

Derry, Northern Ireland (UK)

BACKGROUND INFORMATION	
PROJECT TITLE	The GOAL (Gaining Opportunities to Address Legacies) project and Creggan Enterprises (CEL)
Beneficiary	GOAL: Creggan Neighbourhood Partnership
Duration of project	GOAL: October 2008 to 31 December 2011 (39 months) Creggan Enterprises: in existence since 1991
Member State	UK, Northern Ireland, Derry
Geographic size	Derry City population: 108 535 Creggan neighbourhood: 11 500 ¹
Funding	Total cost approved: €428 941 ERDF contribution: €289 721 Other public funds: €139 221 Total paid (April 2012): €403 812
Operational Programme	GOAL project, PEACE III – European Territorial Co-operation 2007–2013 Northern Ireland and the Border Region. Priority 1: Reconciling Communities. Theme 1.2: Acknowledging and Dealing with the Past. Strand 3: Securing the Future.
Managing Authority	MA: Single European Union Programme Body (SEUPB) Consortium of the Northern Ireland Community Relations Council and Pobal (IRL) appointed by SEUPB to manage Priority 1.2, PEACE III.
Cohesion Policy Objective:	Competitiveness
Main reason for Highlighting this case	The Creggan estate, Derry City, is one of the poorest neighbourhoods in Northern Ireland. Over a 20-year period the community has self-organised to respond to job losses, economic decline, social deprivation and political conflict. The story of Creggan Enterprises / Creggan Neighbourhood Partnership is one of grassroots community action, a successful social economy initiative and innovative efforts to heal the effects of years of community conflict. An impressive cluster of community-led social and economic activities is now in place in Ráth Mór Business Park in the Creggan, attracting people from both traditions across the divided communities.
Key Contact person	Conal McFeeley, Development Executive, Creggan Enterprises Ltd conal@rathmor.com

¹ For FUA populations see http://www.mdrl.ro/espon_cd2/Project_Reports/Preparatory_studies_and_scientific_support_projects/1.4.3_final_report.pdf

1. PROJECT DESCRIPTION

<p>Overall objective / goals</p>	<p>The overall objective of GOAL was to provide opportunities for reconciliation by building positive lasting relationships in and between communities in Northern Ireland and the Border Region of Ireland. Objectives were:</p> <ul style="list-style-type: none"> • To promote equality, conflict resolution and mediation within the community and establish cross-community and cross-border partnerships with specific groups. • To raise awareness and acceptance of the rich cultural diversity across the city and in the Border Region. • To work towards understanding and healing communities coming out of the 30 years of conflict. • To address the needs of victims, their relatives and carers on an on-going basis and to ensure their voices are heard. <p>Creggan Enterprises Limited (CEL) seeks to address the legacy of exclusion, market failures, urban decline and community conflict in Creggan and surrounding neighbourhoods. It does this by stimulating investment, encouraging community and employee entrepreneurship, creating and maintaining jobs, building the skills and capacity of local people and developing intermediate labour market initiatives offering opportunities for economic and social inclusion.</p> <p>The values or principles of CEL are:</p> <ul style="list-style-type: none"> • Community empowerment and participation, building assets for community advancement. • Developing services to meet community needs by engaging with people in addressing their own needs. • Promoting local skills, community ownership and commitment to community-led action. • Generating financial and social profits for the community. • Providing pathways to social inclusion and work for socially disadvantaged people. • Anti-discrimination and promotion of equal opportunities.
<p>Description of activities</p>	<p>The GOAL Project, delivered by Creggan Neighbourhood Partnership and based at CEL (the Ráth Mór), promotes inter-generational and multi-generational learning about the history of conflict. Activities included: cultural awareness / community relations training; joint exchanges and visits by cross-border / cross-community groups and residents; young and older people working together on joint research and awareness projects; exhibitions of research on specific events and personalities and interpretation of history displayed in different community venues; community relations / history / cultural awareness / research courses; joint drama / digital or written documentation of communities' experiences, developed as a learning tool for future generations; international links / exchanges with communities in conflict in other parts of the EU.</p> <p>Creggan Neighbourhood Partnership is engaged in a range of other activities including training for work targeted on socially disadvantaged groups (e.g. lone parents).</p> <p>Creggan Enterprises is a not-for-profit company in the social economy. Its activities are centred on the Ráth Mór Centre and Business Park</p>

	(approximately 10 000 sq. m.). Businesses there include a supermarket (Costcutter) and other retail outlets, community service units including a day centre for adults with learning difficulties (Oak Tree), a nursery and out-of-school project social / community projects and organisations providing services to local community groups and workspace for micro-enterprises. With the surpluses generated, Creggan Enterprises provides funding for local voluntary groups and schools. It delivers ThumbPrint, a 'Pathways to Employment' intermediate labour market programme, targeting long-term unemployed and inactive groups.
Recipients	Local community and voluntary groups which are neighbourhood or issue-based (e.g. ex-prisoner groups), informal groups in the target communities, young people (in schools, clubs), older people, people affected by the conflict (victims and their families), people formerly engaged in paramilitary organisations and some not fully disengaged from this activity, and women, especially those with a profile of social disadvantage. Target groups of Creggan Enterprises include: small enterprises in the social economy, residents, unemployed people, community and voluntary organisations.
Mainstreaming of gender equality and non discrimination	The GOAL project promoted equality of opportunity and non-discrimination. Non-discrimination was built into the specification of target groups, prospective participants, choice of workshops and planning for joint group work and courses.
Intended outputs and results	Expected outputs of GOAL were quantified in terms of number of events to be held (e.g. training and other courses related to culture, history etc.), visits across community and cross-border, materials for exhibitions / media productions and numbers of participants involved (e.g. 200 residents on trips / visits). Results expected included: evidence of reconciliation, greater mutual understanding of the past, greater trust and mutual tolerance, improved orientation to work together across communities and cross-border. Outputs envisaged by Creggan Enterprises at the start related to the re-development of a derelict factory site as a social economy project. Results envisaged were investment to revitalise the Creggan and enterprise and jobs for local people based on community ownership and economic and social inclusion.
2. POLITICAL AND STRATEGIC CONTEXT	
National and regional framework for implementing ERDF funded urban development projects	PEACE III 2007-2013 is the latest in a succession of EU programmes (since 1995) to support the peace process following the announcement of ceasefires by the main paramilitary organisations in 1994. Multi-party talks involving the Irish and UK governments and representatives of both communities culminated in the political agreement, known as the 'Good Friday Agreement' or 'Belfast Agreement' in April 1998. The agreement restored devolved government to Northern Ireland on a power-sharing basis. Linked to the agreement, a number of joint North-South implementation bodies were established including the Special EU Programmes Body (SEUPB), the managing authority of PEACE and the Cross-Border Territorial Cooperation Programme (INTERREG IVA). Since the agreement, there have been difficulties with specific issues (e.g. the decommissioning of arms) and in institutional arrangements. Devolved governance (the Northern Ireland Assembly) was suspended for a time due to disagreements between the main parties representing the divided communities.

	<p>PEACE III is included under the European Territorial Co-operative Objective, and is funded solely by the ERDF. It is one of three operational programmes in Northern Ireland (one ERDF, one ESF and one Territorial Cooperation) and one of four operational programmes in Ireland (2 regional OPs funded by ERDF, one ESF, and one Territorial Cooperation OP). The eligible area for PEACE III is Northern Ireland and the Border Region of Ireland (comprising the counties Louth, Monaghan, Cavan, Leitrim, Sligo and Donegal). PEACE III has a greater focus on reconciliation compared with previous PEACE Programmes.</p> <p>Notwithstanding improvements in community relations, Northern Ireland remains a divided society with divisions deeply rooted historically. Residential patterns and institutions such as schools remain highly segregated, and there is a lack of shared space and shared services. There are contentious 'interface areas' – physical barriers constructed between communities that live side-by-side with each other - including a number of 'peace lines' in Derry. Dissident paramilitary groups are still active and resistant to the new context of 'peace'. The results are a lack of cross-community contact, low levels of participation in society, isolation and poor integration.</p> <p>The existence of the north/south border has had a deep impact on the social, cultural and economic development of the region. Derry is the natural urban centre for the region but has not developed its potential because of the history and political significance of the border. Cross-border interaction such as visiting, shopping, business and services development has been deeply affected by the conflict. Linked to these complex issues of community divisions in the current context of 'peace', the strategic objectives of PEACE III are centred on two priorities: (i) reconciling communities and (ii) contributing to a shared society.</p>
The planning context	<p>'Shaping Our Future' (Department of Environment NI) describes the regional planning strategy up to 2025. The objectives are to promote sustainable development combined with social and economic cohesion to contribute to a spatially-balanced economy, a healthy living environment and an inclusive society which tackles inequalities in health, education and living standards.</p> <p>There are 26 District Councils in Northern Ireland. Local government had limited functions (since the Local Government Act 1972) given the discriminatory policies that had been pursued in favour of the majority community (Protestant/Unionist). Local government is in a process of reform which includes a reduction in the number of local authorities from 26 to 11 and the transfer of the majority of planning functions to local government. Progress is difficult and reforms were not completed as planned by 2011. At local community level, the Neighbourhood Renewal Strategy aims to tackle the multi-dimensional nature of deprivation in most disadvantaged areas, supporting integrated neighbourhood action plans. There are five urban renewal partnerships in Derry (Catholic and Protestant communities) and a regeneration company for Derry City (ILEX).</p>
3. IMPLEMENTATION	
3.1. PROJECT DESIGN AND PLANNING	<p>At the time of the GOAL application (2008), Creggan Neighbourhood Partnership (CNP) had been involved for over 5 years in peace-building programmes. CNP had developed relations between community organisations across the city from other traditions and cross-border. The</p>

GOAL project developed as a result of requests and consultations with users of the community centre, residents, and community organisations. The origins of Creggan Enterprises Ltd (CEL) go back to 1984 with the sudden closure Molins factory and the loss 437 jobs. In protest, the trade union official and some workers organised an occupation of the factory and a public awareness campaign. A civic group later purchased Molins and set up an employee-owned company, which is still in existence and providing some 200 jobs. In 1986, following from this experience, a group of local people formed the Creggan Community Initiative. They visited cooperatives in the region, mobilised some 150 local people and convinced them of the potential of starting a social economy venture using a cooperative structure. As an indication of the apathy at that time, at the first meeting of residents, only 6 people (from a catchment community of some 12 000 residents) turned up. From this process of community mobilisation, Creggan Co-operative Society was established. The small group of activists, mainly from trade union backgrounds, continued campaigning, challenged the statutory sector that had neglected the community and went on to buy land owned by the Industrial Development Board (IDB) which had been derelict for 20 years as the IDB was unable to attract inward investment to the site. The site had symbolic and emotional significance in the Creggan. It was a 'box factory' which closed in the 1960s resulting in large job losses and later became a focal point for the civil rights movement in Derry. The factory was subsequently burnt down and later used as an army encampment for British soldiers. At one point, local residents occupied the factory to show that this was the site they wanted for the social economy initiative. Through local fund-raising, Creggan Cooperative Society raised the resources needed to put a deposit on the land (£65,000 / €80,000). Later, they attracted funding support from the International Fund for Ireland (£1.35m / €1.64m) which was matched by an equal amount from the Department of the Environment NI. Each of these funders provided 40% grant aid, with the community expected to raise the remaining 20% (£600,000 / €728,600). This was partly raised from the community and partly by bank financing. The total funding package was used to develop an enterprise and retail park in 1991: Ráth Mór.

Creggan Enterprises set up Creggan Neighbourhood Partnership. At the time, there was no community infrastructure in the Creggan. Community organisations had collapsed as organisations were manipulated as a focus for conflict during the years of 'The Troubles'. With a successful application for EU funding, a community partnership structure, Creggan Neighbourhood Partnership, was created as an umbrella organisation to mobilise and support grassroots community organisations. Creggan Enterprises provided training and advice to the partnership over the years. Creggan Neighbourhood Partnership is core funded by the Community Investment Fund (Voluntary Community Unit, Department of Social Development NI).

The need for the GOAL project was established through consultations with residents, service providers such as the Workers' Education Association, Derry City Council Community Relations Department and community groups in Derry across-community and cross-border groups in Donegal. The demand for just such a project to build community relations across divided communities is ever-present in Northern Ireland in the context of 'peace'. Those on the margins of society and/or with entrenched views do not completely 'buy into' the new context. The political parties which

traditionally represented the separate communities are seen to have bought into power and government, neglecting their interests. Associations in these polarised and typically poor communities are key vehicles for bringing residents and people affected by the conflict into the mainstream acceptance of peace and reconciliation.

Many residents targeted by GOAL (Catholic/Nationalist, Protestant/Unionist and cross-border) were directly affected by harassment, exclusion and violence/conflict by virtue of where they live (i.e. in highly segregated residential areas).

In planning the GOAL project, CNP entered into discussions with neighbourhood community organisations, cross-community and cross-border groups. The groups which actually partnered CNP on GOAL were: Lincoln Courts (Protestant), Lifford/Clonleigh Community Resource Centre, Donegal (cross-border), and later Newtowncunningham Community Development Initiative (cross-border and mixed). Project development was informed by research on the social legacy of the conflict (e.g. data from 'A Shared Future', 'Life and Times Survey' and census data focused on segregated residential patterns).

At the time Creggan Enterprises was set up (1991), Derry was in a spiral of urban decline, had experienced substantial job losses over a long period linked to the loss of its traditional manufacturing base and decades of political conflict, resulting in further private sector flight and inter-generational joblessness. The effects on the Creggan were extreme social and economic deprivation, collapse of community infrastructure and community resistance to the state. However, bonds of community were harnessed in a positive way to support setting up Creggan Enterprises.

Project selection (GOAL) was based on criteria including: evidence of contribution to objectives of PEACE III at programme level (promotion of a peaceful and stable society and reconciliation) and priority level (e.g. challenges attitudes, reduces sectarianism and racism etc.), showing how the project creates synergies across the divided communities, evidence of building on projects funded under earlier PEACE programmes; strategic collaboration between the public, private and voluntary/community sector and engagement with target groups across the border; implementation and management capacity and quality of the work programme.

In the design of GOAL, risks were lack of interaction across generations; the cross-border aspect of peace-building was not seen as crucial among residents, and peace-building concepts were not fully embraced by the population. Persistent negative and sectarian opinions, mutual fear of engagement and entrenched positions in sections of the population (e.g. dissidents in paramilitary organisations in communities) were key challenges.

The experience of Creggan Neighbourhood Partnership and support from Creggan Enterprises (CEL) helped address difficulties and reduce risks. For instance, CNP was involved in cross-community partnership (e.g. TRIAX Neighbourhood Renewal Partnership), had existing cross-border relationships and good working relationships with key partners including Derry City Council, ex-prisoners' organisations (Tar Abhaile, nationalist and REACT, loyalist) etc. CNP had established a youth drop-in centre and an older people's group, 50+ to take part in inter-generational projects.

There were risks in the setting up of Creggan Enterprises. The model of social economy was not well-known in NI and not tested; public and

	<p>private organisations were not inclined to invest in communities like the Creggan; and the neighbourhood was a ‘hotbed’ of conflict. The risks were addressed through a systematic process of community campaigning and mobilisation, on the one hand, and seeking support for the initiative from key individuals in political positions and in the public administration (Department of the Environment), on the other. Compromises were made (e.g. in the actual cooperative structure adopted) to facilitate public and private sector investment in CEL.</p> <p>GOAL took account of results exploitation and transferability from the design phase onwards. The project developed materials including historic accounts, publications, media productions and other activities (e.g. in schools, for the general public) which could impact on the wider community in promoting reconciliation, improved mutual understanding and tolerance.</p> <p>Financial sustainability of activities supported by GOAL is not possible in that these involve activities for people who are vulnerable and on low incomes, and cannot be run without funding support.</p> <p>The wider project, Creggan Enterprises, is financially self-sufficient based on the operations of Ráth Mór Centre and Business Park. In this case, the social economy has created new sources of economic activity in Creggan and the market economy here directly benefits the local community (jobs, income, products and services and reinvestment of profits in the community).</p> <p>Activities funded by GOAL could not have been pursued without the ERDF funding. Participation in PEACE III also established the project focus (reconciliation, working across community and cross-border to promote a shared sense of community).</p> <p>GOAL is only funded by the ERDF. However, Creggan Neighbourhood Partnership is also delivering the EU-supported project CORE (Creating Opportunities for Return to Education) assisted under the NI ESF programme (2007-2013), Priority 1, helping people into sustainable employment, managed by the Department of Employment and Learning. This provides opportunities for adults experiencing multiple deprivation to return to education.</p>
<p>3.2. MANAGEMENT, MONITORING AND EVALUATION SYSTEM</p>	<p>GOAL operated within the governance structure and management arrangements of CNP. A sub-committee was established at the project development phase comprising individuals from the CNP board and staff and members from partner organisations. This group made an important input into project design, structure, specification of activities and style – how to deliver the project.</p> <p>Project workers were recruited by open competitive procedures (i.e. posts were advertised in the regional and local press and recruitment undertaken by an independent selection panel). The team comprised three workers – Project Coordinator, Development Worker and Finance Administrator.</p> <p>Several personnel involved in project delivery – for instance, in the partner organisations such as Lincoln Courts, Lifford/Clonleigh Community Resource Centre – were volunteers. This mix of paid workers (in the GOAL team) and voluntary effort was discussed and agreed from the outset to avoid any potential for conflict in the course of implementation.</p> <p>The team was responsible for the actual running of the project. All major</p>

	<p>management decisions were taken by the board of the CNP.</p> <p>Three staff people were employed directly in GOAL for 39 months, amounting to 117 person-months. Workers and volunteers from partner organisations were also involved in delivery.</p> <p>In Creggan Neighbourhood Partnership, there were 5 paid staff (4 full-time, 1 part-time) and 20 volunteers at the time GOAL was approved. Currently, CNP has 14 staff and 13 volunteers.</p>
	<p>The initial project idea came from CNP, CEL and TRIAX Neighbourhood Partnership (the Neighbourhood Renewal Partnership). The design involved approaches (informal at first) to potential partners and considerable consultation.</p>
	<p>Monitoring of the GOAL project was reported systematically over the period of the project.</p>
	<p>Provision was made for evaluation of GOAL from the outset. This was undertaken by the project itself as self-evaluation and engaged with project final beneficiaries, GOAL staff and partner organisations.</p> <p>GOAL undertook monitoring of participation in activities funded. Targets were established for activities (e.g. number of workshops, number and type of events and number of participants at these events). Targets for the number of participants and number of events to be held were exceeded. Evaluation meetings were held with final recipients (e.g. young people) and staff and volunteers of partner organisations to explore changes in attitudes, expectations and lessons learned. Reports drawn from the monitoring and self-evaluation were presented in progress reports to the IB / MA. The GOAL project completed in December 2011. A formal independent evaluation has not been undertaken.</p> <p>The administrative demands and bureaucratic procedures applied by the IB were regarded as challenging and excessive. Consultations with community organisations indicate that procedures for application to and participation in Peace III (reporting, payment schedules and arrangements) are demanding and well beyond the capacity of small community / voluntary organisations.</p> <p>No adaptation to the management structure was needed. However, there were challenges which required refocusing activities amongst the partners and target groups in the communities. For instance, the cross-border group, Lifford/Clonleigh Community Resource Centre (Donegal) did not have a youth worker in place to support the involvement of young people in GOAL. Instead, the group concentrated on involving adults, while another cross-border group, Newtowncunningham Community Development Initiative (Donegal), was brought into the partnership to focus on young people, across community and cross-border. There are some outstanding difficulties in terms of documentation for completion of the project such that 5% remains to be paid by the MA / IB. This matter is being resolved at present.</p>
	<p>GOAL was only funded by the ERDF. CORE (education / personal development for disadvantaged groups), also implemented by CNP, was ESF-funded. There were no difficulties in organisation and management across these projects. There were difficulties in raising local co-funding for CORE (50% assistance rate by ESF, 25% by Department of Education for Northern Ireland and the remainder to be raised locally) which resulted in a more limited scale of implementation of the project than planned.</p>

**3.3 GOVERNANCE:
PARTNERSHIP,
PARTICIPATION AND
EMPOWERMENT**

Creggan Neighbourhood Partnership (CNP), the lead partner, is an umbrella organisation for local community / voluntary groups in the Creggan. CEL has close links to CNP: CEL was instrumental in setting up CNP and there is cross membership of the boards of these organisations. CNP is a vehicle for community organisation, development and community and social initiatives, while CEL pursues business and enterprise development based on a social economy model.

The partners involved in GOAL were CNP (lead), Lincoln Courts Youth and Community Association (Protestant / Unionist), Lifford / Clonleigh Resource Centre (cross-border) and later Newtowncunningham Community Development Initiative (cross-border). The Community Relations Council (IB) was also involved in organising activities under GOAL.

Promoting community projects from grassroots level and building reconciliation to create a normalised society which accepts diversity is a key role of CNP. These were the motivating interests of the lead partner. New project development is part of the strategy for diversification of initiatives in the Creggan (led by CEL).

Motivation for involvement of GOAL partners was to provide 'the space' to have conversations about the past and to enable relationship-building. Partner organisations emphasised difficulties in building trust and relationships across community; there is still opposition to the peace process (including dissident organisations) and fear of interacting with communities from other traditions in NI and across border. It was seen to be particularly important to engage with young people. Most young people in GOAL had never interacted with peers from the other tradition prior to that.

GOAL first mobilised residents and communities through a series of consultations, and they were involved in creating and designing the project (articulating their needs, providing ideas on structure and style of activities etc.). Volunteers were trained to engage in the organisation of activities. All partner organisations in GOAL are strongly community based – they were initiated by local people, have been built up over many years and are strongly voluntary-based (all are run by voluntary management committees from the communities). For instance, Lifford / Clonleigh is wholly voluntary (no core state funding) and decided to stay outside state local development structures in order to maintain its autonomy. Lincoln Courts Youth and Community Centre is also mainly voluntary (it has one part-time youth worker).

From the events that led to the setting up of Creggan Enterprises, (i.e. closure of enterprises), the initiative came from workers and the trade union representatives who engaged with the local community to raise awareness of the potential of the model proposed and gain local support for it. This level of local engagement has been a characteristic of Creggan Enterprises / Creggan Neighbourhood Partnership over the years.

Derry City Council (DCC) has been supportive of Creggan Enterprises (CEL) / Creggan Neighbourhood Partnership (CNP) over the years. CEL / CNP was the community structure involved with Derry City Council in the implementation of URBAN (1994-99). Derry City Council with other partners (EU in PEACE II, International Fund for Ireland and Department of Enterprise Trade and Investment NI) provided some financial support for the development of the Micro-Enterprise Centre; while the Business

Park development (opened in 2001) was supported by Derry City Council, the Local Strategy Partnership, International Fund for Ireland, the Department for Social Development and Invest in Northern Ireland.

The leadership came from Creggan Enterprises and Creggan Neighbourhood Partnership. Creggan Enterprises engages in building capacity and mentoring of organisations including CNP. There is a long history of CEL and CNP working together. CNP had pre-existing links with the partner organisation in GOAL and there are good personal relationships between the key personalities.

Creggan Enterprises pioneered a new approach to social economy linked to community development in Derry and NI. It worked to build a legal social structure to represent the community and at the same time be acceptable to business. It secured property and investment from banks and government. It attracted retail and small business to, and supported its development in, the neighbourhood; it developed community service units, created shared housing and engaged with other community development initiatives. Creggan Neighbourhood Partnership grew out of Creggan Enterprises' mission to support community development and appropriate vehicles to further community-led initiatives. There has not been any problem in accommodating on one site commercial and social economy enterprises and public or voluntary agencies providing services to the community. All tenants pay rent to Creggan Enterprises and Creggan Enterprises maintains the business park. As a social economy company, any profits are reinvested in the local community and the Enterprise has clear social objectives and values. Social economy enterprises also benefit from mentoring and other supports offered by Creggan Enterprises. Bringing many people onto the site, for training, social activities, work and community services, benefits the retail businesses in particular.

The GOAL project has furthered community development and partnership focused on cross-community and cross-border cooperation. The project engaged with groups (victims, ex-prisoners, ex-paramilitaries) not previously involved in such activities.

4. INNOVATIVE ELEMENTS AND NOVEL APPROACHES

4.1 INNOVATION

Creggan Enterprises set up a social economy model when these approaches were not well-known or practiced in Northern Ireland. There were many risks and obstacles. The initiative challenged the public sector but also worked to bring the mainstream along with the initiative. CEL developed a legal model of community-led social and economic development which was acceptable and went on to attract investment from government and the private sector.

All partner organisations in GOAL are strongly community-based and work with community development approaches. The innovative aspect of GOAL was the participation of people in cross-community and cross-border activities who were not previously engaged. It involved a broadening of community participation. These included people with entrenched views characterised by intolerance and no history of links with the other traditions in local communities, and people directly affected by (victims) or involved in the conflict including people on the extremes (ex-prisoners, dissidents).

Some activities of GOAL involved communicating the findings of local research and other community projects. These historic, cultural (drama,

<p>4.2. KEY IMPLEMENTATION CHALLENGES AND PROBLEM-SOLVING PRACTICES</p>	<p>art) and community projects involve local exhibitions, media productions, booklets (e.g. 'Memories of the Black Hut', a walk across the border which celebrated the 'Black Hut' a traditional meeting place where goods were smuggled across the border) and other events. There were regular newsletters, a website, national / international conferences and study visits to communicate experiences of Creggan Enterprises / Neighbourhood Partnership.</p>
	<p>The original model of Creggan Enterprises has been extremely influential in Northern Ireland. Many of the leading arts / cultural / social projects in the city (e.g. Verbal Arts Centre, Playhouse Theatre, the Nerve Centre) are set up as social economy initiatives modelled on Creggan Enterprises. There have been initiatives to bring the experience of Creggan Enterprises (social economy) and Creggan Neighbourhood Partnership (initiatives to promote reconciliation) to a wider audience. The GOAL project linked with other conflict areas in the EU including Kosovo and the Balkans (exchange visits to and return visits to Northern Ireland from groups in the Balkans); Creggan Enterprises recently advised authorities in Christchurch, New Zealand about community-based approaches following the earthquake. Creggan Enterprises received awards for excellence in achievements including: Arts and Business Community Award (2009) and Enterprise Solutions Award. Regional, national and international delegations have visited Creggan Enterprises.</p>
	<p>The main challenges to GOAL included: overcoming negativity and apathy to encourage people from across different traditions to participate in activities. Specific difficulties, including dissidents in the different communities opposed to peace-building, presented serious challenges to the community-based partners. The partners and CEL have the connections into the communities and amongst prisoners / ex-prisoner organisations to negotiate these difficulties but nonetheless, these difficulties introduce fear of participation and engagement. Lack of capacity in terms of professional workers in some community organisations required some refocusing of activities pursued by the different partners, for instance, by adding a new cross-border partner on youth and, more generally, training and up-skilling volunteers. The administrative procedures linked to the funding were also challenging but the lead partner had the experience and capacity to deal with these.</p> <p>There were enormous challenges to setting up Creggan Enterprises and establishing it as a viable enterprise. These were overcome, as described above (campaigning, negotiation, compromise). On-going challenges relate to need for diversification of the project, difficulties in the business environment presented by the recession (e.g. loss of tenants, low incomes due to high unemployment etc.).</p>
<p>4.3. THEMATIC FOCUS</p>	<p>Local empowerment and participation</p> <p>The GOAL Project is a grassroots initiative in local communities, across divided communities and cross-border to promote reconciliation and a sense of shared community. It is delivered by Creggan Neighbourhood Partnership and operates in the wider framework of a successful social economy initiative, Creggan Enterprises Ltd., which has in existence for over 20 years. Creggan Enterprises started from a community-led drive for jobs and regeneration in one of Northern Ireland's most rundown and conflict-ridden neighbourhoods, the Creggan. The economic and social well-being of the neighbourhood is promoted through the activities of the Ráth Mór Community and Enterprise Park which is community-owned and</p>

	financially self-sustaining.
5. FUNDING	
	<p>€428 941 (£353 233) approved in 2008 for GOAL from Peace III. €403 812 (£332 539) actually paid involving €289 721 (£238 585) EU contribution (ERDF) and €139 221 (£114 648) other public funding.</p> <p>The GOAL project did not generate private sector leverage. Creggan Enterprises, over the years, has generated private sector and public investment of approximately €12.14 million (£10 million).</p>
6. PROJECT ASSESSMENT	
6.1. FINANCIAL SUSTAINABILITY	A new application was submitted to PEACE III but was not successful. Creggan Enterprises is a financially sustainable social economy company, now generating surpluses to reinvest in local community projects.
6.2. TRANSFERABILITY	<p>The GOAL project started in 2008. It built on previous experience of Creggan Neighbourhood Partnership but was a new project.</p> <p>GOAL did not start as a pilot but was a specific time-limited project. The lead partner, Creggan Neighbourhood Partnership, was involved in implementation of URBAN in Derry city (1994-99).</p> <p>Elements of the project (e.g. the social economy model) are transferable to other areas. This model is considered influential in Northern Ireland and more widely. The social economy model (and legal structure) of Creggan Enterprises has been applied by other projects in the city.</p> <p>Creggan Enterprises is now at the centre of a cluster of interlinked projects, a multi-layered infrastructure of community organisation, and has developed over a long period of time. Its experience is based on working with key principles (community participation in decision-making, ongoing capacity building, self-help, local focus for investment and jobs, reinvestment in community etc.). The model has involved taking advantage of new opportunities (e.g. peace and funding for peace and reconciliation building) and at the same time, addressing identified local needs. This has enabled diversification of the project into new areas of activity, new structures and networks, new groups in the population (older people, young people, people with disabilities etc.) and more scope for integration and interlinkage. This approach to the evolution of a complex project is transferable. An ongoing strategy of capacity building has also been a further factor.</p> <p>The model is potentially transferable, particularly in the context of integrated actions in urban neighbourhoods with problems of multiple deprivation. The community building and reconciliation dimension that is developed in GOAL could also be transferable to local areas with problems of divided communities, for instance, due to difficulties in relationships between communities with different ethnic origins, cultures or religions. The lessons from GOAL are that activities to bring communities together need to be developed from a deep understanding of the impact of conflict in communities (the victims, those directly involved in conflict) and require efforts to reach and engage those with most entrenched views. The experience of GOAL has been of interest to other areas in Europe coming out of serious ethnic conflict, namely the Balkans and Kosova. The transnational exchange of experience (study visits, conference, workshops) has been particularly successful here.</p> <p>Local leadership, risk-taking, capacity for negotiation and compromise,</p>

	<p>powers of persuasion and a strong sense of local identity and commitment to place are more intangible 'soft' factors that are not easily implanted.</p>
<p>6.3 ISSUES AND PROBLEMS</p>	<p>The original co-operative structure proposed by Creggan Community Initiative was not acceptable to banks and commercial partners. At the time the co-operative model had little support in government. With technical support from the Northern Ireland Co-operative Development Agency (NICDA) – now the Social Economy Agency – a 'community enterprise' structure was proposed: i.e. a community-owned business structured as a limited company. It gave limited liability to the directors and was a 'safe and recognisable' structure for funders, companies and lenders. The legal structure built in principles of no personal gain, reinvestment of profits in the local community and participation of workers in decision-making. This model was a major breakthrough at the time.</p> <p>There have been ongoing issues and challenges. There have been difficulties in raising the levels of cofinancing required by public funding agencies for specific social projects (social inclusion and employability). However, the local community structures have resolved these issues through interaction and negotiations (and compromises) with statutory agencies. The track record of success, capacity and credibility of Creggan Enterprises has assisted this process.</p> <p>Publicly-funded programmes are not considered to be well-g geared to the task of sustained regeneration of disadvantaged communities. Funding regimes are still too short-term, excessively bureaucratic, restrictive and risk-adverse.</p>
<p>6.4 PROJECT OUTPUTS & RESULTS</p>	<p>Over the duration of the GOAL project (2008-December 2011) 2 564 people participated in activities (367 in counselling / trauma support, 1 605 in events including visits and 592 in conflict resolution workshops). Actual participation exceeded targets. Fifty events / workshops were held.</p> <p>Evaluation – including interviews and focus groups with a sample of participants (young people), staff, partner organisations and volunteers – confirms positive changes in attitudes in terms of cross-community and cross-border relations (e.g. greater awareness and understanding of different cultures and traditions, greater ability to engage with people from different political and cultural backgrounds, greater interest in and learning from the past, improved relations and improved recognition of mutual needs of communities affected by the conflict, improved conflict resolution and mediation skills in the community).</p> <p>The main results of Creggan Enterprises, in quantitative terms, are outlined below.</p> <p>The Business Centre, until recently, was fully occupied and an 18-year lease has been agreed with its 'anchor' tenant (the Costcutter convenience store). There are approximately 60 businesses and community enterprises and it is estimated that in excess of 3 million people have used the services at the Ráth Mór Centre.</p> <p>Creggan Enterprises brought retail and business activities, jobs, services and new investment to the Creggan, estimated at €12 143 million (£10 million). This includes the Ráth Mór Centre, €3.9 million (£3.2 million); an Indigenous Business Park, €850 030 (£700 000), Micro-Enterprise Centre, €485 732 (£400 000), and a Business Centre, €728 598 (£600 000). In addition, some €3.6 million (£3 million) has been spent on a social housing scheme while Creggan Enterprises / Neighbourhood Partnership has delivered a 'Pathways to Employment' Scheme, ThumbPrint,</p>

€607 165 (£500 000).

293 new jobs have been created at Ráth Mór, generating some €3.64 million (£3 million) per annum in wages. Approximately 120 temporary jobs were created in the construction phase of the housing complex and the community service units.

Over €243 000 (£200 000) has been allocated to local groups and schools. It has provided subsidies to establish Creggan Neighbourhood Partnership, Northland Broadcast, Creggan Early Years Project, North West Taxi Proprietors, Guildhall Press and other community initiatives.

The relocation of the Post Office and an ATM (cash dispenser) service at Ráth Mór – the first such banking facility in the history of the Creggan and Bogside neighbourhoods – were secured. Many cultural and arts projects have been set up including the Revival Community Gallery and Annual Festival, the Oak Tree Centre and the Eastway Wall Art Project and recently a new Digital Arts project attracting young people to the Centre.

Creggan Enterprises / Creggan Neighbourhood Partnership has activated statutory, social economy and private sector partnership and collaboration. It has brought new population groups (young, older people, people with intellectual disabilities) and people from both traditions into the local environment, interacting socially at Ráth Mór for shopping, social, cultural, education, training and employment.

7. CONCLUSIONS: KEY SUCCESS FACTORS AND LESSONS LEARNED

Key success factors of Creggan Enterprises (CEL) and Creggan Neighbourhood Partnership (CNP) are as follows:

Community ownership of knowledge, land, buildings and resources rather than total reliance on grant aid. CEL now runs on earned income, distributing profits to the community. Financial viability increased credibility with the private sector and gives it autonomy. Having a resource, such as land or property, is key to engaging with the private sector as it is difficult to be taken seriously otherwise. Securing bank financing for investment showed the confidence of financial stakeholders. As the project evolved with a track record of success, inward investors increasingly approached CEL to explore the possibility of joint ventures.

Community effort and leadership by local people who have pride in and are passionate about their community; not adverse to risk; and prepared to take a long-term view.

An enabling and supportive environment not just in terms of funding but also in the regional planning context to support integrated social, economic and community regeneration. Availability of technical support was also important. Creggan Enterprises drew on expertise and training provision from the Social Economy Agency, formerly NICDA, and expertise in its voluntary board of directors. Training helped with business planning and legal structures and built local capacity.

Collaborative partnership, networking and coalition building which involved lobbying for change rather than accepting current thinking in the public and private sector. The experience emphasises the importance of partnership entered into on an equal footing. CEL found that community representatives need training and mentoring in how to engage with the private and statutory sector, while private and statutory sectors need training and greater awareness of the core values and principles of the social economy movement.

There was an element of luck in terms of funding being available at key

	stages (e.g. from the International Fund for Ireland, the EU in the early 1990s and from successive PEACE programmes and other sources). The experience also shows the need to be entrepreneurial and able to take advantage of opportunities when they arise.
8. FURTHER INFORMATION	
Bibliography	www.rathmor.com Project application, progress reports, presentations and newsletters
Contact	Mr Conal McFeely, Development Executive Creggan Enterprises Ltd, Ráth Mór Centre Bligh's Land, Creggan, Derry BT48 0LZ Tel: +44 28 7137 3170 info@rathmor.com ; conal@rathmor.com
Name of expert who did the case study	Eileen Humphreys
Date	June 2012

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