

Causeway Coast and Glens

Borough Council

To: Leisure & Development Committee

**Presentation by The Bushmills Trust re Purchase of
Bushmills PSNI Station**

9th June 2015

For Information

Report to Committee

Linkage to Interim Corporate Plan	
Strategic Themes	Transition and Transformation Prosperity Health & Wellbeing Cohesive Community
Lead Officer	Richard Baker - Director of Leisure & Development Louise Scullion
Cost: (If applicable)	£150,000

Bushmills Village Forum put forward a request to the former Moyle District Council in 2012 to purchase the former PSNI Station in Bushmills for use as a community resource.

Bushmills Village Forum agreed to carry out a Needs Analysis and put together a Business Case in order for the Council to make a decision about such an acquisition.

In the meantime Moyle Council submitted an expression of interest to purchase the building through the public sector trawl.

A number of extensions were requested from PSNI in order to facilitate the Forum putting together the case for the project.

In addition agreement needed to be reached locally about whether there was a local committed group of people prepared to take the project forward.

Funding was secured by a local steering group from Community Foundation for N Ireland to appoint Venture I to carry out a Needs Analysis and prepare a Business Case.

By January 2015 the Business Case was completed and The Bushmills Trust had agreed to act as lead for the preferred option of renovation of the station building as self-catering tourism accommodation with creation of a car park to the rear of the site. This tied in with the need for increased car parking in the village that has been identified as part of the draft Bushmills Masterplan.

The valuation from Land and Property Services for purchase was £140k and Moyle Council put this cost forward to Causeway Coast and Glens Borough Council for inclusion in its

Capital Expenditure Schedule for 2015-16, since the purchase would not be completed within the time of Moyle District Council.

The final deadline from PSNI for a decision to purchase the former PSNI Station is June 2015; if the site is not purchased by that time it will be put on the open market.

Roy Bolton from The Bushmills Trust and John O'Neill from Venture I Consultants will attend the meeting and give a presentation on the proposed scheme.

It is recommended that Council's consideration of the presentation is taken 'in committee' on the evening of the Leisure & Development Committee.

Former PSNI Station in Bushmills
Draft Feasibility Study and Business Case
February 2015

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1. Introduction and Executive Summary

This report sets out a feasibility study and options appraisal examining proposals to develop the former PSNI building and site in Bushmills. The station was one of a number of stations which was deemed surplus to requirements by the PSNI and subsequently made available for disposal by the Policing Board for Northern Ireland. The Policing Board was keen that any future use of the building and site contributed to the community within which it resided. Therefore it confirmed that if the community could identify feasible options for the development of the building and site, it would make it available through a D1 transfer to the local authority (Moyle District Council) in order to retain it for community benefit.

A Steering Group of community representatives came together (facilitated by the Community Foundation for Northern Ireland) in order to facilitate a consultation process leading to the development of this feasibility study and options appraisal. The broad terms of reference for the Steering Group was:

- To lead an inclusive consultation process to identify needs and wants within the community and for visitors to Bushmills which might be met through the redevelopment of the former PSNI building
- To make a case to Moyle District Council to purchase the building (subject to a viable option having been identified)
- To identify an appropriate governance structure which would lead the project development and capital funding acquisition stages of the project (subject to Moyle District Council agreeing to purchase the building from the Policing Board on behalf of the community)
- The Steering Group engaged the services of the Venturei Network and HBK Architects through an open procurement process in order to support them to examine the technical feasibility and confirm design options and project capital costs

This report sets out the outputs of the feasibility study and options appraisal process. Central to the feasibility study process was the roll out of an inclusive and meaningful community consultation process. This involved:

- Completing 293 surveys/audits of members of the Bushmills community (residing in Bushmills), people residing in the rural land around it in addition to visitors to Bushmills
- Hosting drop in consultation sessions with a wide range of community organisations working in and around Bushmills
- Hosting round table consultation processes with voluntary and statutory agencies with an interest in or remit for service delivery in Bushmills

As a result of the consultation process a series of aims and objectives were developed in order to guide the development of viable options which were clearly needs led. They were:

Aims:

- To complement current and planned village and Masterplanning processes for Bushmills

- To provide a catalyst for renewal and regeneration of the Bushmills streetscape
- To create a sustainable community asset which can meet immediate needs and provide a foundation for future community led projects and activities in Bushmills

The stated project aims are supported by the following S.M.A.R.T. objectives:

- To complete a participative community consultation process in order to identify potential options for the Bushmills PSNI building and site by December 2014
- Complete a Business Case and Feasibility Study for any identified options by January 2015
- To present the Business Case and Feasibility Study to Moyle District Council (and the new Super Council) by March 2015
- To secure the purchase of the former PSNI building and site by the Council on behalf of the community by June 2015
- To formalise local project leadership for the project by February 2015
- To secure the £600k capital funding required in order to implement the preferred option by December 2017
- Construction of the preferred option by December 2018
- To generate a surplus of £5,000 per annum for investment in non-funded community services and activities from 2018 and on-going
- To enhance a key building on the Bushmills streetscape thus helping to uplift the image of the conservation settlement by 2018

Twelve options were identified and via an appraisal and shortlisting process they were reduced to two which were considered as follows:

- Option 11: Develop a self-catering holiday accommodation offer
- Option 12: Develop a self-catering holiday accommodation offer combined with public car parking

Each of the options was examined in order to define which would have the most impact on need, the aims and objectives and on the community in Bushmills. On foot of that process Option 12 was confirmed as the preferred option.

The capital costs of the option were projected as follows:

Cost Item	Cost (£)
Land Acquisition	£140,000
Construction Costs (Development of self-catering units)	£400,000
Construction Costs (Car Park)	£100,000
Fees @ a combined 8% fee rate	£40,000
VAT @20%	£108,000
Statutory Costs and Planning Fees	£8,000
Total	£796,000

An assessment of the external funding environment was carried out in order to define a fundraising strategy. The proposed strategy for the purchase of the site and capital development of the self-catering units and car parking is as follows:

Source of Funding	Amount
Site Purchase (Moyle District Council)	£140,000
Car Park Construction Costs(funded by Moyle District Council)	£100,000
Recoverable VAT @ 80%	£108,000
Rural Development Programme (RDP)	£448,000
Neighbourhood Renewal (New)	Not required but could act as a fall back funder if the RDP cannot fully fund the non-car park items
Total	£796,000

A series of income and operating cost assumptions were developed in order to test the viability of the social economy business model underpinning the preferred option and to assess it's potential to generate surpluses which could be used to support community infrastructure and service delivery in Bushmills. The following table summarises the outputs of this element of the feasibility study assessment:

Factor	Year 1 (£)	Year 2 (£)	Year 3 (£)	Year 4 (£)	Year 5 (£)
Operating Costs	6,940	6,900	8,380	8,380	8,380
Income	9,400	14,100	18,800	18,800	18,800
Surplus	2,460	7,200	10,420	10,420	10,420

At the outset of the project the Steering Group were in the position where:

- Need for investment had not been identified
- An option, never mind a viable option had not been identified
- There was no strong governance vehicle with a clear track record in the attraction of public funding, leadership of capital build projects and management of them post investment available to lead any identified option
- There was a relatively limited opportunity to secure capital funding

As a result of the process and emerging funding opportunities the Independent Appraisal Team (the Venturei Network) is confident that the key factors are in place in order to recommend that the preferred option merits Moyle District Council considering buying the site on behalf of the Bushmills community from the Policing Board. Moreover, there is a strong probability that the second phase of the project (capital investment on site to develop the preferred option) can be completed within a reasonable timeframe (up to two years) and that the project can trade in a viable manner and provide additional income for

investment in both community infrastructure and community services in Bushmills. Key rationale supporting this recommendation is as follows:

- The community consultation process underpinning this Report has confirmed a high level of community support for the local community taking a leadership role in the development of the former PSNI building and site
- Clear need has been established through the consultation processes and other previous consultation and community planning exercises to confirm both a need for additional car parking and for self-catering tourist accommodation
- The Trustees of Bushmills Trust (an important community Company Limited by Guarantee with a successful track record in the development of a social economy hostel project in the village) have agreed that they would take a leadership role on the project; this would involve applying for the capital required in order to develop the preferred option on the basis that Moyle District Council purchases the site on behalf of the community. In addition and given their prior experience in the sector they would also carry out the operational management of the preferred option
- Some of the earlier options examined by the Steering Group and its Advisors would have required capital funding in the region of £1.2 million - £2 million. It is the view of the Independent Appraisal Team that it would have been difficult to access this level of funding in a short to medium timeframe (1-2 years post site being purchased on behalf of the community). However, given that the revised project will require a budget of £600k to deliver, it is the view of the Independent Appraisal Team that funding of this quantum could/will be available through the forthcoming Rural Development Programme. In addition there may be opportunities around Council led grant awards, Social Investment Fund Tranche 2 and any reworked Neighbourhood Renewal Programme which might be transferred from DSD to the New Causeway Coast and Glens District Council post 2016
- The Steering Group and the emerging project leader, The Bushmills Trust, have the potential to access support from the Rural Support Network and the Social Economy Hubs Project. This provides additional expertise to complement that provided by the Trustees. It is the view of the Independent Appraisal Team that such support enhances the probability of successful outcomes as a result of any investment of money by the Council to purchase the site or through public funders in order to construct the preferred option

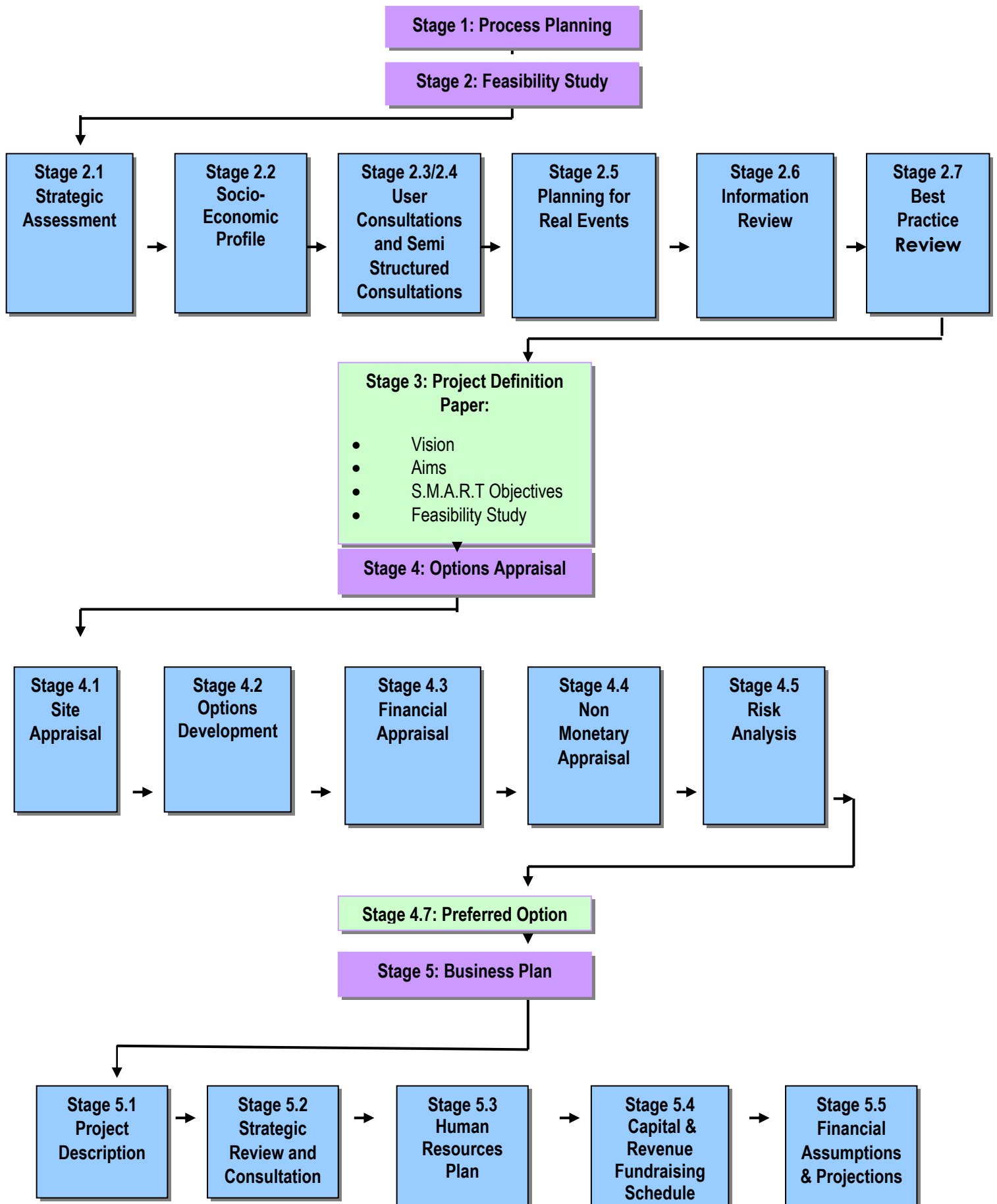
2. Feasibility Study and Business Case Process

This section of the document outlines the feasibility study and business case process developed for the Bushmills PSNI Station project. In order to ensure that a robust assessment of the viability of developing the former PSNI Station site was completed the independent appraisal team created a feasibility and business case process.

The process was designed so that:

- Participatory consultations with local residents and community groups in addition to relevant stakeholders in the project such as the Council could be undertaken
- Viable options for the development of the PSNI Station site could be identified
- A business case setting out the rationale for the project could be completed to Green Book standard

The diagram below illustrates the process that was employed:



The Independent Appraisal Team (Venturei Network and HBK Architects) undertook a series of participatory consultations between February and May 2014 in order to provide the residents of Bushmills and visitors to the area with the opportunity to outline their views on how the site should be developed. Surveys were distributed to households, business owners, schools, Churches and various community and voluntary organisations in Bushmills. Examples of the organisations consulted include the Bushmills History Group, The Bushmills Trust, Bushmills Primary School, Dunluce Parish Church, Bushmills Women's Institute, Bushmills Village Forum, and Bushmills Folklore and History Group.

A consultation event took place on the 10th May outside the Police Station in Bushmills where people had the opportunity to view potential options for developing the police station site. On the street consultations also took place at a Bushmills based Band Parade and during the consultation event on the 10th May. In addition the Venturei Network team distributed audits to community organisations in and surrounding Bushmills. Through these consultation processes 293 responses were obtained. To provide local community organisations with the opportunity to view the interior of the PSNI building HBK Architects hosted a site visit on the 24th May 2014. This helped these organisations to shape their ideas on how the site could be developed and to evaluate the viability of their ideas. It was attended by 42 people who were representing community groups from across Bushmills as well as other organisations with an interest in the area.

In order to provide local community groups and other stakeholders with the feedback obtained through the consultation process and to further develop the emerging options for the PSNI Station site an Options Development Workshop was held on the 24th July 2014 in the Bayview Hotel. The workshop was attended by 37 people who represented local community groups across Bushmills as well as statutory agencies such as the Council and the North Eastern Education and Library Board Youth Service. The Workshop was based around 3 themes: older people, youth, and arts/heritage. It was well received by participants and helped to confirm viable options for the development of the PSNI Station site.

3. Statement of Need

This section of the document sets out the need for the proposed development of the former PSNI Station in Bushmills. The viability of a project can be defined in the following ways:

- Strategic Need
- Statistical Need
- Consultation Outputs
- Mapping of Existing Facilities

Strategic Need

In order to justify the investment of public monies in a project it must fit with the aims and objectives of various government strategies. This section of the feasibility study and business case provides an analysis of how the proposed development of the former PSNI Station in Bushmills contributes to the corporate and community plans developed by Moyle District Council as well as the tourist, volunteering and rural development strategies created by the Northern Ireland Executive and its Departments and agencies.

Northern Ireland Programme for Government 2011-2015

The aim of the Programme for Government is to build a vibrant Northern Ireland economy through creating jobs, encouraging investment, and developing and maintaining the community infrastructure. It also seeks to build community relations and improve the wellbeing of the Northern Ireland people.

In order to achieve this, the Programme for Government outlines 5 priorities which will guide the decisions and investments made by the Executive, its Departments and their agencies:

Priority 1

Growing a Sustainable Economy and Investing in the Future

Priority 2

Creating Opportunities, Tackling Disadvantage and Improving Health and Wellbeing

Priority 3

Protecting Our People, the Environment and Creating Safer Communities

Priority 4

Building a Strong and Shared Community

Priority 5

Delivering High Quality and Efficient Public Services

In Priority 1 Growing a Sustainable Economy and Investing in the Future the Northern Ireland Government commits to increasing the number of people visiting Northern Ireland to 4.2 million and grow tourist revenue to £676 million by December 2014. The Northern Ireland Executive also makes a series of commitments to reduce deprivation and improve health and wellbeing in Priority 2. This includes providing £40 million to address dereliction and supporting investment in the physical regeneration of deprived areas through the Social Investment Fund, delivering a range of measures to tackle poverty and social exclusion through the Delivering Social Change delivery framework and support young people into employment by providing skills and training. In Priority 4 Building a Strong and Shared Community the Northern Ireland Government recognises the need to build a united community and improve community relations.

The development of the project will attract additional tourists to the area. This will benefit local businesses and accommodation providers. Therefore the development of this building in Bushmills will help the Northern Ireland Executive achieve its priorities in the Programme for Government; especially those in relation to Growing a Sustainable Economy.

Moyle District Council Corporate Plan 2012-2015

The Corporate Plan sets out the strategic direction of Moyle District Council over the 2012-2015 timeframe. It contains a number of aims that the Council seeks to achieve which will benefit local people and businesses as well as visitors to the area. The Corporate Plan outlines the approaches that Moyle District Council will take to ensure that the area contains adequate facilities that meets the needs of the community.

The Council's mission is to:

"maintain and improve the well-being of the people of Moyle"

This vision will be achieved through 4 themes:

- Representing the People of Moyle
- Pride in Our Area
- Building Strong Communities
- Working Well as a Council

Under the theme of Representing the People of Moyle, the Council commits to lobbying the Northern Ireland Executive and its departments and agencies to ensure that the residents of the District receive the necessary support to tackle social, economic, environmental and health issues such as infrastructure deficiencies, lack of available transport, fuel poverty, unemployment, crime, pollution and rural isolation. The Council also seeks to develop Moyle's infrastructure to facilitate economic development across the region. Another aim of the Council under this theme is to promote the development of partnership working particularly among community and voluntary groups. It also commits to continue existing partnership working that has been developed through initiatives such as Interreg, NE Region Rural Development and PEACE III as well as actively work in partnership with local

community, voluntary and interagency groups. Finally Moyle Council will continue its work in identifying and obtaining funding that will benefit various projects within the District.

Within the Pride in Our Area theme the Council will improve the physical environment of the District, develop the economy of the District through tourism, agriculture, construction and supporting business development, and strive to improve or provide facilities which meet the needs and priorities of the community. It also will encourage and support the sustainability and development of rural areas and the regeneration of rural villages, deliver on recreation, sports and leisure provision, encourage and support arts and cultural provision and encourage bio-diversity and sustainability under this theme. To “Build Stronger Communities” across Moyle District the Council will increase the number of community engagement and community consultation events being held throughout the region in order to better understand local resident’s needs, encourage best practice both internally and externally in the areas of equality and good relations, develop local capacity to implement village plans, deliver the community support plan with special emphasis on those areas most in need, implement anti-poverty initiatives, and improve the delivery of community services.

The final theme of the Corporate Plan is Working Well as a Council. Under this theme Moyle Council commits to maintaining good governance, providing local rate payers with value for money, providing capacity building for Councillors and staff, managing performance through target setting for services, focusing on the customer and good customer care, and increasing the promotion of services and facilities. The development of the former PSNI Station in Bushmills will rejuvenate the centre of the village. It will also prevent the building and the surrounding area from becoming derelict and falling into disrepair. Not only will the development of the site enhance the infrastructure of the village it will give individuals and groups the chance to deliver events and activities that will promote partnership working between statutory and community organisations as well as reduce social isolation particularly among older members of the community. These events and activities on the site will also increase people’s skills and abilities and their understanding of topics such as local arts and culture. With the key themes of the Council’s Corporate Plan being enhancing community infrastructure and building stronger communities the development of the former PSNI Station will be central to achieving these themes.

Moyle District Council Community Support Plan 2013-2014

One of the key responsibilities of Moyle District Council is to ensure that the people living in the area have access to a range of high quality services which meet their needs. To help it fulfil its responsibilities in this area the Council developed a Community Support Plan for the 2013-2014 period. The Community Support Plan sets out the actions the Council will take to ensure that the services it provides through facilities such as community centres continue to be adequate and relevant to the needs of local residents. The Plan also establishes how it address deficiencies in community infrastructure as well as the support it will provide to develop the capacity of community and voluntary groups to organise community events and activities.

The main themes of the Community Support Plan for 2013-2014 are:

- Guidance and Support to Community Groups
- Community Support Grants
- Provision of Community Centres
- Public Advice Provision
- Partnership Working to Promote Community Development

To ensure that local community groups within the Moyle District receive the support they require the Council will provide guidance to at least six existing community groups to develop projects and secure funding for them. It will also support at least two community groups to take forward Village Renewal projects from Village Plans developed through the area and develop a training and mentoring programme to increase group capacity and assist at least three community groups in the development of capital projects. Within the theme of community support grants the Council will implement a series of initiatives to ensure that community groups are aware of and have the capacity to apply for Council grants. It will also ensure that its grant provision is where possible meeting the funding needs of community and voluntary groups. The Council will undertake the following activities to ensure that the District has adequate community centre provision. This includes constructing community centres that can be used by the local community in Bushmills and Mosside as well as Ballycastle, promoting a programme of activities in the community centres and working with local groups to provide activities in the community centres.

Under the theme of Public Advice Provision theme Moyle District Council commits to providing accessible local generalist advice to the general public through a range of methods including drop in, appointment systems, telephone and e-support. Finally the Council seeks to work pro-actively to benefit community development through inter-agency forums with community groups and partnerships as well as with statutory and voluntary agencies. The proposed project involves a number of community groups that are seeking to develop the former PSNI Station in Bushmills. The development of the project will help develop capacity in the community and develop partnership working with statutory and voluntary agencies. Through the involvement of the community and voluntary sector in Bushmills as well as statutory agencies such as Moyle District Council and the Northern Ireland Policing Board the project will help to foster closer relationships between these organisations which is a key aim of the Community Support Plan.

Department of Enterprise Trade and Investment – A Draft Tourism Strategy for Northern Ireland to 2020

This Strategy outlines the actions the Department of Enterprise Trade and Investment will take to increase the contribution tourism makes to the Northern Ireland economy. The vision of this tourism strategy is to:

“Create the new Northern Ireland experience and get it on everyone’s destination wish list”

In order to achieve this vision the Strategy sets a number of targets such as increasing the number of visitors from 3.2 million to 4.5 million by 2020, increasing earnings from tourism from £536 million to £1 billion in 2020, enhancing the amount of money spent by visitors, targeting specific markets and market segments, and supporting indigenous high quality businesses to grow. These targets will be fulfilled through actions which have been grouped under 4 themes: People, Product and Places, Promotion, and Partnership.

Under the People theme the following actions will be taken:

- Inspire the people of Northern Ireland to discover and share stories with visitors
- Encourage the tourism industry to use storytelling in their marketing (Former PSNI station has marketing and story potential if properly handled – particularly overseas market)
- Create an environment that encourages entrepreneurs and developers

The actions defined for the Product and Places theme include:

- Make it easy for the visitor to get to and get around Northern Ireland
- Create more opportunities for visitors to spend money
- Invest in infrastructure to support development opportunities
- Develop year round events to extend the season
- Enhance the visitor experience through promoting food, drink and local products
- Encourage a suitable range and quality of accommodation provision

For the Promotion theme the actions that will be implemented include:

- Identify the visitor of the future and their needs
- Grow income from visitors through targeted marketing
- Use events to grow out of season business and bring new visitors to Northern Ireland

Within the theme of Partnership the Strategy aims to:

- Develop an approach for working collaboratively with the public and private sector in key tourism areas
- Invite the tourism industry in Northern Ireland to take a leadership role

Bushmills and the North East coast of Northern Ireland contain a number of world renowned attractions such as the Giants Causeway and the Bushmills Distillery which are visited by thousands of tourists every year. The potential development of self-catering units will enhance the tourist offer in Bushmills. It will also draw tourists down into the centre of the village which will provide additional revenue generating opportunities for businesses around the site. This will help the Department to fulfil its vision for tourism in Northern Ireland.

Northern Ireland Tourist Board Corporate Plan 2011-2015

The Northern Ireland Tourist Board Corporate Plan sets out the goals the organisation will seek to achieve with regard to tourism between 2011 and 2015. It was developed to complement the Department of Enterprise Trade and Investment's Draft Tourism Strategy for Northern Ireland. The overall purpose of the Corporate Plan is to increase the number of people visiting Northern Ireland, enhance the visitor experience, and increase expenditure by tourists. To achieve this, the Northern Ireland Tourist Board has developed a five point plan under the following themes:

- Unlocking the potential
- Building the tourism product
- Developing a quality visitor experience
- Promoting the destination
- Being an excellent organisation

To "Unlock the potential" the Northern Ireland Tourist Board commits to raising awareness of the contribution tourism makes to the economy. They will do this through building partnerships with relevant organisations, identifying consumer trends that are shaping the tourism industry, gathering best practice from tourism enterprises internationally, and identifying issues that impede the growth and competitiveness of the tourism industry. The Northern Ireland Tourist Board recognises the need to develop attractions that will appeal to an international audience. Therefore under the theme of "Building the tourist product" the organisation will support the funding of tourism projects that will encourage people to visit Northern Ireland from multiple countries worldwide. In order to increase the number of tourists visiting Northern Ireland their stay must be enjoyable. This is acknowledged by the Northern Ireland Tourist Board through its "Developing a quality visitor experience" theme. Within this theme the Northern Ireland Tourist Board will support the industry to deliver great events and to more fully develop the visitor experience.

The fourth theme of the Northern Ireland Tourist Board's Corporate Plan is "Promoting the destination". To ensure fulfilment of this theme the organisation will develop a number of marketing messages to highlight the tourist attractions that Northern Ireland has to offer across a range of traditional and digital media platforms in the United Kingdom, Ireland, and globally. "Being an excellent organisation" is the final theme of the Corporate Plan and involves making sure that the needs of the visitor are at the heart of everything the Northern Ireland Tourist Board does. The proposed development of the former PSNI Station in Bushmills has the potential to develop additional bed space that will appeal to both domestic and international tourists. With the project involving a number of community groups it will provide the opportunity for the Northern Ireland Tourist Board to develop closer relations with these groups. It will also be able to enhance their knowledge on how to develop a high quality tourism product in the area. The development of further tourist destinations in Northern Ireland and enhancing the capacity and ability of community organisations to put on appealing events and activities is what the Tourist Board seeks to achieve through its Corporate Plan.

Department for Social Development – Join In, Get Involved Build a Better Future: A Volunteering Strategy and Action Plan for Northern Ireland

Volunteering plays a major role in society. It not only helps people to develop new skills and build new networks but it ensures that a variety of activities and services are provided every day which benefit communities throughout the island. In recognition of this the Department for Social Development created a volunteering strategy to encourage people to volunteer in their local communities, make volunteering more accessible to people across Ireland, and to ensure that people continue to have positive experiences through volunteering.

The 5 key objectives of the Volunteering Strategy are:

1. Recognising the Value and Promoting the Benefits
2. Enhancing Accessibility and Diversity
3. Improving the Experience
4. Supporting and Strengthening the Infrastructure
5. Delivering the Strategy

The Strategy recognises that volunteers help to deliver youth activities, sports events, faith based activities, arts festivals, social housing and many other services and activities that make a positive contribution to local communities. To fulfil the first objective the strategy aims to increase people's awareness of the benefits that volunteering brings to society, put in place measures to recruit more volunteers throughout Northern Ireland, measure the impact that volunteering has on volunteers, individuals, organisations and society, and to ensure that people are not impeded by legislation or Government policy from helping to carry out activities on a voluntary basis. There is also a recognition in the Strategy that volunteering should be open to everyone regardless of their age, religion or ethnicity. A diverse mix of volunteers can help to improve community relations in Northern Ireland. In order to enhance accessibility and diversity the Strategy commits to ensuring that everyone has an opportunity to volunteer and that volunteering is representative of the diversity of the community.

The experience that people gain through volunteering is important in ensuring that they continue to volunteer and encourage others to carry out voluntary activities. To ensure that objective three is achieved the Strategy will improve volunteer management practice, increase the number and quality of volunteering opportunities, encourage and support the development of skills by volunteers, and extend volunteering in the public sector. The Department recognises that there must be the appropriate infrastructure in place to support volunteers so that the benefits volunteering brings to society can be fully realised. In the strategy they commit to ensuring that volunteers have access to the appropriate infrastructure to meet their needs. The proposed development of the former PSNI Station in Bushmills will provide additional volunteering opportunities for local residents as they become involved in social economy activity thus increasing the capacity and skills base of volunteers. The increase in volunteering opportunities will also enhance people's awareness of the benefits of volunteering and as a consequence increase the number of volunteers in the area.

Department of Agriculture and Rural Development – Rural Development Programme 2007-2013

The Rural Development Programme was developed to protect the environment, support the growth of sustainable rural enterprises, improve the quality of life for people living in the countryside and rejuvenate the rural community infrastructure throughout Northern Ireland between 2007 and 2013. The Department of Agriculture and Rural Development is responsible for the management and implementation of the Rural Development Programme.

There are 3 elements to the Rural Development Programme:

- Improving competitiveness of the Agriculture and Forestry Sector
- Environment
- Quality of life in Rural Areas and Diversification of the Rural Economy

In order to improve the quality of life in rural areas and increase the diversification of the rural economy the Rural Development Programme will provide support to rural enterprises that will create employment opportunities for the rural population. The Programme also provides support to individuals who would like to establish a business in a non-agricultural sector. There is a recognition by DARD that there are a number of rural communities in Northern Ireland do not have access to adequate services. In response the Rural Development Programme will provide support to enhance rural services that deliver cultural and leisure activities. Projects that involve the construction of small scale infrastructure in the rural community are eligible for assistance through the Rural Development Programme. While the Programme is currently closed DARD is working on developing a new Rural Development Programme that will run between 2014 and 2020. In the upcoming rural development programme there will be an emphasis on increasing the number of basic services available in rural areas. The proposed project will increase people's access to services in Bushmills and its surrounding area through the development of a project which is community owned and generates additional funds in Bushmills which can be used to support community infrastructure and services in the village.

Office of the First Minister and Deputy First Minister – Lifetime Opportunities

Lifetime Opportunities is the Northern Ireland government's anti-poverty and social inclusion strategy. It outlines the actions to be taken by the government departments to eliminate poverty and social exclusion in Northern Ireland by 2020. It has a number of objectives:

- To allow all children and young people to experience a happy and fulfilling childhood while equipping them with the education, skills and experience to achieve their potential to be citizens of tomorrow
- To ensure that everyone has the opportunity to fully participate in economic, social and cultural life

- To ensure older people are valued and respected, remain independent, participate as active citizens and enjoy a good quality of life in a safe and shared community

The project will bring former PSNI station into productive use. In community ownership the surplus generated can be used to fund additional services in Bushmills supporting the members of the community to experience a good quality of life in a safe and shared community.

The following table identifies how the proposed development of the PSNI in Bushmills contributes to the corporate, economic development, tourism, rural development, and volunteering plans and strategies developed at a Council, Departmental and Northern Ireland Executive level:

Strategy	Key Themes, Aims and Objectives	How the development of the PSNI Station site in Bushmills will contribute
Northern Ireland Programme for Government 2011-2015	<p>There are 5 priorities in the Programme for Government:</p> <ul style="list-style-type: none"> • Growing a Sustainable Economy and Investing in the Future • Creating Opportunities, Tackling Disadvantage and Improving Health and Wellbeing • Protecting Our People, the Environment and Creating Safer Communities • Building a Strong and Shared Community • Delivering High Quality and Efficient Public Services 	<ul style="list-style-type: none"> • Prevent the PSNI Station site in Bushmills from becoming unused and derelict • Development of additional facilities in Bushmills which will rejuvenate the area • Encourage domestic and international tourists to visit Bushmills thereby bringing additional revenue generating opportunities for local businesses
Moyle District Council Corporate Plan 2012-2015	<p>There are 4 themes to the Corporate Plan:</p> <ul style="list-style-type: none"> • Representing the People of Moyle • Pride in Our Area • Building Strong Communities • Working Well as a Council 	<ul style="list-style-type: none"> • The project will enhance the community infrastructure available in Bushmills • Enable local people and tourists to gain an insight into Bushmills' culture and heritage
Moyle District Council Community Support Plan 2013-2014	<p>The following themes form part of the Community Support Plan:</p> <ul style="list-style-type: none"> • Guidance and Support to Community Groups • Community Support Grants • Provision of Community Centres • Public Advice Provision • Partnership Working to Promote 	<ul style="list-style-type: none"> • Brings together a number of community groups in Bushmills which will enhance their capacity to manage the delivery of local projects • The development of the site will generate local funds which can lead to additional services and facilities being made available to local residents and community groups in the

	Community Development	<p>area</p> <ul style="list-style-type: none"> • The project will help to develop working relationships between community organisations and statutory agencies such as the Council
Department of Enterprise Trade and Investment – A Draft Tourism Strategy for Northern Ireland to 2020	<p>There are 4 themes to the Tourist Strategy:</p> <ul style="list-style-type: none"> • People • Product and Places • Promotion • Partnership 	<ul style="list-style-type: none"> • Brings additional tourists into the centre of the village
Northern Ireland Tourist Board Corporate Plan 2011-2015	<p>There are 5 themes to the Corporate Plan:</p> <ul style="list-style-type: none"> • Unlocking the potential • Building the tourism product • Developing a quality visitor experience • Promoting the destination • Being an excellent organisation 	<ul style="list-style-type: none"> • Complements existing tourist attractions in Bushmills • Develop facilities which will enhance the visitor experience in Bushmills • Provides opportunity for local community groups to establish a partnership with the Tourist Board
DSD – Join In, Get Involved Build a Better Future: A Volunteering Strategy and Action Plan for Northern Ireland	<p>The 5 key objectives of the Volunteering Strategy are:</p> <ul style="list-style-type: none"> • Recognising the Value and Promoting the Benefits • Enhancing Accessibility and Diversity • Improving the Experience • Supporting and Strengthening the Infrastructure • Delivering the Strategy 	<ul style="list-style-type: none"> • Increases the number of volunteering opportunities in Bushmills • Enhances the awareness of the benefits of volunteering in your local community • Provides additional facilities for volunteering training and skills development
DARD – Rural Development Programme 2007-2013	<p>There are 3 elements to the Rural Development Programme:</p> <ul style="list-style-type: none"> • Improving competitiveness of the 	<ul style="list-style-type: none"> • The project will increase people's access to services in the rural village of Bushmills via the funding of services from surpluses

	<p>Agriculture and Forestry Sector</p> <ul style="list-style-type: none"> • Environment • Quality of life in Rural Areas and Diversification of the Rural Economy 	<p>generated by the project</p> <ul style="list-style-type: none"> • Will attract additional visitors to the area helping to revitalise the rural economy in the North East
OFMDFM – Lifetime Opportunities	<p>The main objective of the strategy is:</p> <ul style="list-style-type: none"> • To ensure that everyone has the opportunity to fully participate in economic, social and cultural life 	<ul style="list-style-type: none"> • The surpluses can provide services which can be accessed by all members of the community

Bushmills Village Plan

One of the key objectives in the Village Plan for Bushmills is to improve the facilities and visual environment of the village in order to enhance the quality of life for local residents and to make the area a more attractive place to visit. In particular the Plan seeks the refurbishment of derelict buildings in Bushmills, the introduction of suitable trafficking calming measures and the development of further car parking in suitable areas across the village. The consultations which formed the basis of the Village Plan recognised the need to develop a greater understanding of the culture and heritage of Bushmills. Therefore the Village Plan recommends that support be provided to existing cultural and heritage based events and activities, initiatives be put in place to promote local history and cultural expression, and the development of a museum focusing on Ulster Scots culture.

Another key objective of the Village Plan is to improve the services for children, young people and older people living in Bushmills and its surrounding area. It believes that this should be achieved through encouraging young people to have their say, providing more support to community organisations and people who wish to volunteer, and creating and holding activities for all groups living in the area. Finally the Village Plan recognises the importance of job creation, investment and tourism to the success of Bushmills. To ensure that this remains a priority the Village Plans seeks to increase the provision of further education classes for adults in the area, enhance the training advice and guidance provided to school leavers and unemployed people, secure support for businesses to establish a presence and remain in Bushmills and improve the marketing and promotion of the village through noticeboards, maps, leaflets and interpretative panels.

Statistical Need

When a project involves the spending of public monies it is important that it is being invested in an area where existing statistical data confirms that some/many of the citizens and households might experience deprivation or poor access to services and facilities. An analysis of the NINIS data for the Ballylough and Bushmills Super Output Area is outlined below:

Population Profile

The population statistics for the Ballylough and Bushmills Super Output Area confirm the following:

- The resident population of the area recorded at the 2011 Census was 1,781
- 51.88% of the people living in Ballylough and Bushmills are female while 48.12% are male
- 20.55% of residents are under 16 years of age which is similar to the Northern Ireland average (20.95%)
- There is a higher concentration of people living in Ballylough and Bushmills aged 65 and over (21.28%) compared to Northern Ireland as a whole (14.56%)

- The majority of the population living in the area is Protestant (91.07%)

It is clear from the population statistics above that the Bushmills area has a large proportion of both young and old people living in it. As a result there will be a strong demand for services among these sections of the population. The proposed development of the former PSNI Station as a social economy project has the potential to generate additional earned revenues to support services for younger and other citizens in the area.

Health and Education

The health and education statistics for the Ballylough and Bushmills Super Output Area reveal the following:

- There are slightly fewer people with good health in Ballylough and Bushmills (77.54%) compared to the Moyle District (79.24%) and Northern Ireland as a whole (79.51%)
- 54.70% of the people living in the area have no or low qualifications which is significantly higher than the Moyle District (43.25%) and the Northern Ireland average (40.63%)

The use of a social economy business model will help create locally earned income which can be used to resource, in full or in part, health and education interventions

This will help to bring the health and the educational achievement of the people living in the area in line with the Moyle District Council.

Poverty and Economic Activity

The poverty and economic activity statistics for the Ballylough and Bushmills Super Output Area confirm that:

- There are more households in relative poverty in Ballylough and Bushmills (36.0%) compared to the Moyle District (32.5%) and Northern Ireland (30.2%)
- Economic activity is lower in Ballylough and Bushmills (60.55%) compared to the Moyle District (63.33%) and the Northern Ireland average (66.22%)

The development of the former PSNI Station/site in Bushmills will help to present the village in a more aesthetically pleasing manner helping to attract visitors and by extension increasing spend in the local economy. The development of accommodation facilities (one of the proposed options) will create local spend in addition to any part time employment relating to the management and servicing of the facility.

Deprivation

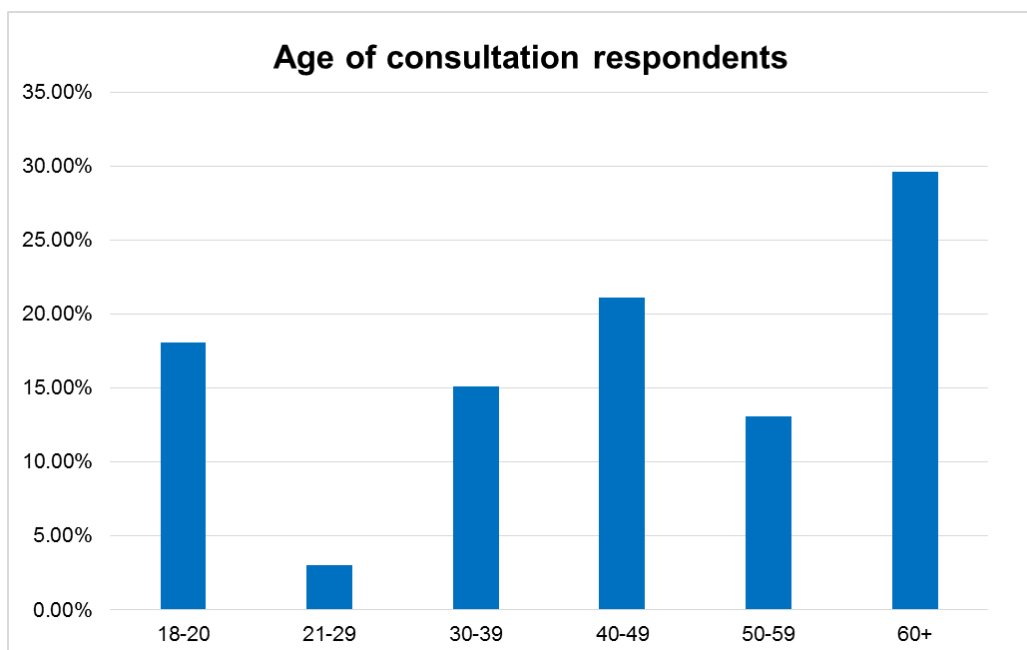
The Ballylough and Bushmills Super Output Area is ranked 215 out of 890 in terms of multiple deprivation. This indicates that the area is suffering from deprivation across several measures. The rankings for the area against other measures is outlined in the table below:

NIMDM Measure	Ballylough and Bushmills Super Output Area Ranking
Income	188
Employment	214
Health and Disability	427
Education and Training	142
Proximity to Services	198
Crime and Disorder	382
Living Environment	575

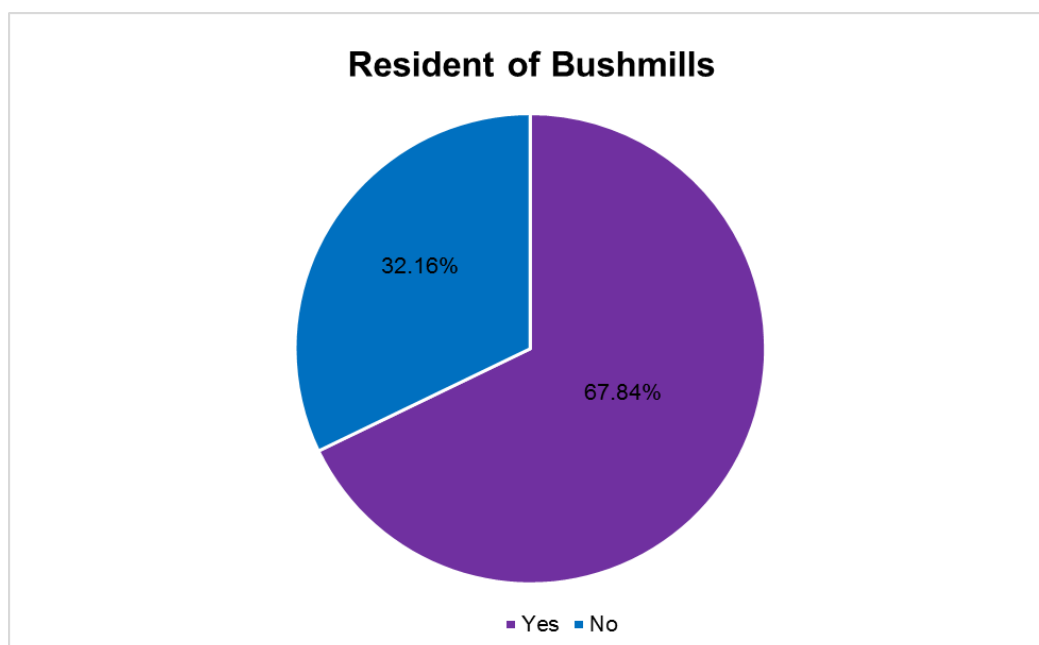
The table reveals that the area is ranked in the top 20% for education and training deprivation. It also has low rankings for income, proximity to services and employment deprivation. The proposed development of the former PSNI Station in Bushmills will increase the range of facilities available in the area. The development of a social economy project, led by the community, on the former PSNI site will generate some additional earning in the local economy combined with some part time income. This will, in part, address the relatively high levels of local economic deprivation.

Consultation Outputs

The findings from the consultations undertaken with local residents and groups in Bushmills is outlined in this section of the document. It provides an analysis of the people who were consulted on the former PSNI Station in Bushmills, the types of services/facilities that are not readily accessible in the village and how the site should and should not be developed.

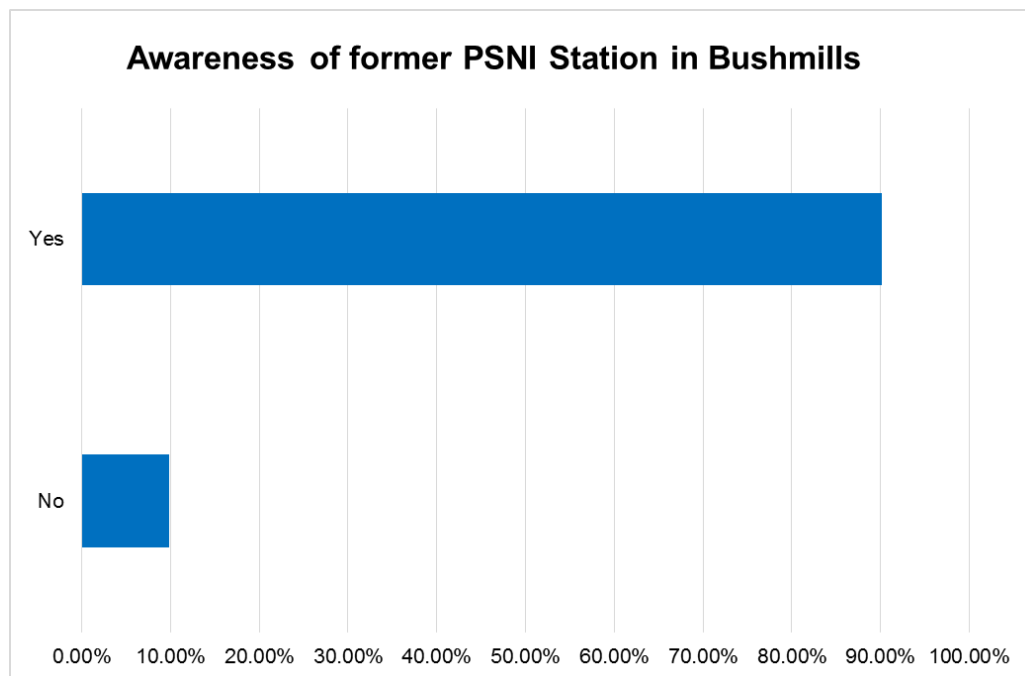


As the graph above illustrates a variety of age categories was consulted on the former PSNI Station in Bushmills. However a large proportion of consultation respondents were aged over 60 (29.65%). A notable number of respondents were also aged 40-49 (21.11%) and 18-20 (18.09%). It was important that older people were consulted on the site as according to the 2011 Census over 20% of the population living in Bushmills and its surrounding areas fall into this age category.



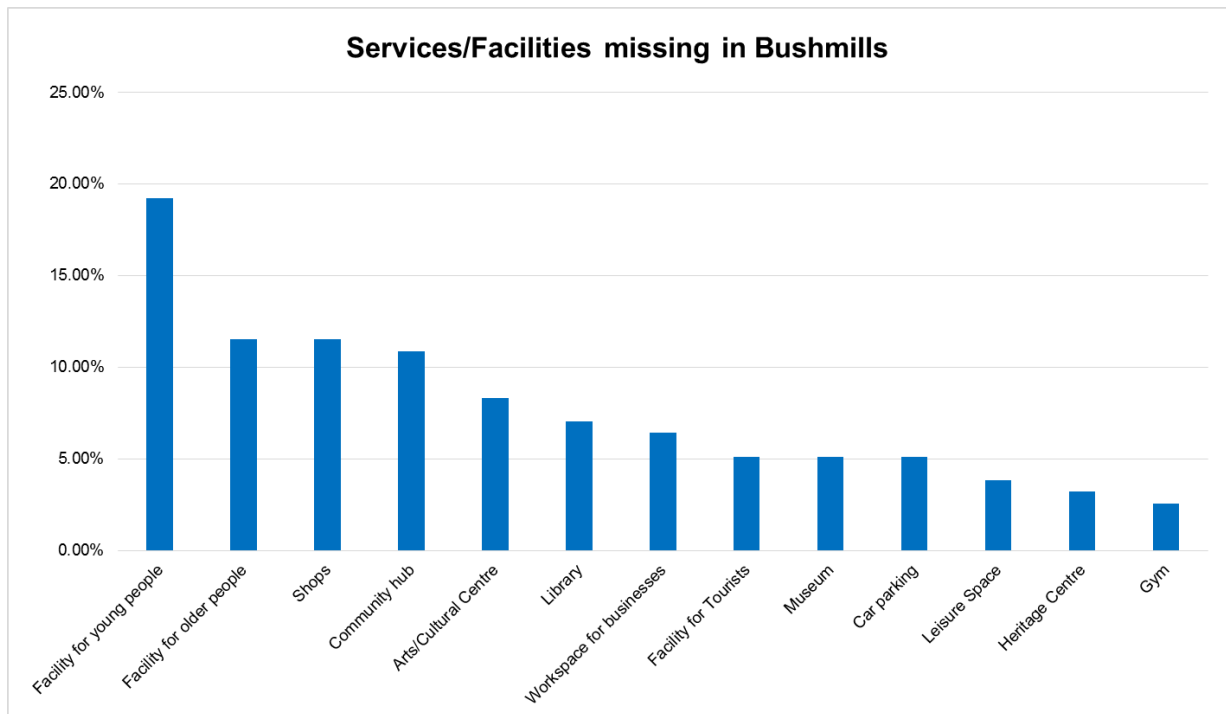
In order to ensure a robust consultation process it was important that local residents had the opportunity to express their views on how the site should be developed. This was

achieved as the majority of the people who were consulted on the former PSNI Station lived in Bushmills and its surrounding area (67.84%). The remaining participants in the consultation process were tourists who were visiting Bushmills as part of their holiday and visitors who were attending events and activities being held in the village.

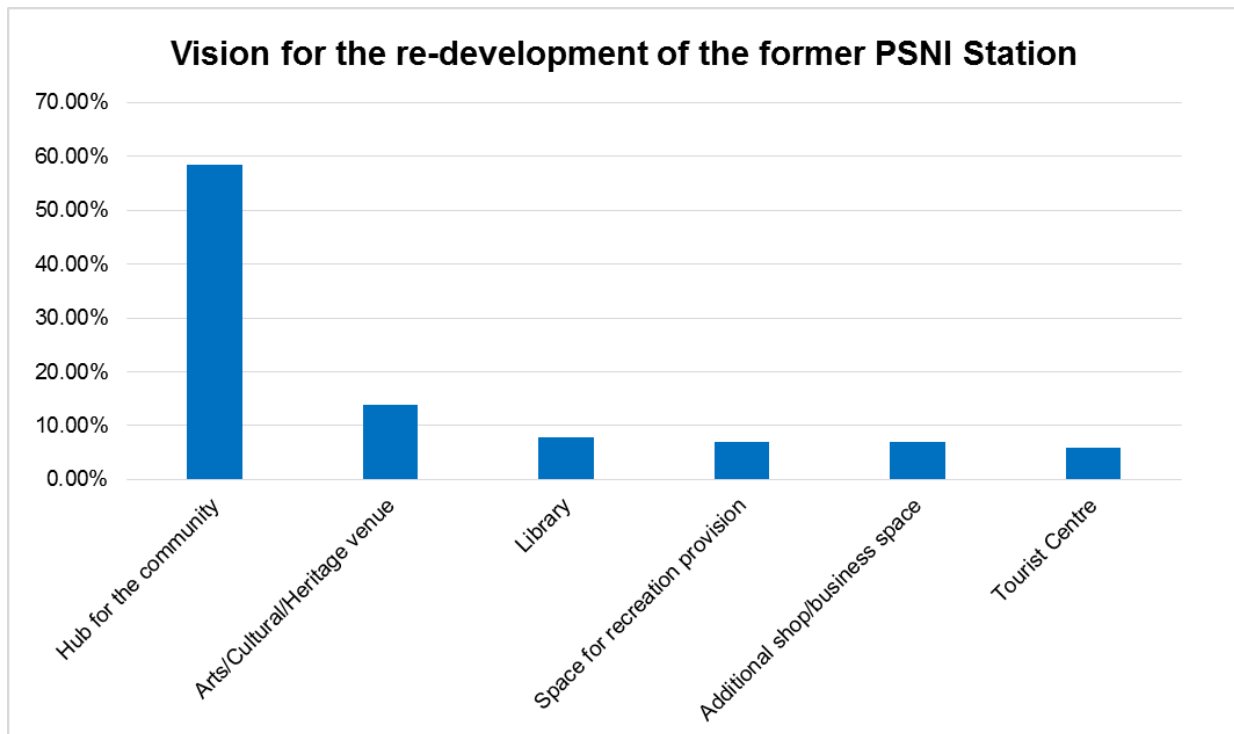


Over 90% of respondents indicated that they were aware of the former PSNI Station in Bushmills. This was to be expected given that 67.84% of people involved in the consultation process lived in the Bushmills area. As the former police station is located on the main street in the village it is also likely to be recognised by visitors and tourists to the area. With a high level of awareness of the Station it will help the Steering Group to promote any development of the building and surrounding site. Anecdotally there was a very high level of support for the development of the site. Key feedback from respondents to the survey which were supportive of a community led redevelopment of the site included:

- it is important to redevelop the site to arrest the increasing levels of dereliction and gap sites/vacant premises on the main street
- the project should seek to attract visitors into the village who might spend money in local shops or on local services
- the project could create some jobs
- the project might enhance car parking and improve the ability of Bushmills to retain people in the Village Centre

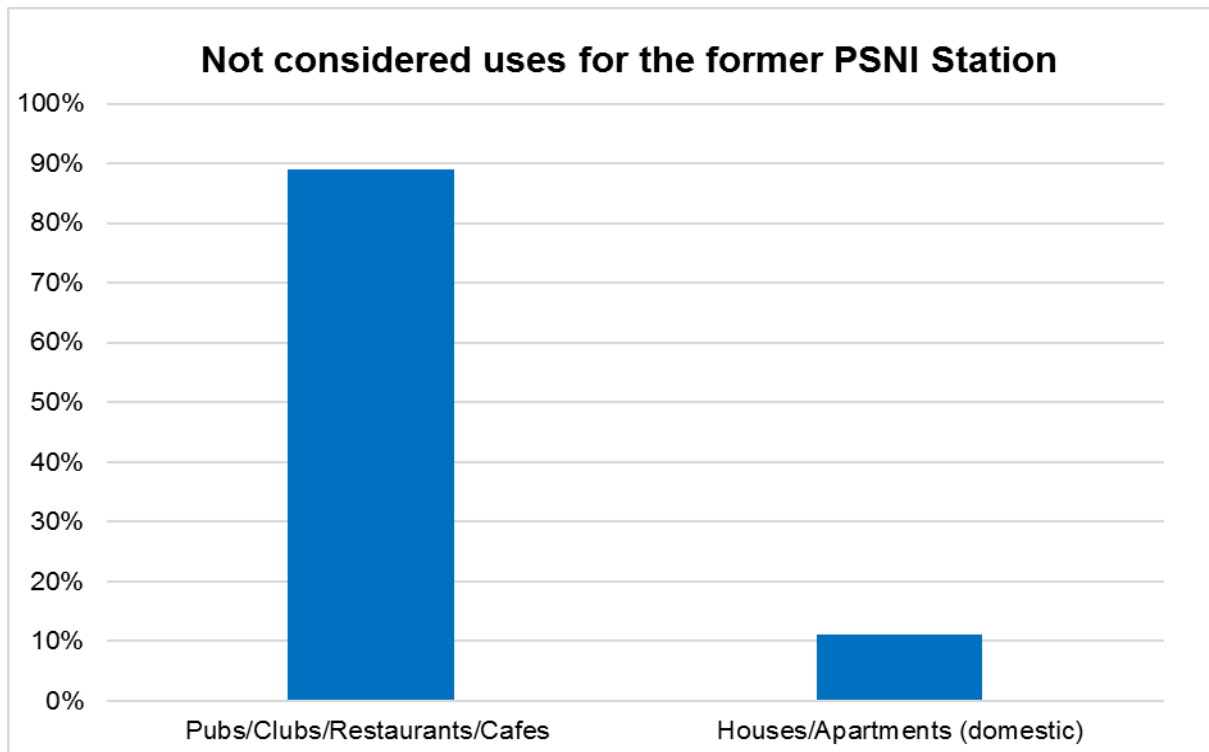


Consultation respondents indicated that there were a number of services/facilities which were unavailable in Bushmills. The most commonly stated response was that there is no dedicated facility for young people in the village (19.23%). The people who were involved in the consultation process also indicated that there was no adequate place to hold events and activities for older residents of Bushmills (11.54%). Another popular response was that Bushmills does not have a good range of shops (11.54%). As a result it does not encourage people to visit the centre of the village. It was also recognised by consultation respondents that there is no space that could be used by the whole community or a venue to hold community events and activities in Bushmills (10.89%). Other notable services/facilities identified by respondents include a Centre where people could view arts and cultural based exhibitions (8.33%), a library (7.05%), units for start-up, pop-up and established businesses (6.41%) and a facility that could inform tourists of the various attractions in Bushmills and its surrounding area (5.13%).

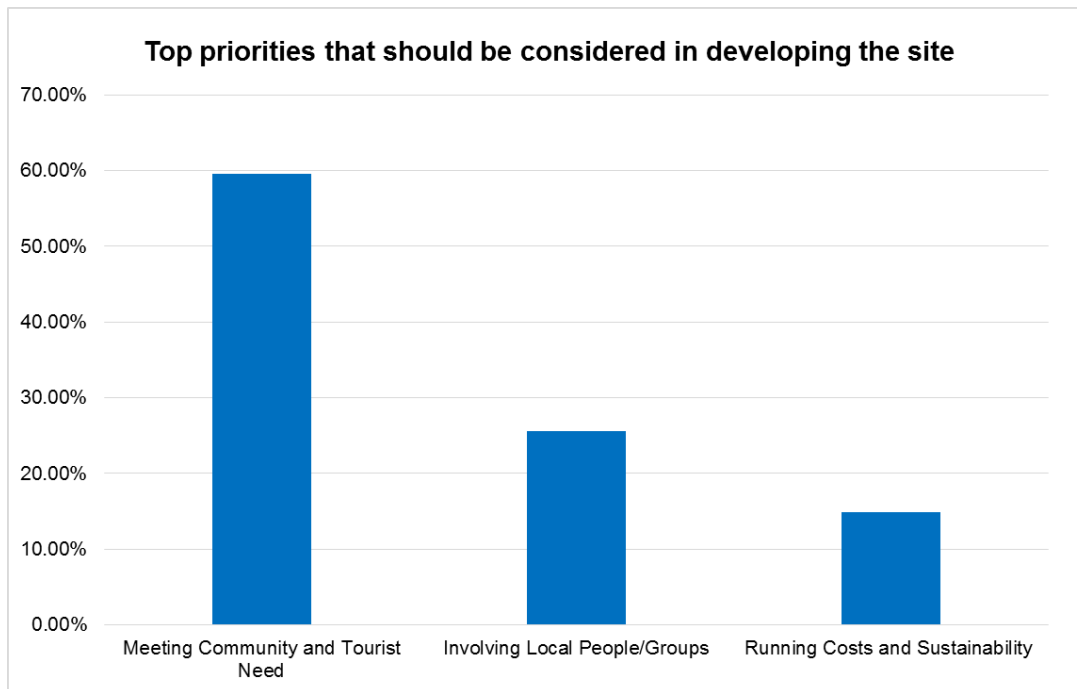


The graph above sets out the vision that consultation respondents have for the former PSNI Station in Bushmills. The most popular vision for the site is the development of a community hub (58.42%). Feedback from consultation respondents indicated that the hub would have a variety of functions. It would contain rooms where organisations could hold classes for local residents to access training and learn new skills. These rooms could also be used by local community and voluntary groups to meet on a regular basis. The hub could also act as a venue to hold various recreational and leisure activities that would engage the whole community. In particular the hub could provide space to enable young people to meet in a pleasant environment. The hub could also offer services for older people thereby reducing feelings of isolation among this section of the population.

The second most popular vision for the site is a Centre dedicated to arts, culture and heritage (13.86%). Consultation respondents stated that Bushmills has a significant cultural and heritage history. This could be further exploited if the building was used to showcase this through events and exhibitions. It was also recognised that the building could be used to hold arts exhibitions which would help draw additional visitors to the village. Another suggestion by respondents was that part of the building be used as a library (7.92%). Despite the library recently closing, consultation respondents believe that there is a demand for library services in Bushmills. Other potential development options suggested by consultation respondents include using the building to hold various recreational services, constructing additional shop/business units on the site and transforming the building into a tourist centre which would provide information about the various attractions and destinations in Bushmills and its surrounding area.



In addition to asking people for their suggestions on how the former PSNI Station in Bushmills should be developed they were also given the opportunity to state how the site should not be used. The majority of respondents stated that they did not want to see the building transformed into a hospitality facility such as a pub, restaurant or café (89%). The remaining respondents indicated that the site should not be used to build domestic houses or apartments (11%). Participants during the consultation process also indicated that any development of the site should be undertaken by either the Council or community organisations and not by the private sector.



Consultation respondents were asked to indicate the top priorities that should be considered by the Steering Group in the development of the former PSNI Station in Bushmills. Almost 60% (59.60%) of consultation respondents stated that any proposed development of the site should meet the needs of the local community as well as tourists visiting Bushmills. They also believed that local people and groups should be involved in the development of the Station and the management of the site once it has been developed (25.53%). The other main priority indicated by consultation respondents was the costs associated with running events and activities on the site and the sustainability of the project over the long-term (14.89%).

Consultations with Estate Agents

To assess the viability of the option of developing houses on the PSNI Station site Venturei Network and HBK Architects carried out a series of consultations with estate agents in the North Coast Region. This section of the progress report outlines the findings from these consultations.

The following estate agents were consulted during this process:

- Lindsay Shanks Bushmills
- Armstrong Gordon Portstewart
- Fletcher Torrens Portrush
- McAfee Properties and Mortgages Coleraine
- Dalzell Estate Agents Portrush
- Daniel Henry Coleraine

Holiday Home Market

When asked about the holiday home property market in Bushmills and the North Coast the estate agents stated that they receive a consist flow of enquiries about these types of homes not only from individuals and families living in Northern Ireland but from people living in the Republic of Ireland, the U.K., Europe and North America. The also stated that the sale and rental of these types of properties has been increasing in the area over the last 5 years. However the sale or rental of a holiday home is very much dependant on the location, scenery, price and the quality and finish of the building. The estate agents believed that there will be a continued demand for holiday homes particularly with events such as the Open Golf Championship coming to the area and that there is sufficient demand for additional homes to be built. They also believed that there is potential to develop a few holiday homes in Bushmills if they meet the specifications set out above.

Private Home Market

The current market for the sale of private homes in the Bushmills area is inconsistent. While the number of enquiries and sales has increased since the downturn in the housing market in 2008 a sustained period of growth has yet to materialise. The majority of people who are buying houses in the area are from outside of the Bushmills catchment. According to the estate agents domestic demand for purchasing houses remains weak. However the British Government's Help to Buy Scheme has attracted some first time buyers. In contrast the market for renting homes in the area is robust which is consistent with the rest of Northern Ireland.

Commercial Property Market

The commercial property market in Bushmills and the North Coast Region has continued to be difficult since the onset of the recession in 2008. It was stated by the estate agents that a number of retail units in the Bushmills village have laid vacant for a long period of time and have been unable to sell or be rented out. This is likely to continue into the near future as few enquires have been received on these buildings. Therefore there is a surplus of retail space available in the area. According to the estate agents consulted there has also been little demand for other types of commercial properties such as offices and business units as they have received few enquires relating to these types of buildings.

Mapping of Existing Facilities

In order to ascertain the viability of developing additional space on the PSNI Station site Venturei Network and HBK Architects carried out an audit of the current facilities in Bushmills and its surrounding area. The table below outlines the facilities that are currently available, who owns and manages them their features and costs:

Name of Facility	Ownership and Management	Features in the facility, size and the types of activities it is used for	When is it open and Cost to Hire	Any proposed development of the facility or any restrictions to using it
Community Room Village hall	Moyle Council	Size: 5m X 5m 1 large hall can be divided WI can use it for talks and craft evenings Beetle drive/area meetings Eight groups got together to hold flower exhibitions Room for 30 people	Available at anytime £3.50 per hour	Located outside of Bushmills area
Education Centre (used by W.I.)	Education Board?	Room which was used for rock climbing etc.	Annual bill £4 an hour	Room not really suitable for W.I uses Children were using facility so unable to use for obvious reasons Extra security needed Parking facilities poor
Community Centre (used by W.I.)	Moyle Council	1 Sports hall 1 Office Sized Room Kitchen Toilets Secure outdoor space	Subject to availability £20 per session	Too big for W.I. Not available 4 mornings a week Used by toddler/ parent group
Bushmills Primary School (old library) used by Sure Start	Education and Library Board?	Old library room and toilets can be used because we don't go into school. Have the use of playground also when school children are in class	Annual rent approximately £2,500	Sure Start do not have a written lease and could lose the use of this facility at any time if the school needs to use the space. We also have to walk quite a distance

				from our main facility to use it
Community House	Housing Executive	Standard ex Housing Executive house redesigned to accommodate drop in centre/office and also contains toilets and side garden. Used for residents meetings and to hold events on social and health issues	"Peppercorn rent"	None
Dalriada Rural Sure Start	Privately owned (leased by Sure Start)	2 "Programme Rooms" 3 Offices Open Reception and Admin Area Kitchen 2 Toilets	Open everyday Monday-Friday	No developments at the moment No outdoor area that is safe No garden area
Dunluce Parish Centre	Church of Ireland	Hall, small hall, kitchen, offices, 2-3 rooms, reception area, parking facilities	Charged by the hour subject to availability	Expensive and must go through committee meeting before it can be used. Helps if you are affiliated to the church
Artists Gallery and Shop	Kanes Butchers	Upstairs space	Rented privately	Private business venture
Mill Rest Youth Hostel	Bushmills Trust	Provision of hostel accommodation and meeting rooms		No short to medium term proposals
2 X Presbyterian Church Halls	Churches	Meeting space and halls		No shot to medium term proposals

Specific Organisational Need

The Venturei Network held consultation meetings with a number of organisations which had identified a need for space which could possibly be met through a refurbished project on the site of the former PSNI station in Bushmills. The outputs of these consultation processes are set out below:

Organisation	Summary of Need
Sure Start	<p>Sure Start is based in the premises adjacent to the PSNI Station. These premises are adequate but present limitations in the ongoing development of the service. Key limitations identified by Sure Start are as follows:</p> <ul style="list-style-type: none"> • Existing rooms for provision of play and after school services are in line with registration requirements but ideally could be larger to allow for a better more child friendly environment • The current building presents very limited opportunities for storage (with some storage in external temporary units) • The office space presented by the existing building is not appropriate given the number of staff • The current premises presents no outdoor play space... ideally Sure Start would have access to an outdoor play area adjacent to ground floor play and after school spaces • Currently paying in the region of £14,000 per annum and would be in a position to do so at a similar level should premises be available in a 3-5 year timeframe. Ideally any refurbished premises would be ground floor and address the constraints presented by the existing premises. • To date Sure Start have been unable to secure an alternative premises in Bushmills which would adequately meet its requirements.
Causeway Coast and Glen Heritage Trust	<p>Currently Causeway Coast and Glen Heritage Trust operates out of leased premises in Armoy. It has four years of a lease to run. From a strategic perspective the Trust would be interested in having a base in Bushmills as it sees it as an important gateway to much of the significant attractions and attractors in the Causeway Coast and Glen's catchment. Ideally it would have access to office space and a reception/display area. Given the ongoing lack of long-term predictability in relation to its funding it would not be in a position to commit to a project in Bushmills; however, it clearly has a long term aspiration which could be met in the redeveloped building subject to agreement by its Board and funding made available in order to resource any lease costs.</p>

Moyle District Council Consultation

Venturei Network held a meeting with the Director of Development of Moyle District Council. She confirmed Councils commitment to examine a feasibility study and business case with a view to resourcing the initial purchase of PSNI site should a viable project be identified. Based on a review of the consultation information debate and its focus on meeting needs for additional community space (with an emphasis on provision of services and activities for young people and older people) in addition to space for exhibitions and

attractions for visitors. The Director advised the independent feasibility study and appraisal team that Council had already committed to a number of processes which over the medium term would be in a position to meet this identified need. These included:

- Design and refurbishment of the Community Centre
- Agreement of a design option for the Tourist Information Centre/Library

The consultation focused on the potential to add to the tourism infrastructure of the area. It was emphasised that any project would require showing community based leadership

Summary and Statement of Need

It is the view of the Independent Appraisal Team that a range of need has been identified in Bushmills (serving the Bushmills community, the communities immediately around it and recognising that it has a strong visitor trade during the holiday season). Key points for consideration in relation to the Statement of Need and any future investment of public monies or use of the public asset (the former PSNI building and site) are as follows:

- A project on the site and using public money in order to render the building ‘fit for purpose’ has the potential to meet a range of NI wide and locally based strategies. Specifically it can contribute to Moyle District Council’s Corporate Plan, the Council’s Community Support Plan, DETI’s Draft Tourism Strategy for NI to 2020, the Tourist Board’s current Corporate Plan, DSD’s Volunteering Strategy and the Department of Agriculture and Rural Development’s Rural Development Programme from the perspective of targeting social need and particularly addressing poverty and economic inactivity and investment in Bushmills, will in a practical manner contribute to alleviating poverty. In the context of both the Moyle District Council Area and NI as a whole the village and its surrounding area can be considered as a pocket of concentrated poverty. 36% of households in the Ballylough and Bushmills Super Output Area live in relative poverty (that is over one-third) compared to 32.5% in the Council area and 30% in NI as a whole
- In addition, economic activity is lower in the Super Output Area than both the Council Area and NI as whole. In simple terms, this means that fewer people are directly involved in paid employment and thus it is likely that there is less money to be spent in or circulating the local economy
- Significant effort was invested by the Steering Group in order to engage the wider community and secure their participation in the consultation underpinning this Feasibility Study and Business Case. It is noted that significant emphasis, has been placed by the local community in developing spaces which can be utilised in order to provide services and activities focused on young people, older people and to support the area’s visitors (through the provision of exhibition and small event space). However, the consultation process has also identified that much of this need is likely to be met by planned investment by Moyle District Council in both its existing community centre and in a current review of the Tourist Information Centre and Library building (owned by Moyle District Council). Capital estimates include money for the redevelopment of these assets already owned by Council. It is not unreasonable to assume that the consultation process underpinning the PSNI building Feasibility Study has identified need which could be more efficiently met

through Council using this information to refine its design brief for its own facilities and ensure that spaces are provided which can meet this community need

- Clear need has been expressed via this process and previous community and village planning processes for the development of additional car parking space to facilitate visitors and local community members to access services and shops in the village thus adding to its commercial/economic sustainability
- Consultation with local lettings agents confirms the need for additional self-catering holiday accommodation
- More specifically, need has been identified at a variety of levels from existing organisations. These include SURESTART, Causeway Coast and Glens Heritage Trust and Causeway Enterprise Centre. Both have articulated need which could be met over a medium term timeframe (up to 5 years) through an appropriate redevelopment of the PSNI building.

4. Project Aims and Objectives

Based on the development of the 'Statement of Need' the Steering Group has established a number of project aims and supporting S.M.A.R.T. (Specific, Measurable, Achievable, Relevant and Timebound) objectives.

Project Aims

The following project aims have been established:

- To complement current and planned village and Masterplanning processes for Bushmills
- To provide a catalyst for renewal and regeneration of the Bushmills streetscape
- To create a sustainable community asset which can meet immediate needs and provide a foundation for future community led projects and activities in Bushmills

S.M.A.R.T. Objectives

The stated project aims are supported by the following S.M.A.R.T. objectives:

- To complete a participative community consultation process in order to identify potential options for the Bushmills PSNI building and site by December 2014
- Complete a Business Case and Feasibility Study for any identified options by January 2015
- To present the Business Case and Feasibility Study to Moyle District Council (and the new Super Council) by March 2015
- To secure the purchase of the former PSNI building and site by the Council on behalf of the community by June 2015
- To formalise local project leadership for the project by February 2015
- To secure the £600k capital funding required in order to implement the preferred option by December 2017
- Construction of the preferred option by December 2018
- To generate a surplus of £5,000 per annum for investment in non-funded community services and activities from 2018 and ongoing
- To enhance a key building on the Bushmills streetscape thus helping to uplift the image of the conservation settlement by 2018

5. Options Development and Selection

The focus of the process is to develop a series of options with the potential to meet the identified need, in full or in part, and shortlist those with the least constraints for full appraisal.

The following table sets out the options considered and confirms those which were considered by the Steering Group in order to identify a proposal which could provide good use of public resources at two levels as follows:

1. The former PSNI Station in Bushmills; an asset currently in public ownership and which, subject to the development of a feasible proposal, could be transferred to community ownership
2. Investment of public funding; this could be the proposed investment (subject to a feasible proposal) by Moyle District Council to purchase the building on behalf of the Bushmills community and any funding that the community might apply for in order to complete the capital redevelopment of the site and building in order to realise the communities vision for the former PSNI station

In line with the appraisal conventions established by DFP in the 'Green Book' the development of options considers the strengths and potential constraints associated with each identified option.

Options Selection Criteria

In order to objectively determine which of the long list of options which should be retained on a shortlist for full appraisal and which should be eliminated at this stage a series of selection criteria were developed against which each options would be examined. Any option which could not meet one or more of the criteria would not be shortlisted.

The shortlisting criteria are:

Criteria No	Criteria
1	The option would have limited potential to create displacement
2	The option has a realistic potential to meet its operating costs
3	The option is manageable from the perspective of voluntary community directors
4	The option will contribute to the wider village plan and enhance the Bushmills streetscape
5	The option will enhance service provision in Bushmills for the residents of the village and its surrounding communities
6	The option will create shared, safe and neutral space in Bushmills
7	The option has a reasonable opportunity to secure capital funding in the medium term
8	The option can generate funding to invest in community services in the village

No	Option Description	Strengths	Constraints	Potential to Meet Selection Criteria	Shortlisted
1	Do Nothing: This option would entail the community deciding that, at this point in time, the offer of access to the former PSNI Station, whilst interesting, is not feasible and that the Policing Board should either return it to the open market or seek expressions of interest from other potential users.	No apparent strengths.	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> • This option will not deliver on the aims and objectives of the Policing Board, Moyle District Council or the local community. • In addition this option will not contribute to the overall thrust of the Village Plan or alleviate any of the gap/disused sites in Bushmills • In addition the community loses its ability to contribute to the decision making in relation to the site and therefore this potential for this flagship site to complement the current village planning activities. • Given the current economic context it is likely that the site will 	Meets none of the shortlisting criteria	Yes (as the benchmark option)

			remain underutilised for the medium to long term		
2	<p>Purchase and land bank the PSNI site and building: The community would acknowledge that it cannot identify a viable option for the site and would communicate this position to the Policing Board and Moyle District Council. However, the Council would purchase the site and add it to its land bank so that it is available in the future if a viable idea is developed in the medium to long term.</p> <p>No estimated capital costs to develop the option</p>	<p>This option presents the following strength:</p> <ul style="list-style-type: none"> It absolves the Steering Group and Community Leaders from any further responsibility and input at this point in time 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> The need identified will not be met 	Does not meet criteria 4, 5, 6, 7 and 8	No
3	<p>Enhance Existing Community Space(s): The key community feedback has been that the</p>	<p>This option presents the following strengths:</p> <ul style="list-style-type: none"> It builds on existing 	<p>The option presents the following constraints:</p> <ul style="list-style-type: none"> It may be difficult to get 	Does not meet criteria 2,3,7 and 8	No

	<p>community want the space developed for community use. Specifically the option would seek to provide space to provide activities (non-sports) for young people, services and supports for older people</p> <p>Estimated capital investment costs of £4 m</p>	<p>investment and space and could present value for money</p>	<p>consensus in relation to the most appropriate existing community building or buildings to invest in to provide additional services and space</p> <ul style="list-style-type: none"> • Some of the existing spaces are associated with religious or cultural organisations and may not be appealing or accessible for all members of the community • Consultation underpinning the study confirms that there is an opinion that a community hub providing services for the local community (youth and older people) and for visitors to the area should be centrally located and that the existing spaces do not meet this requirement. • Cost may be a constraint 		
4	<p>Develop Car Parking: There has been consistent community</p>	<p>This option will in part address the requirement for car</p>	<p>This option presents the following constraints:</p>	<p>Does not meet criteria 3, 4, 7 and 8</p>	<p>No</p>

	<p>feedback that Bushmills requires additional car parking. This would help to enhance the layout of the village and</p> <p>Estimated capital development costs £700k</p>	<p>parking space.</p>	<ul style="list-style-type: none"> • This might not be the most appropriate use for a centrally located site • The building is in a conservation area and consultation with Planning Services states that there will be a presumption to retain • The development of car parking as a standalone project would not be consistent with the current features of the site and the village's conservation status. 		
5	<p>Develop a Community Hub: This option would result in the Steering Group developing the project in line with community consultation; developing a community hub which would provide services and activities for youth and older people in addition to the provision of a multi-use exhibition and events</p>	<p>This option provides the following strengths:</p> <ul style="list-style-type: none"> • It is directly aligned with the aspirations of people and groups engaged via the audit and consultation processes • The option provides a centrally accessible facility for service provision • The option can be comfortably accommodated on the site 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> • The option will require a high degree of co-ordination and management • The option has limited potential for social economy earning and therefore will rely solely on contribution from users/community fundraising and 	Does not meet criteria 3, 7 or 8	No

	<p>space.</p> <p>Estimated development costs £1.5 million</p>	<ul style="list-style-type: none"> The option will contribute to the enhancement of the street scape 			
6	<p>Develop a Mixed Site: This option would involve the Steering Group developing a portion of the site as a community hub as per the initial design options and complimenting this with a social economy</p> <p>Estimated capital development costs £1.8 million</p>	<p>This option provides the following strengths:</p> <ul style="list-style-type: none"> It would provide social economy income to support non-revenue generating services 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> This option will require commercial as well as community development skills and management ability The site is unlikely to have sufficient scale in order to accommodate sufficient social economy activity and meet the Community Hub space requirements 	Does not meet criteria 3	No
7	<p>Two Site Option: The Steering Group would identify an additional Bushmills based site and use it for the development of the Community Hub</p>	<p>This option provides the following strengths:</p> <ul style="list-style-type: none"> This option has the potential to earn the revenues required in order to sustain non-revenue generating activities This option will have a 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> This is a more complex project and will require a high level of community leadership sustained over a medium to long term timeframe 	Does not meet criteria 3 or 7	No

	<p>activities and develop the PSNI station for social economy activities</p> <p>Estimated costs £3 million</p>	<p>higher level of visible Impact on the Bushmills streetscape</p>	<ul style="list-style-type: none"> • The will be a requirement to secure a second appropriate site • Costs likely to be a medium term constraint 		
8	<p>Two Site and Phased Option: This option is the same as option 7 but would be delivered on a phased basis. Subject to need being confirmed for social economy elements of the site the Steering Group would develop the PSNI site as work units/holiday lets/housing and use the earned income to fund the operating costs of a the proposed community hub element of the project i.e. . the provision</p> <p>Estimated capital development costs £1.5</p>	<p>This option provides the following strengths:</p> <ul style="list-style-type: none"> • Subject to confirmation of need the development of the PSNI site as a social economy project would create the conditions over the medium term to fund community based activities for youth and older people as well as providing the revenue to examine a second site option for a Community Hub • This option will have a higher level of visible Impact on the Bushmills streetscape 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> • This option is complex(but many community led models such as this exist) • The responsibilities will be enhanced • The timeframe will be longer • The requirement to source public funding is increased 	Does not meet criteria 3, 7 or 8	No

	million				
9	<p>Anchor Tenant Option:</p> <p>The Steering group would develop the Bushmills site in order to accommodate a anchor tenant which has signed to a leasing agreement for the premises provided. In this case, given the feedback, the anchor tenant would be Sure Start. The premises would be developed on a ground floor level (refurbishment and new build) in order to provide appropriate play space (by two) office and administration space, reception area, storage and outdoor play space</p>	<p>This option provides the following strengths:</p> <ul style="list-style-type: none"> • This is a manageable option which focusses on meeting the needs of a single tenant • Subject to a strong lease agreement being in place and a property manager appointed by the steering group there is relatively limited ongoing management • The option provides ongoing sustainable rent roll from a tenant with a track record of meeting this level of rental commitment • This option enhances provision for children, young people and families in Bushmills and the surrounding area 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> • The project relies on the good will of single anchor tenant 	Does not meet criteria 3 or 7	Yes

10	<p>Anchor Tenant Option-Phased:</p> <ul style="list-style-type: none"> • This is the same as Option 9 • The remaining space would be developed as an additional tenant was secured <p>Estimated capital development costs £2 million</p>	<p>This option provides the following strengths:</p> <ul style="list-style-type: none"> • Provides additional revenues over and above option 9 • Phasing creates time to promote and secure additional tenants 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> • The project relies on the good will of one/two tenants • Cost likely to be a constraint 	No	Does not meet criteria 3 and 7	No
11	<p>Develop a self-catering holiday accommodation offer. The existing former PSNI building would be developed into four one bed self-catering apartments.</p>	<p>This option provides the following strengths:</p> <ul style="list-style-type: none"> • It meets a clearly identified need • It contributes to the infrastructure required to attract and retain visitors to Bushmills • It complements existing community led tourism accommodation projects in Bushmills(the hostel) • It has the potential to generate additional revenues from visitors to Bushmills which can be used to support community based 	<p>This option presents the following constraints:</p> <ul style="list-style-type: none"> • There are limited identifiable constraints at the time of developing the feasibility study 	All		Yes

		activities and services <ul style="list-style-type: none"> • The capital development costs are at a quantum which could/should be attainable 			
12	Develop a self-catering holiday accommodation offer combined with public car parking. The existing building would be developed as self-catering accommodation as per option 11 and the external yard space would be developed to provide 26 car parking spaces.	This option provides the following strengths: <ul style="list-style-type: none"> • It has the same strengths as option 11; in addition it provides additional car parking which has been identified as a need via this consultation process and prior village planning exercises 	This option presents the following constraints: <ul style="list-style-type: none"> • There are limited identifiable constraints at the time of developing the feasibility study 	All	Yes

On the basis of the shortlisting exercise the following options have been shortlisted for consideration:

- Option 11: Develop a self-catering holiday accommodation offer
- Option 12: Develop a self-catering holiday accommodation offer combined with public car parking

6. Financial Appraisal

This section of the feasibility study and business case sets out the financial appraisal of the shortlisted options. It examines the relevant costs of the shortlisted options against each other placing emphasis on:

- Capital Costs
- Revenues Generated
- Operational Costs

Option 1 – Do Nothing

In line with NIGEAE Green Book appraisal guidelines Option 1 is the benchmark option. With regard to this project Option 1 will not incur any significant capital costs. There may be some maintenance repairs undertaken to prevent the building from falling into disrepair. As the PSNI Station building and surrounding site is currently unoccupied Option 1 will also not generate any revenue or operational costs.

Option 11 – Develop Self-Catering Holiday Accommodation Offer

Capital Costs

The capital costs associated with Option 11 are outlined in the table below:

Capital Cost Item	Cost estimate
Site Purchase (from Policing Board)	£140,000
Construction Costs	£400,000
Fees (@ 8% combined professional fees)	£32,000
Statutory Costs	£8,000
Vat @ 20% (Construction Costs and Fees)	£86,400
Total Capital Costs	£666,400

The assumptions underpinning the costs set out in the table above are based on:

- Agreed purchase price for the site from the Policing Board under a D1 purchase agreement
- Indicative cost projections prepared by HBK Architects (not QS costings)
- The current VAT rate

Option 12: Develop Self-Catering Holiday Accommodation Offer combined with Public Car Parking

Capital Cost Projection

The following table sets out the indicative capital costs associated with implementation of the preferred option. Capital costs are based on a projection by HBK Architects and will require to be subject to detailed cost analysis via an approved cost specialist (QS) when final drawings are made available. The costs are as follows:

Cost Item	Cost (£)
Land Acquisition	£140,000
Construction Costs (Development of self-catering units)	£400,000
Construction Costs (Car Park)	£100,000
Fees @ a combined 8% fee rate	£40,000
VAT @20%	£108,000
Statutory Costs and Planning Fees	£8,000
Total	£796,000

Revenue Assumptions

The following revenue assumptions have been developed in respect of the preferred option: (it is noted that as the Council would operate the car park, revenue and operation cost assumptions would be ignored)

- Whilst the preferred option has the potential to provide up to 26 car parking spaces it is recognised that (in line with new Local Government powers post RPA) that the Council will have responsibility for car parking. Any investment in the provision of car parking spaces will be undertaken by the Council.
- The sole revenue opportunity generated by the preferred option is the generation of a rental income from holiday lets of the self-catering units. A review of the local market conditions confirms that the rental for one bedroom self-catering apartments is as follows:

Season	Weekly Rental (£)
Low Season (16 weeks)	£300
Mid-Season (28 weeks)	£400
High Season (8 weeks)	£550

***NB for 1 bed apartment**

The following table sets out the assumption in relation to rental across the seasons:

	No of Weeks Available	No of Weeks Let (at 23 % Tourism NI norm)	Weekly Rates (£)	Total Income Per unit	Total Income per 4 units
Low Season	16	4	£300	£1,200	£4,800
Mid-Season	28	6	£400	£2,400	£9,600
High Season	8	2	£550	£1,100	£4,400
Total	52				£18,800

Based on consultation with Tourism NI it would be expected that a project of this type in the Bushmills locality would achieve an average occupancy percentage across the year of 26% (though consultation with local letting agents would project this as a significantly higher level at approximately 40%). Therefore, it is reasonable to assume that the preferred option has the potential to produce an annual rental income at peak occupancy of £18,800 (at 23% occupancy).

However, it is prudent to recognise that it is unlikely that a new project will achieve its target annual occupancy percentage in its first year of trading. Therefore, a weighting factor of 50% year 1, 75% year 2 and 100% year 3 has been applied to the income streams.

Operational Costs

It is recognised that the preferred option is a straight forward rental operation with limited direct day to day management structure and operational input. As is the case with most self-catering investments the support required to market, service or maintain the property is bought in. The following table sets out key assumptions in relation to operational costs:

Cost	Assumption	Year 1 (£)	Year 2 (£)	Year 3 (£)	Year 4 (£)	Year 5 (£)
Managing Agents fee	@ 10% of income	940	1,400	1,880	1,880	1,880
Insurance	Based on Broker quote	1,000	1,000	1,000	1,000	1,000
Annual Audit	(contribution to audit for the Trust)	500	500	500	500	500
Repairs and Renewals	Based on similar projects	1,000	1,000	1,500	1,500	1,500
Promotion and Marketing	Allowance for investment in printed promotional material in year one and web hosting/promotion in subsequent	2,000	1,000	1,000	1,000	1,000

	years					
Consumables and Cleaning	Based on similar projects	1,000	1,500	2,000	2,000	2,000
Sundry	General allowance	500	500	500	500	500
TOTAL		6,940	6,900	8,380	8,380	8,380

Community Benefits

Ultimately the project will operate to a social economy business model; it will trade and any annual surplus can be used to fund actions and services in Bushmills. The following table sets out the potential surpluses which will be generated by the project and available for community use.

Factor	Year 1 (£)	Year 2 (£)	Year 3 (£)	Year 4 (£)	Year 5 (£)
Operating Costs	6,940	6,900	8,380	8,380	8,380
Income	9,400	14,100	18,800	18,800	18,800
Surplus	2,460	7,200	10,420	10,420	10,420

7. Non-Financial Appraisal

The Bushmills PSNI Station project has significant potential to generate a range of non-monetary benefits. Five non-monetary areas of impact were identified and agreed with the promoter. Each of the shortlisted options were examined against these areas of benefit, setting out likely impact based on the analysis of the information derived via the statement of need.

The following table sets out the five non-financial areas of impact:

Number	Area of Impact (Outcome)
1	The development of the former PSNI Station will stop the building and surrounding site from becoming derelict and falling into disrepair. With the site located in the centre of the village the project will also help to enhance the street scape in Bushmills.
2	The opening of additional facilities through the development of the PSNI Station site will improve the range of services that can accessed by local residents.
3	The development of the former PSNI Station will compliment current investment in Bushmills and the North East Region by statutory agencies such as the Council in addition to organisations in the private sector. The project also fits with future investment plans of organisations in the North East Region.
4	Bushmills and its surrounding area is suffering from a high proportion of derelict sites. There is also a perception in the area of a lack of investment in infrastructure by the local authority. The development of the PSNI Station will help to overcome this apathy.
5	The project will develop space that can be used by all members of the community in Bushmills and its surrounding area.

Each option's potential performance is discussed against each Area of Impact. A score is provided for each option against each Area of Impact as follows:

- 0 = No Change
- 1 = Little Change
- 2 = Some Improvement
- 3 = Most of Change Secured
- 4 = Major Success Achieved

Area of Impact	Option		
	1	11	12
Enhance the street scape in Bushmills: Bushmills is a conservation village and benefits from some quality streetscapes and architecture. The preferred option should help to preserve this and contribute to the quality of the streetscape in a sustainable manner.	No impact Score = 0	Option 11 will retain a key building on the streetscape and enhance it thus improvement the view of the streetscape Score = 4	Option 12 will have the same outcome as Option 11 and is scored equally Score = 4
Improve access to services: The preferred model should create the conditions for enhanced service provision and, if possible, producing both space and revenues which can support the provision of additional community and social services in the area.	No impact Score = 0	Option 11 will create a social economy project earning revenues Score = 3	Option 12 is up scored over Option 11 in that it provides an additional 26 car parking spaces which facilitate members of the local community or visitors to Bushmills to park adjacent to shops and services Score = 4
Complementing Current and Planned Investment: There is a range of proposed projects and initiatives planed for Bushmills by both Moyle District Council and the community; the preferred model will complement and enhance the impact of all investment.	No impact	The Council and other community organisations in Bushmills have developing, emerging and advanced plans in relation to investment in community facilities (indoor and outdoor) in addition to developing a shared vision for the village via a proposed Masterplanning process. Option 11 would	Option 12 would perform similar to Option 11 and is scored equally.

8. Recommendations

This section of the feasibility study and business case sets out the recommendations based on the financial and non-appraisal of the former PSNI Station site in Bushmills.

Preferred Option

Financial and non-monetary appraisal processes focused on three options as follows:

Option 1: Do Nothing

Option 11: Develop Self-Catering Holiday Accommodation

Option 12: Develop Self-Catering Holiday Accommodation and Car parking

It is recommended that the promoters proceed with Option 12 and that Moyle District Council examine Option 12 as a feasible option which unlocks their ability to contribute the capital purchase costs for the project.

Recommendation of the Preferred Option:

Based on the consultation processes underpinning this Feasibility Study and Business Case, it is the view of the Independent Feasibility Study and Business Case Team that a viable/feasible project exists. Feasibility is dictated by a number of factors thus the recommendation must be put in context of these. They include:

- **Site availability:** Policing Board NI has entered into an agreement that if a viable project can be identified it will make the site available at a discounted valuation to the community subject to Moyle District Council being in a position to and willing to fund the capital acquisition costs (£140k). Therefore, the project is feasible subject to Moyle District Council making the decision that a strong and viable option exists and that it will purchase the building and site on behalf of the community
- **Planning constraints:** HBK Architects (Qualified Chartered Architects) were engaged as part of the overall Feasibility Study and Business Case Team. Based on an independent review of the site and consultation with Planning Services NI, HBK Architects is comfortable that no obvious planning impediment or constraint exists which could impact negatively on delivery of the proposed/preferred option. It is recognised that the former PSNI Station sits within the Bushmills village settlement; this is a conservation area. However, the building is not listed but Planning Services will work on a presumption to retain the existing building on the basis that it is located within a conservation area. It is the view of HBK Architects that the current building can be retained as part of the proposed/preferred option and that this will not be detrimental in the overall delivery of a feasible, functional and affordable building
- **Capital funding:** It is estimated that the overall investment will require funding in the region of £600k (including VAT and Architect's fees). It is recognised that the overall project will require Moyle District Council to purchase the building and hold it in Trust for the community until such times as the required capital funding can be secured. Based on the Independent Feasibility Study and Business Case Team's experience of similar projects (based on professional advice and volunteer community leadership

capacities) it is likely that the Steering Group will require a timeframe of up to 4 years in order to secure the required capital funding. Whilst no one can predict, with any certainty, that they will be awarded money it is recognised that a number of Funding Programmes might become available including the Rural Development Programme 2014-2020, and the revised Neighbourhood Renewal Programme which will be managed by the new Super Council.

Additionality

The Independent Feasibility Study and Business Case Team had no concerns in relation to additionality. This comment is based on the following:

- The proposed project option could not progress in the absence of the initial capital investment by Moyle District Council; the Steering Group (a non-constituted group) is made up of community leaders and representatives. It does not have the financial capability of resourcing the initial purchase of the former PSNI Station and surrounding site in Bushmills in the absence of public funding. If Moyle District Council or another public funder does not meet the initial capital purchase valuation established by Policing Board NI the promoter (currently the non-constituted Steering Group) will not be in a position to progress
- If the site is released to the private sector a unique opportunity to provide car parking in the centre of the settlement will be lost

Risk Register and Risk Management

The development of any capital build project led by the public or community sector brings with it inherent risk which requires to be managed. In addition the development of a Risk Register is good practice and will help to ensure that the Steering Group and eventually the Company Limited by Guarantee is constantly monitoring risks which might have a detrimental impact on the implementation of the project or for the project to deliver on the stated aims and objectives. The following Risk Register focuses on the initial design, securing capital and construction of the project. It is recommended that an additional Risk Register is developed by the Company Limited by Guarantee subsequent to the implementation of the building and the transition from development to the trading phase of the project.

Moreover, the development of the Risk Register focuses on risks from the perspective of a number of key stakeholders including:

- The Steering Group/Community
- Moyle District Council
- Policing Board NI

The risks identified through the Feasibility Study process and the subsequently agreed Risk Management Strategies are set out in the following Risk Register:

Risk No	Risk Title: Description	Proposed Risk Management Strategy	Risk Ownership	Risk Level
1	<p>Project Leadership and Delivery Capacity:</p> <p>The viability of any project is determined to a large extent by the leadership available at a local level.</p>	<p>The process commenced with a loose Steering Group comprising community leaders and representatives of existing community organisations. However, over the duration of the process the Steering Group approached community leaders and organisation to examine local leadership options. The Bushmills Trust has agreed to take a leadership role for the option subject to Council funding the purchase of the site.</p> <p>It has a proven track record in the development and management of community owned tourism focused projects.</p>	Bushmills Trust	Low
2	<p>Availability of Development Capital/Public Funding:</p> <p>The viability of the project is predicated on the availability of public funding to resource the initial capital costs. Without a public funding investment the project could not meet the capital costs from servicing loans at any significant level through trading income.</p>	<p>Some of the options examined would have required between £1million and £2million public funding in order to develop the capital build aspects of the project.</p> <p>The preferred option will require in the region of £700k. Given that the Rural Development Programme will call for applications for up to £500k later in the year it is proposed that the Bushmills Trust will make an application to it.</p> <p>The balance could be achieved via loan (from UCIT....with which the Trust has a track record).</p>	Bushmills Trust and Moyle District Council	Medium

3	<p>Council exposed to Ownership:</p> <p>There is a danger that the Council could buy the building and site on behalf of the community and that the project does not progress and thus over the longer term the Council is left owning a derelict site</p>	<p>The value of the building and site is increasing and the Policing Board is aware of private sector interest so the Council would have the option of disposing of the asset over the medium to long term and therefore recovering its investment.</p>	Moyle Council/	District	Low
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9. Project Governance, Management, Monitoring and Evaluation

This section of the Business Case establishes the arrangements and processes which will be put in place in order to provide appropriate project governance, management, monitoring and evaluation.

Project Governance

The Steering Group has examined a number of governance options as set out below:

Governance Vehicle	Strengths	Weaknesses
Constituted Community Association	<ul style="list-style-type: none">• This is an accepted Governance Vehicle for community led activity• Establishment of a Community Association is relatively straightforward and cost effective	<ul style="list-style-type: none">• Community Association model can limit a range of public funding opportunities and Trust Fund opportunities available to the Steering Group• Community Association models provide relatively limited protection for any community leaders willing to become involved with the project
Community Association with Charitable Status	<ul style="list-style-type: none">• Securing charitable status provides significant additional opportunities for the Steering Group to apply to Trust Funds to secure monies. These might be particularly important in relation to securing money for development workers/personnel or revenue to support programme delivery in any new facility developed on the site• Acquiring charitable status allows the Association to recover gift aid from any	<ul style="list-style-type: none">• This model can be limited in relation to its potential to apply public funding calls offering higher quantum of money such as the Rural Development Programme

	charitable contributions made by a company or individual which pays tax to HMRC	
Company Limited by Guarantee/Community Interest Company	<ul style="list-style-type: none"> • This model provides an element of personal protection (liability usually limited to £1) for any community leaders to become Directors of the company; it must be remembered that the protection afforded to the individual by this model is based on compliance with all registration requirements as identified by law and Companies House • This model has the potential, subject to a verifiable trading activity, to secure VAT registration thus bringing about efficiencies in VAT recovery in capital build projects • This is the preferred model for most capital funding programmes providing significant quantum of investment in community led projects eg Rural Development Programme 	<ul style="list-style-type: none"> • Initial set up costs • Requirement for annual audit

In addition it is appropriate for the Steering Group to examine whether a new Governance Vehicle is established for the project or if it is possible to deliver any feasible project through an existing community based Governance Vehicle. The following table examines the relative merits of both of these options:

Options	Strengths	Weaknesses
Establish New Governance Vehicle	<ul style="list-style-type: none"> • This model has the potential to establish a new company with a very clear focus on the aims and objectives of the project • Directors can be recruited in 	<ul style="list-style-type: none"> • As a new Community Company it will have no significant track record in project delivery; this can be sometimes be an area scored by funders

	<p>relation to their potential to engage key target groups in the local community and in relation to the technical skills required to govern and manage this project</p>	<p>and thus the Company might score less than an existing Community Company with a track record directly attributed to that legal entity</p> <ul style="list-style-type: none"> • The new company will not have any assets or revenue generation potential at this point. This can limit its ability to attract some funding or provide match funding
<p>Evolve an Existing Governance Vehicle (The Steering Group has approached Bushmills Trust. Its Directors have reviewed the draft feasibility study and are willing to led the project)</p>	<ul style="list-style-type: none"> • The company is already established • The company will enter any application process for capital funding with an existing track record • The company may have existing assets or revenue streams which would allow it to borrow from organisations such as UCIT in order to provide match funding 	<ul style="list-style-type: none"> • If the existing Directors are not fully “bought into” the proposed project it is unlikely that they will be comfortable with it or provide the level of direction required

Recommended Course of Action

On the basis that the Bushmills Trust has agreed to take a lead on the project subject to the Council resourcing the purchase of the site and building on behalf of the community it is the view of the independent appraisal team that this is appropriate and prudent. The Trust brings with it:

- An existing and appropriate/compliant governance vehicle (from the perspective of DARD and the Rural Development Programme
- A proven track record
- Track record in applying for and using public sector funding
- Track record in securing and repaying community loans
- Experience in the development and management of community led capital build projects
- Experience in the tourism and holiday accommodation sector

Project Management

It is recognised that the third option requires limited day to day management from the perspective of the Steering Group or Project Promoter (now the Bushmills Trust). In effect they are the facilitators of the Project and will act in the role of a landlord. On that basis the key management functions required to be undertaken include:

- Establish a web presence and market the accommodation
- Ensuring that the building is insured
- Maintaining external infrastructure of the building
- Ensuring that all external areas are maintained

In management terms there are three options available to the Steering Group/Promoter as set out in the table below:

Option No	Option Description	Strengths	Constraints
1	Self-Manage: This involves the Steering Group managing all aspects of the site. Therefore they would be responsible for promoting the facilities/accommodation available, facility maintenance, attracting clients and managing clients' day to day issues.	<ul style="list-style-type: none">• Allows the Trust to take ownership of the site• Enables the Trust to increase their experience in managing local facilities• Reduces the costs of running the site as all tasks completed by the Trust volunteers	<ul style="list-style-type: none">• Takes up a large amount of volunteer's time• The Trust may not have the expertise of developing managing self-catering holiday accommodation• The Trustees would be directly involved in any day to day communication with the clients
2	Employ a Manager: This involves the Steering Group recruiting an experienced manager to oversee the day to day management of the site. The manager would be recruited through the Trust developing a job description and holding interviews for the position.	<ul style="list-style-type: none">• Day to day issues with clients and the site can be deferred to the Manager freeing up the Trustees' time• The Manager may be able to help the Trustees to promote and expand the appeal of the site more effectively	<ul style="list-style-type: none">• Issues such as maintenance and Lease Agreements would still need to be addressed by the Steering Group• Increases the cost of running the site as a salary would have to be paid to the manager

3	<p>Appoint a Property Manager: This involves the Trust appointing a property agent or another organisation that specialises in self-catering, marketing and property management. The property agent would be appointed through the Trust issuing a terms of reference and assessing the responses. The successful agent appointed would be the one who provided the Most Economically Advantageous Offer.</p>	<ul style="list-style-type: none"> • All aspects of running the site would be the sole responsibility of the agent completing freeing up the time of the Trust 	<ul style="list-style-type: none"> • The Trustees would have little control over the management and operation of the site • Increases the cost of running the site as the property agent would charge an annual fee
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In terms of providing appropriate project management it is proposed that Bushmills Trust employ the services of a Managing Agent which in turn manages the relationship with its customers on its behalf. Based on the appraisal of management options set out above the key rationale for this recommendation is as follows:

- Whilst the project is relatively straightforward in management terms the management of a web presence and targets of potential visitors is technical and should be undertaken by an organisation with specific expertise.
- It frees up the time of the Volunteer Directors in order to examine other opportunities; especially opportunities which might become available on the basis of any surpluses available as a result of investment in the project

The following Action Plan sets out the key tasks which will be required to be undertaken in order for the Board of the Bushmills Trust to effectively appoint an appropriately qualified organisation to provide support to it in respect of managing any tenants and the subsequent tenancy agreements:

Actions	Activities	Who?	When?	Cost (£)
Establish an appointments sub committee	<ul style="list-style-type: none"> Identify suitable individuals from Bushmills Trust to join an appointments sub-committee Outline the remit and responsibilities of the sub-committee 	Steering Group	June 2018	Time investment
Develop a terms of reference and seek quotations	<ul style="list-style-type: none"> Develop a terms of reference setting out the services required, ideal provider and specification of response Issue the terms of reference on NI procurement websites such as e-sourcing Set a deadline for responses and provide contact details for queries 	Appointments sub-committee	June 2018	£500
Review responses and recommend appointment	<ul style="list-style-type: none"> Assess responses to the terms of reference Develop a shortlist of suitable candidates Hold interviews with shortlisted candidates Recommend the preferred organisation to be appointed to the Steering Group 	Members of sub-committee tasked with assessing tender responses	July 2018	Time investment
Establish a contract with the appointed agent	<ul style="list-style-type: none"> Draw up a contract with the appointed management agent detailing their responsibilities for the site 	Solicitor appointed by the Trust	September 2018- December 2018	£1,500

Project Monitoring

Ultimately if the Bushmills Trust is to deliver this project it will be required to monitor three distinct phases of the project as follows:

- Securing sufficient capital funding
- Managing the build process
- Managing Tenancy Agreements

It is imperative that appropriate monitoring processes are put in place to manage these three aspects central to the delivery of the project.

Refurbishment/Construction Monitoring

In order for the existing PSNI building and surrounding site to accommodate the preferred option it must be refurbished. Additional construction may need to be undertaken on the site to ensure the preferred option is implemented in full. The following table sets out a Monitoring Framework for the refurbishment/construction phase of the project:

What will be Monitored	Monitoring Process	Responsibility	Frequency
Overall Budget and Timeframe for the Refurbishment/Construction of the site	<p>A contractor will be appointed via a Competitive Procurement Process. Upon engagement the Contractor will be requested to develop a Contract Plan setting key milestones in relation to:</p> <ul style="list-style-type: none"> • Budget • Timeframe <p>The Contract's Manager nominated by the Contractor will be required to provide a written report against these milestones at site meetings.</p>	Contractor's Contract Manager and the Bushmills Trust Construction Sub Committee	Fortnightly
Building and Site Compliance	The Architect will liaise with Building Control in order to ensure that all works are completed in line with Building Control regulations. They will also ensure that any additional construction on the site compliments the street scape of the village and surrounding buildings	Architect and the Bushmills Trust Construction Sub Committee	As required throughout the duration of the Contract timeframe
Monitoring Refurbishment/ Building Quality	The promoter's appointed Architect will work as part of its Project Team for the duration of the refurbishment/construction project. He/she will monitor quality of works and finishes on an ongoing basis and ensure that the refurbishment of the building and site complies with conservation guidelines. Any concerns or variances will be raised at fortnightly site meetings. Prior to completion the Architect will complete a snagging list and ensure that all outstanding issues are completed.	Architect and the Bushmills Trust Construction Sub Committee	Fortnightly

Trading Phase

The following actions would be undertaken in order to monitor performance when the project progresses from construction to trading:

- Develop an annual Business Plan complete with targets for income and operational costs
- Hold regular monthly Board meeting where actual performance against income and cost targets would be examined
- Discuss remedial actions if performance targets are not met
- Review the business plan annually and update for the forthcoming year

Post Project Evaluation

Ultimately the investment of voluntary community effort (volunteer input) and public funds and assets (the PSNI Station and site) is only useful and appropriate if it delivers better outcomes for people; in simple terms it addresses an identified community need which heretofore has not been met and it creates better conditions/services and opportunities for the residents of the Bushmills community or visitors to that community. Whilst monitoring is essentially a management function post project evaluation will help the promoters and the funders to identify if the investment has, in effect, delivered better outcomes for people.

The following evaluation framework sets out how outcomes will be measured (evaluation processes) and when evaluation actions will be undertaken:

Outcome	Beneficiary	How Will We Measure Input?	Who?	When?
Enhanced streetscape in the centre of Bushmills village	Local residents living in close proximity to the site Tourists visiting the village Businesses that have premises in the village	Public meeting On the street surveys of local residents, visitors and businesses	Trust Managing Agent in charge of the site	Annually
Enhanced community pride in Bushmills	Local residents Community and voluntary organisations	Public meeting Survey of local residents pre and post project	Bushmills Trust and Local community and voluntary organisations	Every 3 months
Enhanced tourism offer in Bushmills	Local residents Day Visitors Tourists	Survey of local residents, visitors and tourists	Bushmills Trust Local Tourist Officers	Annually each summer

10. Fundraising Strategy

Based on information developed at the point of producing the Feasibility Study and Business Case a Fundraising Strategy has been developed. It sets out key actions required in order to secure sufficient capital to deliver the project. The following table sets out the key monitoring activities required in order to ensure that the implementation of the Fundraising Strategy underpinning the Bushmills PSNI Station Project are effectively implemented:

Action	Evidenced By	Completed By	Responsibility
Appoint Architect and QS to finalise concept and define costs	Architect formally appointed	June 2015	Bushmills Trust
Identify funders	Awareness of funding availability and eligibility criteria	Mid 2016	Bushmills Trust
Develop applications	Applications submitted	End 2017	Bushmills Trust

Fundraising Strategy

The preferred option will require £140k to purchase the former PSNI building and site in addition to capital development budget (indicative) of £1.2 million.

The following table sets out the overall funding required in order to deliver the preferred option:

Cost Item	Cost (£)
Land Acquisition	£140,000
Construction Costs (Development of self-catering units)	£400,000
Construction Costs (Car Park)	£100,000
Fees @ a combined 8% fee rate	£40,000
VAT @20%	£108,000
Statutory Costs and Planning Fees	£8,000
Total	£796,000

In order to meet the capital costs associated with the preferred option the Steering Group has examined where funding might be accessed and based on the information available at the time of developing the feasibility study and business case. The following table sets out the proposed fundraising strategy:

Source of Funding	Amount
Site Purchase (Moyle District Council)	£140,000
Car Park Construction Costs(funded by Moyle District Council)	£100,000
Recoverable VAT @ 80%	£108,000
Rural Development Programme (RDP)	£448,000
Neighbourhood Renewal (New)	Not required but could act as a fall back funder if the RDP cannot fully fund the non-car park items
Total	£796,000

Implementation Plan

The ongoing progression of the project is dependent on Moyle District Council or the new Super Council. On the assumption that Council progresses with a positive decision and purchases the site and building from the Policing Board the Implementation Plan outlines the actions that the Steering Group and Bushmills Trust would take in order to progress the project and deliver its responsibilities thus complementing and maximising investment by Council:

Focus	Actions	Who?	When?
Site Security	<ul style="list-style-type: none"> • Complete and agree Feasibility Study and Business Case 	Steering Group	March 2015
Governance	<ul style="list-style-type: none"> • Bushmills Trust assumes project leadership • Handover from Steering Group 	Steering Group/Bushmills Trust	Post Moyle District Council decision – December 2014
Procure Architect (initially at risk)	<ul style="list-style-type: none"> • Develop terms of reference • Define designs and costs • Appoint suitable architect 	Bushmills Trust Company Directors	January 2015-March 2015
Fundraising	<ul style="list-style-type: none"> • Identify target funders • Secure technical assistance to support bids • Develop and submit funding applications 	Bushmills Trust Company Directors	September 2015-December 2017

