,000 to produce contemporary urban street art, to help develop the art scene in the city, to create new employment for artists, and to place Brussels on the European map of urban art.

The city facilitates the production of new street art through competitions, through direct commissions, through the creation of spaces where artists are able to paint freely, and through other partnerships. In 2016, the city asked building owners to help identify walls that could be used by urban artists. Private and public

institutions participated and identified new spaces for projects. A dedicated website contains images and locations of all the projects, along with a description of the projects and the artists.

The city's street art trails are walking tours around the city that take you past some of the artwork. Perhaps the most well-known street art trail in Brussels is the Comic Strip Route, which started in 1991. The aim of the trail was to enhance empty walls throughout the city with artwork celebrating famous Belgian comic artists. Along the trail are more than 50 large murals showing comic characters.

Source: *Parcours Street Art*, <https://parcoursstreetart.brussels/a-propos/> and *Visit Brussels*, <https://visit.brussels/en/article/the-walls-of-the-comic-strip-walk-in-detail>.



Cartoon characters along the Comic Street Route in Brussels, Belgium. Credit: Gly Lowe



**INTEGRATE ART INTO THE PUBLIC REALM**

Programmes to integrate art and culture into the public realm can make streets more interesting, can provide opportunities for community engagement, and can build a sense of community. As a part of the NEIC arts district, Dublin City Council and its partners could encourage the creation of new street art and murals in existing areas and as part of new developments. The panel noticed that the area has many underpasses and empty walls that are effectively empty canvases that could be transformed. The panel recommends taking a risk and allowing the community to explore its creativity and to showcase art by removing regulations restricting the creation of street art and murals for two years from 2020. Planning rules and permissions should be relaxed so this artwork can happen quickly and visibly.



Arts and Culture



Empty walls and underpasses in the NEIC area.



Community creativity in the public realm.



The NEIC has many areas where art could be showcased.

### ENHANCE THE AREA AROUND CROKE PARK AND THE ROYAL CANAL

In many cities, the recognisable and, in some cases, iconic profile of a stadium or sports arena is a significant driver to local economic growth. The NEIC is already home to a very important sports venue, Croke Park. The stadium is a true community asset and could be a great catalyst for development. City officials, planners, and community leaders need to find creative and successful ways to use Croke Park as a focal point for a mixed-use vibrant destination where people can live, work, and play.

Croke Park's canal-side location is a significant advantage. Cities around the world have transformed industrial canals into high-quality places that draw in people and strengthen the overall sense of community. The panel members see enormous potential to create connections along the canal leading to Croke Park and to redevelop the Royal Canal zone into a large public park that also uses the adjacent railroad grounds. Designed well, the Royal Canal gateway space could have multiple,



Sports and Recreation

year-round uses including recreation, civic gathering, cultural expression, sports activities, retail festivals, and exhibitions. Flexible seasonal programming can make Croke Park, the canal, and the surrounding area a true year-round community destination that can deliver a large and lasting effect on Dublin city and the NEIC community.

For example, the parking lot in front of Croke Park could be transformed into a small entertainment venue with restaurants and bars opposite the stadium. Space that is not used when games are not being played could be used for a variety of events and activities, such as a food market.

Redeveloping Croke Park and the Royal Canal could deliver the following benefits for the community:

- Create employment options for NEIC residents.
- Collect taxes that can be reinvested back into the community.
- Become a growing night-time economy for the city, one that the community can build on.



Croke Park in the distance with adjacent railroad grounds (left) and as seen from along the Canal (right).

### Case study: The River Lea, Here East, and Hackney Wick, London

Since the 2012 Olympics in Stratford, East London – the formerly disused industrial landscape along the River Lea – has been transformed into a vibrant, mixed-use district with an active waterfront. The River Lea forms the western border of Queen Elizabeth Olympic Park, which was created on the Olympic site. On the other side of the river lies Hackney Wick, an area once home to the light industry that began to be populated by artists in the 1990s.

The park is home to a variety of sports and cultural facilities with residential and commercial developments extending into Hackney Wick. On the park side of the river sits Here East, a 1.2 million-square-foot innovation and technology campus that is housed in the former Olympic Press and Broadcast Centre. Here East is home to a thriving community of forward-thinking global businesses, world-renowned academic institutions, and creative endeavours. At the heart of the campus is Plexal; its innovation centre encompasses entrepreneurs and scaling companies, as well as 21 studios that provide an affordable and collaborative working space for local creative people.



*The River Lea and the Here East Building, Stratford, London. Credit GG Archard.*

Bars and restaurants on the canal side of Here East and on the Hackney Wick side of the river create activity and buzz while attracting visitors to the area. Across the park, cultural activities and events, street art, and food markets bring the community together. The combination of arts, culture, technology, and sports – with the river at its heart – has made the space an attractive, vibrant corner of East London for residents and visitors alike.

### Case study: Amsterdam Arena

The Amsterdam Arena demonstrates a role that a stadium can play as a catalyst for urban renewal. While the 1996 stadium became home to the football club Ajax and hosts international matches, it focused on long-term plans because it was not meant to be a 'one occasion venue.' It hosts a wide variety of events including concerts and dance festivals on a regular basis. The stadium's opening greatly contributed to the development of the ArenaA Boulevard as an entertainment district that is part of the area located around the stadium. ArenaA Boulevard became an internationally known mixed-use destination that includes a cinema complex, two concert halls, a Living Tomorrow museum, an ArenaA shopping Arcade, offices, and residential apartments.

The stadium also became an urban magnet and has stimulated growth for the near neighbourhood of Bijlmer. The city of Amsterdam has seen the area's value increase enormously through attracting companies to the neighbourhood. Those new businesses created additional jobs, generated consumer spending, and attracted investors. Developers and owners realised the potential profit not only from the stadium but also from developing the land around it.



*Housing and retail in the shadow of ArenaA, Amsterdam Credit: Fred Romero*

The Arena is also an important community and cultural asset that creates civic pride locally. It has improved the socioeconomic position of the population as unemployment rates in Bijlmer fell more quickly than elsewhere in the city.

*Source: Markerink, Henk J., and Santini, Andrea (2004), 'The Development of Stadiums as Centers of Large Entertainment Areas: The Amsterdam Arena Case,' Emerging Issues in Management, no. 2, pp. 47–72.*

### FIND AND OFFER COST-EFFECTIVE CREATIVE INCUBATOR SPACES

To fuel creativity and provide support to artists, the panel recommends that Dublin City Council should prepare an inventory of available vacant properties in the NEIC that could be provided to artists, makers, and local businesses at low or no cost. The starting point would be properties that are already owned by the city, though it may make sense to acquire additional assets, as well as assets owned by other government agencies. As a target, the panel suggest that Dublin City Council should aim to make 100,000 square feet of space available per year throughout the NEIC. This space could be provided along a variety of models including no cost, or it could involve seed funding that is provided with an expectation that tenants will bring in income over time and begin to pay more.

The panel found D-light Studios an inspiring model of this type of use. D-light is where Dublin City Council and the NEIC Board have supported a small enterprise that fosters a culture of experimentation and innovation. This type of enterprise should be encouraged widely throughout the NEIC, particularly by existing local residents. The incubator spaces will provide affordable work spaces designed to actively support the growth of start-ups or local businesses in their early stage of development.

Where possible, Dublin City Council should identify a large space that could accommodate a number of incubator spaces that will create a cultural and innovation hub with small workshops, bars, galleries, and retail. This large space could be the heart of a transformational arts district, which could become a go-to destination in Dublin. Aldborough House could potentially be used for this purpose.



Arts and Culture



*D-light Studio fosters a culture of experimentation and innovation.*

### Greening, public realm, and heritage

Good-quality public spaces are an important resource for cities. They are a place for people to come together, they provide opportunities for recreation and entertainment, and they serve as an important environmental resource. Preserving and celebrating places that reflect an area's history and culture are similarly important. The NEIC has many significant historic and cultural assets, and the panel members have a number of recommendations about how those assets can be incorporated into a broader public realm strategy that will enhance the district's cultural identity.

### RESTORE AND ENHANCE PARKS

The panel endorses the NEIC greening strategy, which provides a solid road map for increasing and improving green space. Four parks in the area require the most focus: Mountjoy Square, Diamond Park, Liberty Park, and Sheriff Street Park. When redesigning the parks, the panel encourages Dublin City Council and its partners to focus on improving connections between communities, on ensuring the spaces are as accessible as possible, and on enhancing all aspects of the public realm. A network of new and refurbished urban parks combined with planting trees along the streets will create more play areas and civic spaces and will contribute to a more-friendly and safer urban environment. (See the green spaces in figure 5.)



Public Realm

Figure 5: Map of Existing Green Spaces



Source: Dublin City Council

Mountjoy Square Park is a significant green space located within the streetscape of the NEIC and is surrounded by wide streets and historic red brick Georgian buildings. This important open space is a heritage site of national importance that can be both an asset for the local area and a tourist destination. The panel endorses the Mountjoy Square Park Conservation Plan and Landscape Study (2014).



Retaining the heritage of Mountjoy Square, Dublin is important, as showcased in Place des Vosges, Paris.

**CREATE 20 SMALL  
PLAYGROUNDS OVER  
THREE YEARS**

Imaginative and stimulating play spaces will enrich the lives of children and young people and will allow parents and children to play safely close to where they live. The panel recommends creating 20 small playgrounds over three years on available land in the NEIC. The playground spaces should be designed and built with input from local parents and their children as a way of including the community. Another way of opening up recreational spaces in the area would be to allow children to play in school play areas outside of school hours instead of forcing them to play in the streets.



Public Realm



*Housing development will commence on this site in the NEIC in Q4 2019.*

**Case study: Joint use of school playgrounds**

Access to safe places for children to play brings a wide range of health and social benefits for those young people. People are most likely to use parks and playgrounds that are less than a 10-minute walk from their homes, but it is not always possible to provide this accessibility in a dense urban environment. One approach being used by cities from Copenhagen to Sydney is ‘joint-use’ programmes where schools open their playgrounds for public use outside school hours. These programmes are set up in a variety of ways but are usually with partnerships between the city parks department, the education department, the police department, the public works or maintenance department, and the schools themselves.

San Francisco’s Shared Schoolyard Project is a partnership between the city of San Francisco, the San Francisco Unified School District, the Police Department, and the Department for Public Works. It is funded by contributions from each department, as well as support from a nonprofit and from private donors. The programme makes 50 school playgrounds open to the public over the weekend, which adds nearly 38 acres of additional open space for residents to use. A modest operating budget pays for officers to open and close the schoolyards, to inspect them, and to clean up and repair them as needed. To check in, police officers visit the playgrounds throughout the day. Participating schools receive a small grant and a fund to run weekend events that bring together the community.

Operating at a much larger scale is New South Wales’s Share Our Space programme to which the Australian government has allocated AUS\$30 million as part of the government’s Open Spaces and Greenery Sydney plan to make communities greener and more liveable. The Department of Education manages the programme, including opening and closing gates and arranging security and maintenance.



*Kids enjoying San Francisco’s Shared Schoolyard Project.*

**PLANT 1,000 TREES PER YEAR**

The panel recommends that Dublin City Council green the public realm by aspiring to plant at least 1,000 trees per year for 10 years. This endeavour will provide an important green amenity for the entire community, will make streets in the area more welcoming, and will improve air quality.



Greening

In many places, cities negotiate with developers about how to develop sites in a way that achieves the best possible outcomes. The goal is to achieve more tree planting through developer contributions that will improve public space in return for planning permission. The council could involve young people in this project by offering jobs planting trees and doing other gardening work. By 2021, 400 youths could plant 2,000 trees.



*Providing a green amenity and improving air quality with a tree-lined avenue.*



*Mud Island Community Garden.*

### IMPROVE STREETS AND IMPLEMENT TRAFFIC-CALMING MEASURES

Green networks of pedestrian paths, bicycle lanes, and public transport can make a major contribution towards making the area more liveable.

To support the NEIC so it becomes a greener and safer place, the panel recommends the following.

- Reduce commuter parking in the area by introducing a charge for nonresidents to park on the street in the NEIC. This charge will both reduce the amount of commuters using the area for parking and provide a new revenue stream that can support other initiatives.
- Reduce commuter traffic for high-quality streetscaping and a better pedestrianised public realm.
- Reduce the traffic speed in residential areas by introducing clear speed signs.
- Build separate cycle lanes at a rate of at least 12 miles per year.



Public Realm

### BRING HERITAGE BUILDINGS BACK TO LIFE

The panel believes that investing in sites of historic importance and making those symbolic venues into popular and successful urban places will transform the built environment and public realm in NEIC. Neglected historic buildings in the NEIC could be converted into social and commercial spaces serving the people who live and work in the area and acting as an attractor for local and international visitors. A focus on heritage can pay huge dividends when it comes to driving economic and social regeneration. It can help enhance the local sense of identity, create a 'brand' for the area, and attract people who may have not previously explored this part of the city.



Built Environment and Heritage



Creating cultural hubs – how Aldborough can take inspiration from Vondelpark Pavillion, Amsterdam.

Examples of this approach are Aldborough House and the Magdalene Convent.

**Aldborough House** is a key regeneration opportunity that could follow the D-light Studios model on a larger scale. This heritage building can be transformed into a cultural hub that supports the art district vision for NEIC. As mentioned earlier, it can also provide cost-effective incubator spaces to help local residents and businesses thrive as this building is transformed into a vibrant cultural hub with a large diversity of art facilities under one roof. As an example and an inspiration, Dublin could look at the Vondelpark Pavilion in Amsterdam. The pavilion in this popular urban park hosts cultural events throughout the year and attracts 75,000 visitors a year. Not only does the building give music and art a real stage, but also it has undergone a period of renovation and is now home to a restaurant and café, as well as radio and television studios. The pavilion is also a place where artists and media enthusiasts meet.

**Magdalene Convent**, also known as the Sean McDermott Street Laundry, was the last operational Magdalene Laundry in Ireland. The panel heard from local residents that the site should be a memorial to the women who lived there. Given its historic importance, the panel agrees that the Magdalene site could be redeveloped as an educational and cultural centre with an appropriate acknowledgement of its past. Dublin City Council should retain public ownership of Magdalene Convent to give the community a sense of ownership and control. However, to unlock commercial and leisure activities and maximise the vacant space, Dublin City Council could consider selling a part of the site. Any sale should include conditions that the future owner must accept that the owner will help kick-start regeneration and make the convent a resource for all NEIC residents.

**MEANWHILE USE: START NOW!**

Dublin City Council and its partners can begin to create a buzz around the NEIC by bringing people to the area as soon as possible. This buzz can be accomplished by putting meanwhile uses into currently vacant land and buildings owned by the city and other public sector agencies. The temporary and flexible uses are now a standard part of regeneration projects in many cities around the world. They provide the opportunity for early wins by quickly bringing life and activity to the area before permanent development begins.

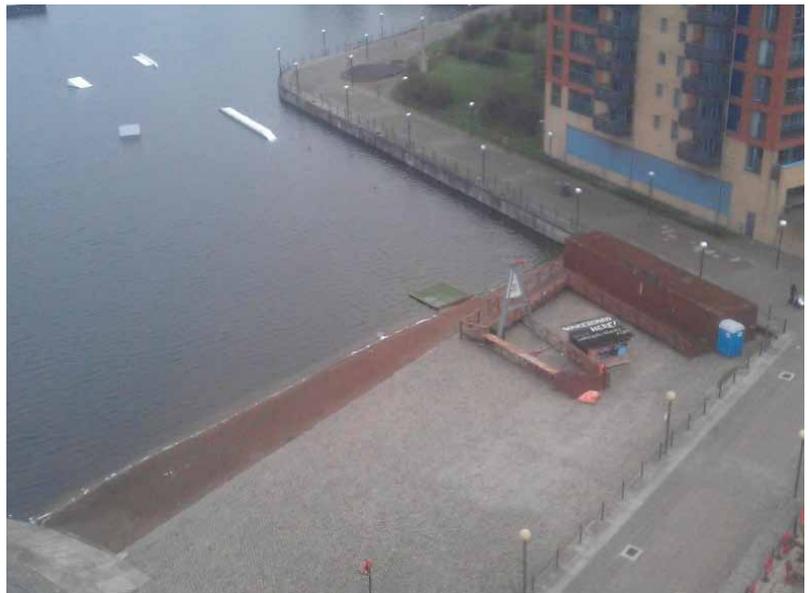


Built Environment and Public Realm

D-light Studios offers an example of how a derelict building can be transformed into a community asset by local entrepreneurs with support from the city council. However, not all meanwhile uses need to be at this scale. Dublin City Council could temporarily hand over other, similar buildings to community groups and start-ups at low or no rent. Meanwhile uses are not limited to buildings. They can also be used on empty sites such as the disused docks adjacent to the River Liffey. Dublin could follow the example of other cities by turning the riverside area into a seasonal destination by creating a temporary pop-up beach.



Unlocking heritage spaces such as Magdalene Convent.



Consider turning riverside areas into temporary pop-up beaches.

## HOUSING: EMBRACE URBAN DIVERSITY

Despite its central location, the NEIC is largely a residential area. A high percentage of the housing stock is social housing, including both council-owned homes and privately owned homes subsidised by housing assistant payment. The panel fully recognises the urgency of the housing crisis in Ireland, the need for more social housing, and the importance of preventing displacement. However, the panel is also of the opinion that the area needs a greater mix of housing types. In particular, more midsegment housing is needed, which sits between social housing and market-rate housing. This assortment will increase the diversity of the population and will bring a greater demographic mix. To achieve a good mix of quality housing and a sense of ownership for local NEIC residents, the panel recommends the following.

- Improve the quality of existing homes. Refurbish older social properties to meet future needs quickly and efficiently. Offer landlords incentives to renovate homes.
- Increase the overall density of the area. Overall, the panel believes the density of the area could be comfortably doubled in the next 20 years. Increased density could bring a range of benefits for the area, making it viable to provide more shops, services, and public transit links. Densification does not have to result in a loss of open space, which can be achieved through sensitive infill development and by adding stories on top of existing buildings where possible.
- For any new development, include 10 percent social and 10 percent affordable middle-income housing as a minimum.
- For new developments, aim for five to six stories (such as St Mary's Mansions).
- Facilitate property management and community engagement. Give tenants accountability in looking after homes.
- Empower buyers to find new homes more efficiently. Develop programmes to train people to be homeowners, and encourage homeownership. Offer low- or no-interest loans for homeowners and small landlords.



Quality Affordable Housing

## Employment and training

To achieve inclusive growth and make real and lasting change in the NEIC, the panel believes it is essential to support NEIC residents so they benefit from the wider Dublin economy and to get more people into work. There are many opportunities to do this, including plans for employment and mentorship programmes that will build confidence and capacity within young people. Improving the performance of public services and delivering support more effectively to the area is equally important. To improve outcomes in the NEIC, the panel recommends the following.

### USE THE PLANNING PROCESS TO SUPPORT ECONOMIC DEVELOPMENT OBJECTIVES

One critical step that Dublin City Council can immediately take to create more opportunities for local people in the NEIC is to better integrate their planning system with economic development. The planning process can be used to extend the reach of employability support and to target the economically inactive. The NEIC should create strong linkages to the Planning Development Management Team in Dublin City Council and should work with them to amend the planning assessment process.



Planning and Development

Specifically, the panel recommends that the following changes are incorporated.

- For planning applications, include an assessment of how the project can have a positive effect on local employment. When applications are being considered, the planning team should review the positive economic effects and the potential local benefits of a project.
- At an early stage of the planning cycle, engage with business to ascertain the nature and volume of jobs coming forward and to determine where local labour can be integrated.
- Include a mandatory local labour clause of 30 percent in all public sector contracts, and include monitoring officers to support this clause.
- Encourage partnership with the private sector to create local employment opportunities.

### CREATE ONE-STOP SHOPS AND CO-LOCATED SERVICES

In their interviews, the panel found not only that many people and organisations are doing incredible work in the NEIC, but also that various programmes were not co-ordinated enough, which means resources could be channelled more efficiently and effectively. The panel recommends that the city create an accessible one-stop shop in the area that offers a comprehensive service to support the needs of local people. It should be a place where residents can receive advice about their employment options and where employers across Dublin can advertise vacancies. This Multi-Agency Seamless Service (one-stop shop) can serve as an umbrella organisation that will co-ordinate all the available services.

The one-stop shop could also deliver a range of other services, including advice on training and guidance about starting up a business. In addition to employment support, the shop could provide a range of other services including wraparound child care for single parents, support with referrals to relevant council departments, advice for jobseekers who may have a physical or learning disability, and a specialised young person's team.



Access to Jobs

### PARTNERSHIPS: CREATE A MENTORSHIP PROGRAMME WITH THE GOAL OF IDENTIFYING 3,000 LONG-TERM MENTORS

To prepare young people better for the future and to help adults enter and progress in work, the panel recommends engaging with local employers, sports facilities, and stakeholder partners to find 3,000 long-term mentors. A huge resource that is just adjacent to the NEIC is the Docklands, where about 23,000 people are employed. Many younger people, in particular millennials, are enthusiastic about giving back to their local community. They could be recruited to volunteer a few hours per week to work with and mentor a young person from a school in the NEIC. The type of support will vary but could include reading, sports, arts, fun adventures and play, work experience, help with university applications, and homework clubs. All of those would help widen the perspective of young people in the NEIC and would help them overcome barriers to learning and advancement. Companies in the Docklands could be recruited to take part in a wide-ranging programme of partnerships.



Skills, Training, and Education

### PARTNERSHIPS: CREATE PAID SUMMER INTERNSHIPS

To develop young people's entrepreneurial skills and to make them more employable, the city should work with existing businesses in the wider area – in particular those in the Docklands – to create paid summer internships. It should create a Memorandum of Understanding and resource a rolling programme with employers. The panel recommends a target of 1,000 young people (14- to 24-years-old) undertaking paid internships per year. Each company could agree to take 10 to 20 young people who would learn and gain valuable life and employability skills.



Skills, Training, and Education

### SET UP A CONSTRUCTION SKILLS ACADEMY

A huge amount of construction is happening within and around the NEIC area, thus offering an opportunity for local jobs. However, for local people to be able to be selected for the jobs, they need training. Therefore, the panel recommends setting up a new a construction skills academy in the NEIC, with support from construction businesses in the city. With this programme in place, Dublin City Council can specifically focus on this trade and can track the volume of construction coming forward on public land and development sites. Moreover, it can require the employers to recruit local people.



Access to Jobs



### BUILD PARTNERSHIPS WITH THE HOSPITALITY SECTOR

The NEIC is located next to the city centre of Dublin, which has a thriving tourism industry. In addition to existing hotels, about 12 more are in the planning pipeline and are within a 20-minute walk of the area. Hospitality is one of the few growing employment sectors that has low barriers to entry and offers meaningful career opportunities for young people. The panel recommends building partnerships with the local hotel industry to encourage young adults from the NEIC into the world of work.



Access to Jobs



Construction taking place at the Docks and St. Mary's Mansions.

### CREATE 1,000 ENTRY-LEVEL JOBS

Through implementation of the earlier-mentioned initiatives, the panel believes Dublin City Council and its partners can achieve a target of creating 1,000 entry-level jobs. Those jobs can be part of the initiatives outlined earlier, such as landscaping, cleaning, improving infrastructure, planting trees, collecting trash, cooking, and caring for children. Working in their own communities will help build a sense of ownership among newly employed residents.

## Education and child care

### EXPOSE YOUNG PEOPLE TO NEW EXPERIENCES

If the city is to break the intergenerational cycle of poverty and deprivation, it is essential to inspire and connect NEIC residents with the larger city, country, and beyond.

Enriching young people's lives with new experiences and perspectives will open their minds and help them see opportunities that exist outside their local area. This approach can also be used for adults and seniors. To achieve the goal, the panel recommends the following actions.

- Build on the cultural diversity of the area to expose youth to travel through summer camps, culture sharing, and exposure to the wider city.
- Through intentional and sustainable long-term partnerships, support youth travel and camps with schools, thereby building on the school curriculum.
- Support after-school clubs that focus on learning outside of the area (e.g., out-of-the-office trips with employers through work placement and internships or fishing trips for Irish salmon).



Life Experiences

### SUPPORT PARENTS INTO WORK TO TACKLE CHILD POVERTY

Low-income families – both working and not working – that have emerging needs and multiple problems should have tailored support.

One thing that is universal is the need for quality, affordable child care for working parents. The panel recommends that the government, Dublin City Council, and the community sector work in partnership to create free early child care and to expand child care for all low-income families. It should offer child care 5 to 6 hours per day for children from birth to school age. This programme will enhance early learning and prepare children for primary school. It can be partly staffed by community mothers. Child care is more of a national than local initiative because of the high costs, but it is one that should not be ignored.



Confident Parenting

# Governance and implementation

To harness the power of the community so it acknowledges a recommended vision, the principles, and the guidelines for NEIC and turns them into reality, the panel members suggest several specific actions to assist with implementation. The panel believes those efforts can be useful in creating a positive economic effect and in improving the lives of the NEIC residents.

## Set up a lead authority to oversee improvement of the NEIC

The panel recommends that the central government designates a lead authority with the power to convene responsible agencies that will drive co-ordination and cooperation in achievement of strategic goals.

This structure should draw on experiences of previous Irish initiatives such as the Docklands Development Authority and the Ballymun Regeneration Board. In Europe, Rotterdam Zuid is an example to learn from. Other examples in the United States would include the Empowerment Zone Boards of the 1990s – which included both real estate and human capital investments – and the East Baltimore Redevelopment Initiative in Maryland.

Confidence, partnership, and trust require an appropriate institutional framework. This framework must have the power to convene, maintain focus, force collaborations, and hold all different stakeholders accountable for the achievement of measurable results.

The progress made to date under the existing NEIC Programme Implementation Board is a solid foundation on which to build. Through this lead authority, local and central government stakeholders should commit sustainable, adequate capital and operational funds for the next 10 years. Additionally, there should be an advisory board of community and private sector stakeholders. This can be achieved by turning the taskforce into an authority with teeth. Through this authority, local and central government stakeholders should commit sustainable, adequate capital and operational funds for the next ten years.

## Implement a performance management regimen

The panel recommends that the monthly Implementation Board meetings shift into a performance management regimen with information shared by all. This regimen would drive leading actions to achieve strategic goals with clear accountability for on-time delivery. It would also use performance as the basis for lifting up the successful leaders in the eyes of their peers and colleagues.

A modern performance management regimen is – in essence – a repeatable cycle of collaborative dialogues. It is focused on the latest emerging truth about ground conditions and the array of actions necessary to positively change those conditions on the ground. It is also a longitudinal experiment guided by the latest data about what is working and what is not. Those mutually accountable and regularly recurring one-hour dialogues should have the following as their objectives.

- Timely, accurate information shared by all.
- More rapid deployment of resources.
- More effective tactics and strategies.
- Relentless follow-up.

### Case study: Nationaal Programma Rotterdam Zuid (NPRZ)

In Rotterdam, the Netherlands, deprivation is higher in Rotterdam South when compared to the rest of the city and the country. Among the 200,000 people living in the area, 21 percent are unemployed, 32 percent of children grow up in poverty, and 39 percent of children have parents, mainly migrants, with no or low formal education. In response to this statistic, the Nationaal Programma Rotterdam Zuid (NPRZ) was set up seven years ago following an analysis by two former statesmen. This independent NPRZ entity was set up with a board representing all stakeholders and is between the national government, the municipality of Rotterdam, housing, educational and care institutions, and employers who work on a new strategy for Rotterdam South 2030.

Clear goals were set whereby in 20 years, Rotterdam South should be on par with the rest of Rotterdam and the other big-four Dutch cities. To achieve this goal, a three-year execution plan (which is updated every three years) was created, and the NPRZ is responsible for delivering the plan. This governance arrangement has created a level playing field between all the stakeholders. Currently, the plan focuses on three pillars: school, work, and housing.

#### THE CHILDREN'S ZONE

Seven children zones are being set up in focus areas where youth are at a higher risk for dropping out of school and where unemployment is higher. In the children's zones, children go to school at a younger age. The schools have longer opening hours, and they offer additional learning time: 6 to 10 hours a week.

#### WORK

About 15,000 people in the area live on social benefits, and many of them lack sufficient education and work skills. Direct agreements are made with (large) employers on low-skilled job openings to help these people gain work.

#### HOUSING

Homes are characterised by a large stock of small, unilateral homes with a low average value. The partners have agreed that in 20 years' time, 35,000 of the approximately 90,000 houses in the south area will be renovated or demolished to make way for new and improved houses that can attract people with higher incomes. The idea is to provide options for existing residents who are able to improve their incomes and prospects, so they can continue to live in Rotterdam South.

*Source: Nationaal Programma Rotterdam Zuid (NPRZ)*

But there is one further element of performance management, the setting of public goals. As stated earlier in this report, the difference between a dream and a goal is a deadline.

Between the good work of the Mulvey Report and the submission of the North Inner City Community Coalition, five areas were chosen to effect change: policing, education and training, an integrated system of social services, improvement of the physical landscape, and (with community insistence) drug treatment.

Important work has been done, but so far no goal posts have been set for the initiatives. For example, gaps in service delivery have already been identified in drug treatment services, and some actions are underway to address those gaps. How many overdose deaths were there last year in the NEIC? And how many fewer should there be next year as the new actions ramp up?

Improving public safety is another example. Comparative crime statistics and the mapping of crime should be shared by all – both inside and outside the Garda Síochána. Information about public safety, including trends in reported crime and antisocial behaviour should be shared in real time and available to all down to the neighbourhood level.

In the new game of public trust, transparency is the opening ante – especially in policing.

Policies in all areas including crime reduction, education and training, physical improvements, or integrated social services, require clearly declared goals, delivery plans, benchmarks, and timelines. Teasing out leading actions and improved techniques will allow teams of committed individuals to achieve difficult goals.

Examples include CompStat for Policing, which has been adopted by police departments across the United States and around the world. Its progenies, Citistat and Statestat, have also been widely and wholly adopted as government performance management regimens. DrugStat is a well-researched model for improving the effectiveness of drug treatment. When it comes to plans for development and physical improvements, five- and 10-year capital plans need to be published. Those improvements within the control of the public sector can drive market confidence and build community trust.

## Build trust through communication

The panel recommends that Dublin City Council and its partners help build trust by developing a communications strategy that is open, transparent, and clear to all. The communications strategy should have three parts: operational (among and between those responsible for achieving strategic goals), community (regular and consistent two-way engagement with citizens), and branding (a consistent message that ties new actions to new vision for the broader public).

### Case study: Drugstat, Baltimore, Maryland

Drugstat is a drug treatment accountability system implemented in Baltimore to evaluate the efficacy of public funds being spent across 53 treatment and 22 prevention programmes. The system held drug addiction treatment programmes accountable for how taxpayer dollars were being spent, and it was able to show citywide improvements in treatment outcomes.

There were five different progress measures: number of people in treatment, length of treatment stay, number of patients who test positive for drugs while in treatment, number of patients who leave

treatment with jobs, and number of patients arrested after treatment. The programmes were reviewed every six weeks, and they were required to meet benchmarks or provide a written explanation as to why they had not. If a programme continued to miss benchmarks, it was given a warning and was at risk of losing part or all its funding if it did not perform to standards. Resources would shift to more successful programmes.

*Source: Beilenson, Peter L., and McGuire, Patrick A. (2012), Tapping into the Wire: The Real Urban Crisis (Baltimore: The Johns Hopkins University Press).*

An Operational Communications Strategy is all about co-ordination, communication, and cooperation. In their interviews, the panel member heard constantly about the ways that separate silos of authority and that organisational boundaries frustrate progress. And, yet, most of us understand intuitively that, in the words of Steven Covey, 'progress happens at the speed of trust.'

The first part (operational) is monthly meetings – driven and attended by the head of the Implementation Board or its successor – that are – where information is mapped, measured, and shared openly for all. Such meetings are the surest way to drive performance, lift up leaders, and communicate leading actions across the entire effort.

The second part (community) is community communications, which requires consistent, two-way communication that is informational and consultative. The goal is not merely to inform but to build a sense of ownership and hope that are based on visible results.

The third and final part (branding) is brand communications. This is the messaging to the broader public that – while acknowledging the challenges – lifts up the cultural, creative, historic, and artistic character of the NEIC as an essential place to be seen and experienced in the ongoing story of Dublin.

## Explore financing vehicles

All stakeholders (public, private, and community) should collectively explore possible financing vehicles and opportunities and should determine how to access available funds to deliver transformational change and opportunities within the NEIC. As a first step, Dublin City Council and its partners should gather all the many budgets allocated to work in this area and should work to integrate them.

The proposed lead authority needs financial capacity to implement its plans and achieve its goals. This approach should have two dimensions: a budget to fund directly priority projects and to infrastructure a way to influence the spending priorities of public agencies that are working in the area.

A baseline is needed to understand existing funding sources, including the allocation of both the staff and funding by the various state agencies already working in the area.

The authority's own budget should, in turn, have two parts: first, an operating budget to fund innovative programmes and projects that complement and enhance those funded from mainstream agencies, including challenge funds for which bids are invited from public agencies and community groups; second, a capital budget to be committed in 5-year envelopes to fund infrastructure that enhances the living and commercial environment and triggers follow-on investment by public and private stakeholders to realise the authority's vision for the district. To the greatest extent possible, responsibility for funding voluntary and community groups in the area should rest with the authority, and its budget should be framed to facilitate this.

The authority needs to have power to appraise and comment on the spending plans for the area of each public agency. It should do so in the light of its own published plans and priorities. Each agency, in turn, should be legally obliged to take account of those plans in preparing its own draft budget and of any comments on that draft budget made by the authority.

Finally, the authority should publish on line, with regular updates, with the current operational budget and year-to-date spending, as well as a with a five-year capital plan.

# Conclusion

The challenges faced by the NEIC are similar to those seen in many inner-city areas in cities around the world. The NEIC has some important advantages, chief among them a passionate and dedicated community and some substantial physical assets. The panel members were profoundly encouraged by the passion and commitment for the NEIC expressed by those they interviewed. This is a solid foundation upon which to build a better future for the area and its residents.

The panel has suggested a vision and three guiding principles that should underpin future initiatives in the NEIC. The principles are only a starting point and must be followed through with clear goals, deadlines, and transparent communications.

Building on those principles, the panel members have put forward a number of specific recommendations, both physical and organisational, that they believe can create lasting change. Foremost, the panel recommends that Dublin City Council and its partners should use the creation of an arts district vision as a catalyst for transforming the area. This creation can begin by rebranding the area as a cultural district that is focused on arts, sports, education, and heritage, and it can approach the local community to find ways to work together to achieve this vision. If the NEIC becomes a destination in Dublin, more people will have reasons to stop in and explore the area, rather than use it as a commuter cut-through. The panel also saw many existing assets in the area that should be fully incorporated into the NEIC's vision, including Croke Park and the canal waterfront.

To deliver inclusive growth will take commitment and honest dialogue between the government and local businesses, art, sports and education institutions, service providers, and residents. Anything done in this area must be planned strategically and collaboratively. No

## VISION AND FOUR GUIDING PRINCIPLES

- Create a vision for the NEIC as an integral part of Dublin, with a focus on arts, culture, sports, education, and heritage.
- Build on existing assets.
- Work with the community, and promote inclusive growth.
- Set clear goals and deadlines, and insist on transparency.

successful initiative is a quick fix or plan for overnight success. Vision requires long-term commitment and the ability to constantly evolve and adapt.

Although the transformation of the NEIC will take time, the panel hopes the recommendations in this report will help Dublin City Council and its partners to build on and strengthen the existing assets in the area. It will improve the lives of residents and enhance their life chances and opportunities. The panel believes those assets are a comprehensive starting point for how the vision and three guiding principles can be implemented and the NEIC can use 'art as radical hope.'



NEIC through the lens of a restored building, D-light Studios.

## About the panel

### Vicki Davis

#### Panel Chair

*Managing Partner, Urban Atlantic Development  
Washington, D.C., United States*

Davis is responsible for managing the acquisition, planning, design, and implementation of all Urban Atlantic projects and asset management of properties that the company owns and its Mid-City Community CDE investment portfolio. With more than 30 years of experience in real estate development, she formerly served as deputy director of the Maryland Housing Fund at Maryland Department of Housing and Community Development. Her experience also includes portfolio management for MNC Financial–South Charles Realty and multifamily development for Trammell Crow Residential.

As managing partner of Urban Atlantic Development, Davis has managed development of more than \$2 billion in real estate projects, and she has managed assets of more than \$4 billion in real estate investments. She has led the development of large-scale, urban, mixed-use communities; of more than 6,000 multifamily residential units and 600,000 commercial square, including eight HOPE VI mixed-use redevelopment projects; and of transit-oriented development mixed-use projects.

Davis holds an MBA in finance from the American University, an MS in engineering and construction management from the University of Texas, and a BS in civil engineering from the University of Maryland. She taught for 12 years in the Johns Hopkins Real Estate MBA programme. She is a board member of the DC Building Industry Association, board member of the Capitol Riverfront Business Improvement District, board member of the ULI Terwilliger Center for Housing, and board member of Cultural DC.

### Erik de Geus

*Senior Project Architect, Ector Hoogstad Architects  
Rotterdam, The Netherlands*

With 20 years of experience, architect de Geus has helped the Rotterdam-based architectural office titled Ector Hoogstad Architecten win and deliver on various area development projects in The Netherlands. With his specialty in designing superb environments that have a complex set of demands, de Geus has been in charge of several technically challenging and aspirational projects. Among others, he was involved in the new campus development for Nobel Prize laureate Bert Feringa in Groningen and the selected entry on the re-development of the left bank in Antwerp.

The design philosophy of Ector Hoogstad Architects is rooted in a belief in the importance of close cooperation within the design team and with clients, end users, and contractors. This approach leads to better ideas, smarter solutions, and greater support for the proposals developed. As a co-creation expert, de Geus chairs the co-creation expertise group within the office, develops co-creation methods, and stimulates a multidisciplinary and on-the-job design approach that directly involves all stakeholders.

## Vernon Daal

*Strategic Program Manager, Woonstad Rotterdam  
Rotterdam, The Netherlands*

Daal is a senior management consultant and project director with an international track record covering 20 years of experience with project and programme management and with performance improvement. He has developed himself as a generalist with a background in urban renewal, housing policy, and social infrastructure. He loves to work for the public interest while balancing between the public sector and private companies and operating on the cutting edge of the physical environment, social infrastructure, and economic interests. As a client, he values fostering and maintaining close working relations with stakeholders and the government.

Before his role as associate director at Aecom and Arcadis in Sydney, he fulfilled a complex and high-profile assignment of the Dutch government in 2014 as project director to draft a strategy for a sustainable urban landscape. Before that, he was an executive who consulted with Dutch housing associations and with federal and local governments. He successfully managed complex projects to improve collaboration between social organisations, infrastructure companies, and (key) stakeholders. He provided strategic advice, industry analysis, and business strategy development to improve housing affordability. Currently, Daal manages a programme at the largest community housing provider (60,000 units) of Rotterdam, and he aims to improve the companies' relationship with their clients and stakeholders.

Also, Daal was a lecturer at the University of New South Wales and a postgraduate guest lecturer at the University of Technology of Sydney. In the Netherlands, he was an assistant professor for urbanism at the Delft University of Technology.

## Nuala Gallagher

*Director for Economy, Bristol City Council  
Bristol, United Kingdom*

Gallagher has been working in urban development internationally for more than 20 years; she took on the role as director for Economy of Place with Bristol City Council in July 2018. Preceding that, she was director of City Centre Development with Belfast City Council, where she established a new Regeneration and Development Department for the city. Before that, she was head of Regeneration with the London Borough of Newham, and she led one of the largest regeneration projects in Europe, which ranged from post-Olympic projects in Stratford to Canning Town and the Royal Docks.

She has worked in New York City while leading sustainable urban development in Brooklyn and teaching at Columbia University's Graduate School of Architecture, Planning, and Preservation. A registered architect and urban designer, her earlier work included overseeing housing in local government in Ireland, covering community projects in India, and being an architect in the private sector.

## Dermot McCarthy

*Former Irish Civil Servant  
Dublin, Ireland*

McCarthy is a former Irish civil servant. McCarthy was Secretary General to the government of Ireland and as Secretary General to the Department of the Taoiseach (Office of the Irish Prime Minister), which are two of the three most senior offices in the civil service.

McCarthy played an enormous role in the social partnership process in Ireland. In 1990, he was appointed director of the National Economic and Social Council. As Assistant Secretary General in the Department of the Taoiseach with responsibility for the Economic and Social Policy Division from 1993 to 2000, he was a central figure in the social partnership agreements of that time. In January 2000, he became Secretary General to the government, and in July 2001, he combined this role with Secretary General to the Department of the Taoiseach. He continued his prominent role in social partnership negotiations in these new positions.

## Tom Murphy

*ULI Senior Fellow, Former Mayor of Pittsburgh  
Pittsburgh, Pennsylvania, United States*

Tom Murphy, has been a senior resident fellow at the Urban Land Institute since 2006. A former mayor of Pittsburgh, his extensive experience in urban revitalisation – what drives investment, what ensures long-lasting commitment – has been a key addition to the senior resident fellows' areas of expertise. Murphy also serves on the advisory board of ULI's Rose Center for Public Leadership in Land Use. Since joining ULI, Murphy has served on many Advisory Services panels, including panels in Moscow and Hong Kong, as well as in Baltimore, Chicago, and other U.S. cities.

He is an honorary member of the American Society of Landscape Architects, a board member of Harmony Development Inc. of New Orleans, president of the board of the Wild Waterways Conservancy of Pennsylvania, and a board member of Mountain Lake Inc. of Virginia.

## Martin O'Malley

*Former Governor of Maryland and Mayor of Baltimore  
Baltimore, Maryland, United States*

Just two years after his upset election as mayor of Baltimore in 1999, Time magazine named O'Malley one of the top five big city mayors in America. His new data-driven system of performance management, Citistat, earned Baltimore the Innovations in Government Award from Harvard's Kennedy School of Government in 2002. The programme has since been copied by mayors throughout the United States and around the world. When he ran for the Democratic nomination for president in 2016 – after two highly successful terms as governor of Maryland – Washingtonian magazine called him 'the best manager in elected office today.'

O'Malley was the first of a new generation of smart city mayors that would follow. In fact, Citistat – and its Maryland progeny, Statestat – inspired key amendments to the Government Performance and Results Act. Those foundational requirements were intended to drive data-driven management practices across federal agencies today.

## Bob van der Zande

*Urban Strategist  
Amsterdam, The Netherlands*

Van der Zande is recently past director of residential markets for the Metropolitan Region Amsterdam. Since June 2019, he has been a consultant for a number of companies such as Urban Strategist.

Starting his career as urban planner, van der Zande worked in the field of city development and has worked with residential strategies on the public side ever since. With a focus on urban regeneration, community development, and residential programmes, he is an experienced public strategic developer and adviser.

He has been responsible for Amsterdam programmes such as midsegment rental housing, student and youth housing, self-built development, and creation of breeding places for the creative industry. He was vice president of two major Amsterdam City Departments for 17 years (1992–2009).

In the financial crisis period of 2009–2014, he set up the Amsterdam Investors Office to connect effectively with national and international investors and emerging real estate markets. He analysed and changed inner workings and procedures so the city of Amsterdam can simplify regulations and co-ordinate the large number of tenders for real estate development.

During three years (2015–2018,) he was chairman of ULI Netherlands, which gave ULI a boost by doubling the number of members. With the executive committee, he started the ULI Netherlands Award for excellent leadership in redevelopment. He now is global governing trustee for ULI and recently became co-chair of the European ULI Urban Regeneration Council.



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