



LIVING TOGETHER 2: GOBNASCALE

**Housing
Executive**

An investigation of case studies and strategies for promoting
safe, prosperous, integrated, sustainable communities



Paddy Gray, Erick Guerra, John Driscoll
International Centre for Local and Regional Development
and University of Ulster

Contents

Foreword	3
Abstract	4
Introduction	5
Methodology	5
The Study Sites	6
The Six Study Sites	6
Acknowledgements	7
Research Team	7
About the Authors	7
Irish Street/Gobnascale Interface Area	9
1. Background	10
1.1 Housing	11
1.2 Socioeconomic Conditions	12
1.3 Segregation and Protestant Alienation	12
1.4 Anti-social Behaviour and Interface Violence	14
2. A Shared Future	16
3. Successes & Challenges	18
Appendix I - Case Study Fieldwork and Interviews	19
References	20

Foreword

We are pleased to present this report, one of three that the Housing Executive has agreed to publish as part of research carried out by the International Centre for Local and Regional Development (ICLRD). Over the last four decades media attention has focused upon the segregated nature of housing in Northern Ireland. This segregation is most pronounced within the social housing sector and ways to resolve this challenge have been debated and researched by many. With the 'Shared Future Agenda' set out in the Good Friday Agreement and recent policies to bring communities closer together we are delighted that the focus of research should move towards communities.

As Northern Ireland moves forward in the aftermath of a period of conflict, the need for research and forward looking debate on the future of integrated, balanced and sustainable housing solutions is well formed. The Housing Executive welcomes the fact that the focus of this study has been to identify communities that are working together and the wider issues that affect segregated areas. We are particularly delighted to work alongside the ICLRd in producing a series of studies on both sides of the border that focus on areas where residents and stakeholders have come together for the improvement of the area.

This individual publication is part of an overall research project conducted in six areas in Northern Ireland and the Republic of Ireland. The six areas are distinct in that they look at unique stages of development in creating sustainable communities not only in existing estates but also in newly built areas. In Northern Ireland the research team investigated progress being made in Springfarm, Antrim; Carran Crescent, Enniskillen and Irish street/Gobnascale Interface in Derry/Londonderry. In the Republic of Ireland the focus was on Cranmore, Sligo; Mahon, Cork and Adamstown, Dublin.

All six studies will be available soon as part of an overall publication and this will also be available on the ICLRd website.

Abstract

This document investigates initiatives and policies in Northern Ireland and the Republic of Ireland to improve and build subsidised housing in mixed communities through the lens of six case studies - Springfarm, the Irish Street and Gobnascale interface and Carran Crescent in Northern Ireland and Cranmore, Mahon and Adamstown in the Republic of Ireland.

Together, the six cases provide a cross section of the challenges faced by communities, District Councils and central government agencies working to promote or provide mixed housing, and the strategies that have helped address these challenges and opportunities to create and maintain neighbourhoods that are safe, prosperous and open to all. A final synthesis report is also available to policy makers and practitioners and will also be used in ICLRD training programmes.



Introduction

Over the last 40 years, Ireland, north and south, has experienced dynamic changes in demographics, settlement patterns, the economy, migration, socio-economic conditions and political attitudes. Major shifts have also occurred in how both jurisdictions finance, construct, deliver and manage subsidised housing. Previously, the two governments promoted social housing as a temporary stepping stone for home ownership, a place where families could save money until they were ready to move into permanent accommodation. There was a focus on providing large numbers of units quickly and inexpensively on large social housing estates often in remote locations without appropriate services, shops or infrastructure. Increasingly, many of these estates came to be seen as areas of housing of last resort, where poor households, unable to make the transition to home ownership, became concentrated. Some estates gained reputations as hotbeds of violent crime, drugs, antisocial behaviour and, particularly in the north, sectarian paramilitary activities and ethnic intolerance.

As throughout much of Europe and North America, Northern Ireland and the Republic of Ireland have developed new policies to counteract some of the perceived failures of earlier housing policy by improving conditions in existing housing estates and providing new mechanisms for delivering subsidised housing that does not concentrate housing of last resort in remote locations. In particular, both governments, while continuing to promote home ownership, have emphasised the need to create mixed, integrated and balanced communities that can accommodate and nurture people and households from different backgrounds, ethnicities and income groups. In Northern Ireland, the legacy of the Troubles and ongoing sectarian mistrust add an additional layer to an already complex process of promoting and supporting mixed communities. The rapid increase in migration, particularly from Eastern Europe, added a new dimension to integrated housing in both jurisdictions.

This study investigates initiatives and policies to improve and build subsidized housing in mixed communities through the lens of six case studies that range in size, location and history. Together, they provide a cross section of the types of challenges faced by communities working to promote or provide mixed housing, of strategies that have helped address these challenges and of opportunities to create and maintain housing that is safe, prosperous and open to all of Northern Ireland and the Republic of Ireland's residents.

Methodology

The particular history of an area and often the resolute and voluntary efforts of individual community members have profound impacts on housing estates and government programmes. Given the nuanced, context-specific factors that contribute to the success of policies and programmes to promote balanced communities, this study presents its findings as a series of case studies. Each case is unique, but they provide a wealth of information on how government bodies and other key stakeholders can play a role in the creation or continued success of balanced, sustainable communities and key factors that contribute to this success.

In preparing the cases, our research team was supported and informed by the guidance of a panel of experts from both sides of the border. The team conducted interviews, conference calls and focus groups with key stakeholders and community members at each site and in surrounding neighbourhoods. Multiple site visits and meetings with local officials and policy makers

complemented these interviews. Draft versions of the cases were distributed for comments to community representatives, government officials, estate managers, private developers and academics. Annex 1 provides an overview of the work undertaken in the preparation of this study. The research team also drew materials from a comprehensive literature review and analyzed statistics from agencies throughout Northern Ireland and the Republic of Ireland.

The Study Sites

The six case study areas vary tremendously in terms of location, scale, design and history. Three are located in Northern Ireland - Springfarm outside Antrim, the Irish Street and Gobnascale Interface area in Derry/Londonderry and Carran Crescent in Enniskillen - and three are located in the Republic of Ireland - Cranmore in Sligo, Mahon in Cork and Adamstown on the outskirts of Dublin. Four of them, Springfarm, Irish Street/Gobnascale, Cranmore and Mahon were primarily developed as social housing estates in the 1970s or earlier; while Carran Crescent, a 20 unit 'Shared Future' pilot project, and Adamstown, a 10,000 unit private development that is under construction with a 15% social rental and affordable home sales component, are 21st century new build projects.

The commonality is that they all involve a partnership of residents, public officials and private entities working to provide mixed, integrated housing or services that are available for a diversity of residents. Both governments see mixed communities as an integral part of a strategy to provide economic and social progress and stability in the 21st century as well as a policy objective in its own right.

The Six Study Sites

Site	Units	Population	Opening	City	County/DC
Springfarm Estate	460 (originally 516)	ca. 1,200	1978	Springfarm	Antrim, NI
Irish Street and Gobnascale*	ca. 1,700	ca. 4,300	1949-52; 1968-71	Derry/ Londonderry	Derry/ Londonderry, NI
Cranmore Estate	499	ca. 1,500	1974	Sligo	Sligo, RoI
Mahon	4,100 (700 social)	12,000	1970s	Mahon	Cork, RoI
Carran Crescent	20	ca. 60	2006	Enniskillen	Fermanagh, NI
Adamstown	1,019 out of 10,150	ca. 3,000	2006	Adamstown	Dublin, RoI

*Figures taken from the 2001 Census from Clondermot 1 and Victoria Super Output Areas and Hollymount 2 Output Area 95MM180004.

These case studies are written to document good practices and to help others learn from what is a challenging process with many opportunities in any city or smaller town. Together the cases show the importance of: community empowerment and leadership; carefully adopting policy initiatives that have physical implications for the larger neighbourhood context and local opportunities; and consistently demonstrating incremental results on the ground.

This series of case studies and the synthesis report are part of the International Centre for Local and Regional Development (ICLRD) ongoing initiative to support the development of collaborative approaches to cross-border and inter-jurisdictional spatial planning and local and regional development through joined-up analysis and research. Funding from the Irish Government, through the Higher Education Authority (HEA), the International Fund for Ireland (IFI) and the Northern Ireland Housing Executive have supported our core research programmes which bring together a multi-disciplinary research team drawn from five academic and research organisations throughout the island of Ireland.

Acknowledgements

The ICLRD would like to convey our sincerest thanks to the numerous interviewees at each of the case study areas who were consulted during the course of the study; their views and opinions contributed significantly to this work.

The research team further takes this opportunity to thank the ICLRD partners for their support during this study and our sister organisation, the All-Island Research Observatory (AIRO) for their assistance in mapping the housing developments in each of the case study areas.

Research Team

Professor Paddy Gray, University of Ulster

Mr Erick Guerra, Institute for International Urban Development

Mr John Driscoll, International Centre for Local and Regional Development

Dr Michaela Keenan

Ms Ursula McAnulty

Mr Peter Shanks

Maps by Justin Gleeson and Peter Foley, All Island Research Observatory (www.airo.ie) at the National Institute for Regional and Spatial Analysis, NUI, Maynooth.

About the Authors

Paddy Gray is Professor of Housing at the University of Ulster. He is a Fellow of the Chartered Institute of Housing and is currently national Vice President of the CIH for UK.

Erick Guerra is a Research Associate at the Institute for International Urban Development in Cambridge, Massachusetts. He is currently pursuing a PhD in City and Regional Planning at the University of California, Berkeley.

John Driscoll is the Director of the International Centre for Local and Regional Development and Vice President of the Institute for International Urban Development, Cambridge, Massachusetts.



GOBNASCALE AND IRISH STREET
REMAIN AREAS OF HIGH DEMAND
WITH RELATIVELY LONG WAITING
LISTS FOR SOCIAL HOUSING

Irish Street/Gobnascale Interface Area

The city of Derry/Londonderry has historically experienced a fractured relationship between the two majority communities in Northern Ireland. The site of the Siege of Derry, the Battle of the Bogside and Bloody Sunday, the city has important ethno-political and historical significance for both Unionist and Republican communities. The river Foyle physically separates the city into east and west banks known respectively as the Waterside and Cityside. This partition is symbolic of the impact of the Troubles and the consequent and historical segregation of community residential patterns. Since the Troubles, the Protestant community has tended to inhabit and migrate to the Waterside while Catholics have been predominant in the Cityside. Even the name of the city is disputed and can cause division.

Within this largely divided city, there are pockets in both the Cityside and Waterside, where Loyalist and Nationalist neighbourhoods intersect. These areas have been increasing as more Catholics have been moving to the Waterside - the traditionally Protestant side of town - to take advantage of lower house prices. These interface areas are often flashpoints of sectarian violence and general antisocial activity. Given their contested nature, it is difficult to find suitable and mutually acceptable land uses within these areas, to the detriment of both communities. The closed Clondermot School, at the intersection of the Nationalist Gobnascale and Unionist Irish Street neighbourhoods in the Waterside is one such area.

Since the 1998 Belfast Agreement, Derry/Londonderry has moved towards stability and is undergoing major regeneration with the creation of shared space as a core element of the proposed regeneration plans. Although the Clondermot site remains too contested for housing, the two communities are working together and with local officials to develop new community facilities and other less contentious land uses. These new uses are being developed with a primary goal of supporting both communities and improving the lives of their residents. It is also hoped that they will foster closer co-operation and integration among the communities.

I. Background

At the time of the 2001 Census, the Derry City Council Area (DCCA) had a population of 105,066, approximately 75% of whom came from a Catholic community background. Forty per cent of the City's population resides in the Waterside, which was almost equally mixed between Protestants and Catholics in 2001. The period from 1971-1991 witnessed a prolonged decline in the size of the Protestant community in Derry/Londonderry, particularly in the Cityside, where the Protestant population declined by 83% while growing 27% on the Waterside. By 2001, the Cityside population was only 2.5% Protestant (Murtagh et al., 2008). This was accompanied by a reduction in the territory considered to be predominantly Unionist and an increase in the Catholic community. There is a strong sense of the Cityside as Catholic and, to a lesser extent, the Waterside as Protestant. Since the 2001 Census, however, the Protestant population has stabilised and the rate of Catholic population growth has slowed. Nevertheless, by 2001 the Waterside Catholic

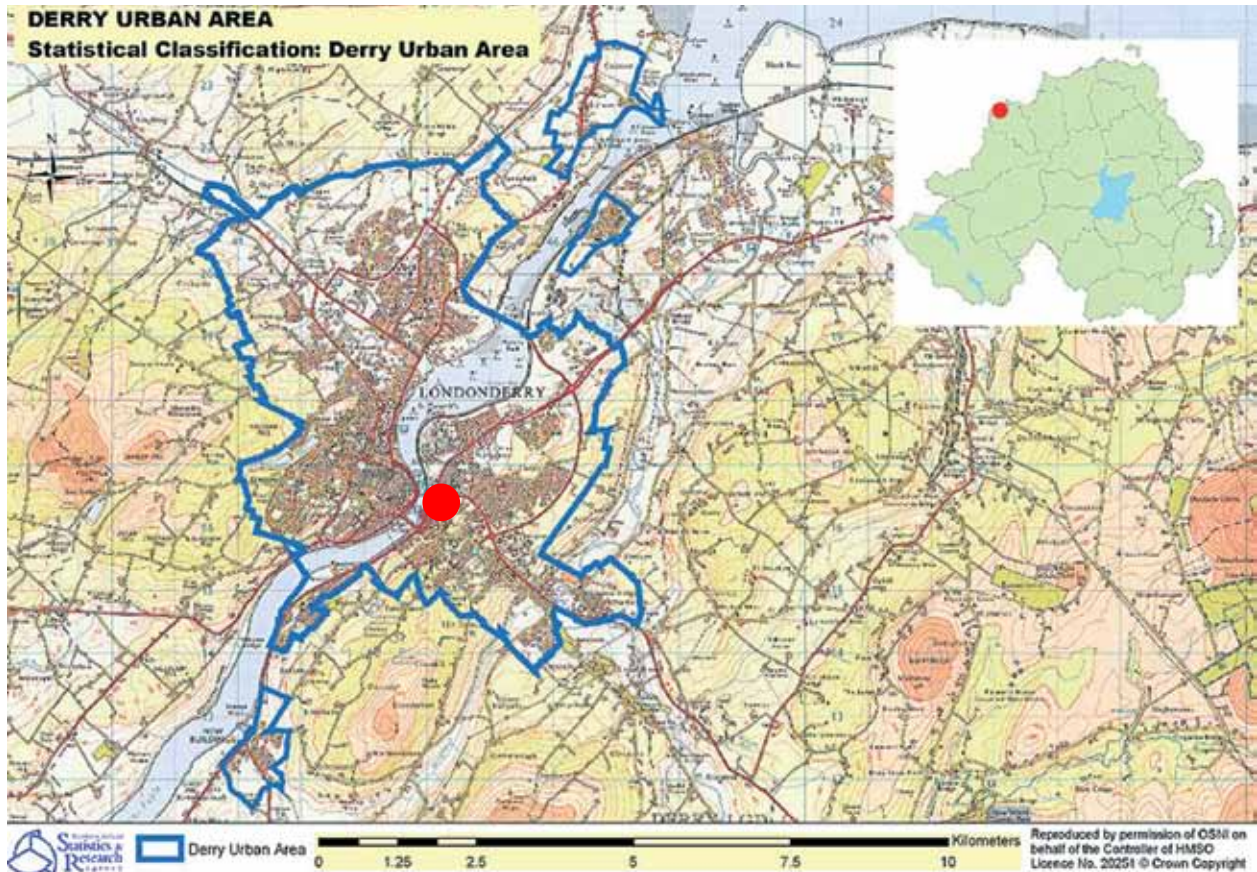
population (44.9%) had surpassed the Protestant population (41.5%), although there remained greater numbers from a Protestant background (49.5%) than a Catholic one (48.3%).

The population of Waterside Neighbourhood Renewal Area (NRA), which encompasses both Gobnascale and Irish Street, was 8,733 people in 2001; 56% were from a Catholic community background and 43% were from a Protestant community background. Overlapping Census Wards and Output Areas make it difficult to examine statistics for each neighbourhood alone. Gobnascale is spread across Clondermot 1 and

Victoria Super Output Areas while Irish Street is contained within Victoria Super Output Area and Hollymount 2 Output Area. Concerns over design of Census Super Output areas were raised by community representatives.

Gobnascale has a largely Catholic population and encompasses an area that locals frequently refer to as 'Top of the Hill'. According to a local community worker, it was originally a mixed estate but, like many public housing estates in Northern Ireland later became segregated, in this case predominantly Catholic, as the 'Troubles' exacerbated the move to ethno-religious division. The area comprises a number of housing estates and individual communities, so it is difficult to determine where those who congregate at the interface areas actually come from. It was suggested that many male youths who engage in anti-social activity travel considerable distances to be there. The area has high levels of social and economic stress in terms of unemployment, benefit dependency and lack of formal qualifications. A survey of residents identified a need for facilities, including local recreational facilities and training services. A Community Needs Analysis (1999) identified a need for a multipurpose venue and a multipurpose area to support community and voluntary programmes and activities.





Irish Street area has a largely Protestant population, and is also characterised by the same issues of economic and social stress apparent in Gobnascale. Current major issues for the area include: high levels of deprivation; high unemployment; high levels of teenage pregnancy; high numbers of single parents; and high levels of persons receiving mental health support.

1.1 Housing

The 2006 House Condition Survey found that 58% of dwellings in Derry/Londonderry were owner-occupied, an increase from 52% in 1996. Social housing stock has decreased by almost 19% over the same period as a result of the 'right to buy' scheme and increased private housing development. In Gobnascale, many households have bought Housing Executive dwellings through the right-to-buy scheme and then rented them on the private market. Investors have also bought properties that were intended for owner-occupation and rented them instead. According to local community representatives, residents had been part of a tight community enclave in the past. As the area has grown and become more diverse and new residents with different priorities and different community issues have arrived, this sense of close-knit community has been diluted. In fact, many new residents in and around Gobnascale do not even consider themselves to be from Top of the Hill. Increases in owner-occupation rates have also skewed deprivation levels in the area, which can lead to decreased social funding. Despite occasional sectarian-related tensions, Gobnascale and Irish Street remain areas of high demand with relatively long waiting lists for social housing. Furthermore, lower land prices have led to a recent influx of private development in the area.

1.2 Socioeconomic Conditions

Many areas of Derry/Londonderry have high levels of socioeconomic deprivation. The Northern Ireland Multiple Deprivation Measure (NIMDM, 2005) ranks Derry City Council area as the third most deprived District Council area within Northern Ireland, and Derry has some of the most deprived wards within Northern Ireland

Of the population aged 16-74 living in Waterside NRA, 48% were economically inactive, compared to a Northern Ireland average of 38%. At 9%, the unemployment rate was more than twice the Northern Ireland average of 4%. Half of these were long-term unemployed. More than half the working age population (53%) had no qualifications, compared to 41% for all Northern Ireland. Only 9% had degree level or higher qualifications.



Although recent private sector developments in the area have had many positive impacts, community representatives feel that many new residents do not use local facilities and do not integrate with the local community. They also worry about how changes in median income, employment and educational attainment levels might affect the Northern Ireland Measures of Deprivation and thus the level of government funding and resources for the population in need.

1.3 Segregation and Protestant Alienation

Although there is no physical barrier between Gobnascale and Irish Street, the areas are fairly segregated in terms of where residents shop, socialise and educate their children. The display of sectarian flags and painted kerbstones also reinforces this segregation. It marks territory as belonging to one or the other community, and while for some this reflects a positive neighbourhood attachment to an area, it can also create fear and make others feel unwelcome. Residential segregation, a feature of the vast majority of public sector housing estates across Northern Ireland, is not unique to the region. Many communities are spatially segregated by ethnicity, religion, racial differences, income and wealth. Northern Ireland has been a largely segregated society since the seventeenth century settlements brought the English and Scots settlers to the region (Melaugh 1994). The more recent violence that emerged as a result of the civil rights grievances of the 1960s has exacerbated the problem, with much of the population finding refuge and safety within their own communities. According to Shirlow and Murtagh, the Northern Ireland



conflict is not based upon religion, but rather religion acts as a boundary marker with regard to competing aspirations regarding forms of Britishness and Irishness. For the majority of towns, cities and villages throughout Northern Ireland, divisions are not of class or race but of national identity. The majority of residents in segregated communities feel they are at one with their neighbours because of their cultural companionship and want to live in a segregated environment as it gives them a sense of security and community (Shirlow & Murtagh 2006).



Given the changing community profile across Derry/Londonderry, many Protestants feel somewhat under siege and worry about losing their communities on account of a declining and increasingly marginalised Protestant population. The Office of the First and Deputy First Minister (OFMDFM), St Columb's Park House and the Joseph Rowntree Foundation commissioned a study, Population Change and Social Inclusion - Derry/Londonderry, to seek to establish the structures and policies needed to encourage new forms of community cooperation and sharing in Derry/Londonderry, given these changing demographics and perceptions. The study noted that although the overall decline of the Protestant population had halted, there is now 'a powerful, more complex and nuanced sense of alienation and political marginalisation shared by the Protestant population of Derry/Londonderry'.

The study found that a 'political powerlessness' had contributed to this sentiment, along with the growth of Irish nationalism. The report concluded that: 'There is a danger that despite positive aspects to life in the city, many are simply disconnected from wider social, economic, policy and political progress. Exclusion is deepened as some are cut adrift from mainstream development opportunities and there is a responsibility among voluntary groups, politicians, the statutory sector and the wider civic community to target initiatives and programmes that attempt to include and involve those most alienated in processes of political and social change'.

All parties concerned with the economic, physical and social regeneration of the City are aware of the need to address simultaneously the sense of division which has been expressed by both sides of the community and the issue of alienation highlighted by the Protestant community.

Some residents have also accused Derry City Council of discriminating against Protestant communities in the



distribution of financial aid. However, others argue that this perceived discrimination is related to geographical circumstance rather than discrimination, and that investment has simply been concentrated in the city centre, which happens to have a majority Catholic population. Catholic and Protestant residents of the Waterside feel that the Cityside has benefited from a higher level of economic development and financial investment than the Waterside.

1.4 Anti-social Behaviour and Interface Violence

Anti-social behaviour, particularly perpetrated by youths, is problematic in and between the Irish Street and Gobnascale neighbourhoods. Windows have been broken and petrol bombs thrown. There is, however, a general belief that the days of extreme sectarian violence are gone. Instead, many of these anti-social incidents are created or fuelled by under-age drinking, with groups of young people congregating and partaking in sporadic violence 'for kicks' rather than because of a commitment to sectarianism or hatred for a particular group. According to a 2007 report, the Police Service of Northern Ireland (PSNI) reported approximately 50 instances of interface violence per year from 2004 to 2007.

Many youths from other neighbourhoods come specifically to the interface area to participate in anti-social behaviour. As one community worker stated, 'interface areas are the spearhead where young people from all over gather to release tensions and are the rallying ground for social disturbances'. One young person stated that the majority of interface issues are caused by 12 to 15 year-olds. 'Many young people have friends from other areas who come into the area to hang about, particularly outside the chippy, causing a nuisance and a mess.'

Irish Street has become an enclave for all Protestant areas in the Waterside and, when there is interface violence, youths come up from Lincoln Court and Nelson Drive. A community worker in Irish Street commented on the use of the Internet, text messages and social networking sites as a way for youths to organise and take part in fights and other violence. In Gobnascale, according to one local youth, the main problem is people hanging about and drinking at night until anti-social behaviour breaks out.

Interface violence, although less frequent than in the past, can quickly escalate and become serious when it occurs. Three years ago violence reached extremely high levels and was eventually tempered with work by community members and police. One community worker described the events: 'They were throwing stones at each other and then petrol bombs at the PSNI. This was happening night after night. The police left it in the community's hands and a good working relationship was established with them, but now the good police officers have gone and those sent out were the wrong people, which created problems.'

As interface violence has decreased, many believe that there has been an increase in anti-social behaviour and 'recreational rioting', which is a vent for youth boredom. The City Centre Initiative has introduced CCTV schemes with 34 cameras across the city, including eight in two interface areas, two of which are in Gobnascale/Irish Street. Anti-social incidents appear to be down 50%, but it is debatable whether this is a result of CCTV alone. One young person was not aware of the cameras and felt that 'if there is a dip in stats it is to do with the time of year and come the marching season, anti-social behaviour and interface violence will certainly increase over that period, irrespective of the cameras, as the local members of the community are not aware that they are there'.

Both sides believe that the communities are becoming better integrated and that incidents of interface violence now primarily take place during contentious times of the year, such as marching and bonfire season. Working with young people has helped and there are a number of new youth intervention programmes. Young people in Gobnascale, however, feel that much more cross community work needs to be carried out with active participation from community youths. This may be achieved by using a newsletter to communicate information to all in the community and give young people the opportunity to become more involved and aware. Another young person indicated that the smoking ban in pubs has helped interaction. Both communities frequent pubs that cater to specific communities but are in the same area. However, because the pubs are so close together, people from different communities talk to each other when they go out to smoke.

According to a local councillor, more cross community work is being done in Gobnascale and Irish Street than in other parts of Derry/Londonderry. Since 2000, the communities have increased collaboration and integration. Protestants now use Trench Road to shop even though it is in a Catholic area. When one community has a festival, the other tries to take young people out of the vicinity to prevent violent incidents. Over the past three years, more than forty 8-to-11 year-olds have participated in citizenship and good relationship projects. Inter-community dinners and celebrations are held throughout the year, but mainly in the ten months outside of the 'marching season'. On St. Patrick's Day, some people from Top of the Hill visit Irish Street for a dance but loyalists will not attend the parades on the Cityside. When celebrations are held locally, there is integration but the communities are wary of this being politicised. According to an Irish Street community representative, 'People don't want to be showcased as Shared Future; they will do it naturally, locally'.

2. A Shared Future

A Shared Future Policy and Strategic Framework for Good Relations in Northern Ireland, issued on 21st March 2005, set the stage for promoting and financing schemes and projects that contribute to reclaiming shared space, reducing tensions at interface areas, promoting shared living, supporting good relations between different communities and tackling poverty and disadvantage. In April 2006, the government launched A Shared Future First Triennial Action Plan 2006-2009, which set out priority actions for each Department.

This led to a tri-partite arrangement in October 2006 between Derry City Council (DCC), Ilex and the North West Development Office (NWDO) and three neighbourhood master plans. Ilex Urban Regeneration Company Limited (Ilex) was set up in July 2003 by the Office of the First Minister and Deputy First Minister (OFMDFM) and the Department for Social Development (DSD) in Northern Ireland. Its role is to plan, develop and sustain the economic, physical and social regeneration of the Derry City Council area. Ilex's mission is 'To create and promote a deliverable vision for the regeneration of Derry/Londonderry, to secure the community's commitment to that vision and to pursue single-mindedly its implementation'.

The 2006 master plans cover the separately owned sites of St. Columb's Park (DCC), Ebrington (Ilex) and Clooney West (NWDO) and set out the proposals for their development and regeneration. Within the plans' frameworks, a number of projects present opportunities to strengthen relations between all communities within Derry/Londonderry. Ilex and its partners support rebuilding community relations as a fundamental and necessary principle of the plans rather than as a by-product of regeneration. The Clooney site will provide grounds for two relocated schools while St. Columb's Park will maximise the use of existing sports facilities, creating a shared civic space. On the Ebrington site, a new mixed-use sustainable community has been proposed and will include a foot and cycle bridge across the River Foyle.

In addition to the general regeneration proposals, specific Neighbourhood Renewal Area programmes have been introduced for the most deprived areas within Northern Ireland. Gobnascale and Irish Street fall within a designated Neighbourhood Renewal Area, which will help attract funding and public investment.

2.1 Clondermot School Regeneration Plan

In January 2009 the Department for Social Development announced its intention to acquire and oversee redevelopment and regeneration of the former Clondermot School, located on a 12-acre site between Irish Street and Gobnascale. Given its location, it has been designated as a Shared Future regeneration scheme. The Minister for Social Development, Margaret Ritchie, stated that 'the new regenerated Clondermot will be a shared space in an area where space is often contested, providing a range of vital services and facilities to the local people'. Clondermot is becoming a hub of community activity and is already a neutral site that is used for sports and recreation.

Although still in the planning phase, proposals include health, community and education zones. Proposed partnerships with the health and education boards and the North West Institute of Further and Higher Education will strengthen service provision and enhance and build upon community relations. If successful, this development will provide critical local services which are lacking and that will support both communities. Community representatives from Gobnascale and Irish Street have been actively involved with the planning and development of the Clondermot site, considering areas such as road layout, community consultation, and keeping the site in use until plans are implemented so as not to be left derelict. Some leaders have also called on Ilex to ensure that residents from both communities benefit from jobs created by new development.

Clondermot is also an ideal location for job training facilities. As one elected public official stated, 'Training is currently provided in Campsie, six miles outside town, with no direct bus route. Many 16 year-olds can be seen thumbing if they don't have a lift. This site will be much more central'.

Given its location, the Clondermot site has the potential to either act as a buffer, become a flash point for community tensions, or become a neutral area that benefits all residents regardless of religion, ethnicity or political beliefs. Residents and leaders from both communities wish to take advantage of opportunities afforded by the site. However, there is general agreement among local representatives that housing would be too controversial, belonging to one side or the other rather than having shared ownership. The recent growth of the Catholic population in the Waterside over the last two decades also plays into fears of Protestant alienation.

Irish Street community representatives are aware of the need for new housing, but feel that the Ebrington site, which is not surrounded by social housing, is more suitable. They are confident that they can garner support from Irish Street residents on education, health and other community services for the Clondermot site, but not housing. Many public officials agree that the site may not be suitable for housing, although others believe that it is suitable for affordable or market rate housing. The Housing Executive thinks that 20 to 30 houses could be built at the site, but that it may not be an ideal location for mixed housing. To date, all mixed social housing in Northern Ireland has been built in existing mixed communities. Thus, housing at Clondermot could prove counter-productive and might split the communities further. Some officials speculate that after other shared facilities have been put in place and used by both communities for a few years, housing could be revisited as an appropriate land use. Currently, housing is considered problematic even if separate access and accommodation were provided for the two communities.



3. Successes & Challenges

Communal activities involving members of both Gobnascale and Irish Street have become more common. Several groups and various initiatives are increasing community involvement and trying to promote community cohesion. Hillcrest House in Gobnascale currently runs a youth group whose make-up is half Protestant and half Catholic. They also organise retreats and other activities for young people during the summer to keep the young occupied during the most difficult bonfire season. The community relations organisation St. Columbs Park House runs a mixed playgroup and aims to improve integration among primary school children through play. The Gables Project in Gobnascale strives to combat anti-social behaviour and youth drinking. It is run on a voluntary basis by members of the local community over the weekend from 10pm into the early hours, and attracts 30 to 40 young people on a Friday night. One youth from Gobnascale stated that, 'It is highly popular and operates a sanction policy to those who are seen to commit anti-social behaviour against the community'.

The Irish Street Community Association (ISCA) has organised the removal of rubbish and facilities to store it safely during the bonfire season to reduce dumping and complaints. They are looking into stripping paint from kerb stones and lamp posts and instead, using removable bunting for festivals, parades and other celebrations. A youth club is run several nights a week in the ISCA and the young people who attend are currently being asked to design a mural they feel will retain their culture and identity without being offensive to outsiders of the community. One mural has already been replaced and they have plans to carry out works on other murals in the area.

Anti-social behaviour, often of a sectarian nature, still persists. Youths from other areas of the City often participate in violence and other anti-social behaviour, but are not targeted in current approaches to curb the violence. Efforts continue to keep outside youths away from the interface area, particularly during the summer months when most violence has taken place in the past.

The Clondermot site offers an opportunity to move forward with community reconciliation and to address youth anti-social behaviour. It also demonstrates the importance of community participation and support in developing Shared Future schemes. Due to the contentious nature of the site and a history of community tension in Derry/Londonderry, integrated housing is not currently seen as a feasible land use as many of the residents' beliefs are deep rooted and will take time to overcome. For example, some Catholic youths have stated that the Clondermot site is 'Protestant territory', and that they will not feel safe enough to use the proposed facilities.

It is important to build on recent achievements without forcing integration. The Irish Street/Gobnacsale area has made progress, but deep divisions persist. One community activist working on peace and reconciliation stated that the two communities are as far apart as they were 20 years ago and that sectarian violence had not 'gone away', but rather now goes unreported. Nevertheless, the general consensus is that the communities are cooperating through initiatives affecting the wider Waterside area and that this should be encouraged. The Clondermot site provides an excellent venue for continuing to foster reconciliation, build trust and improve economic conditions through local services and jobs. Both communities wish to use this site as a 'corner of opportunity'. This needs to be achieved in a way that is mutually beneficial for and acceptable to both communities.

Appendix I - Case Study Fieldwork and Interviews

The ICLRD research team conducted a series of site visits, interviews and focus groups. Each site was visited at least twice, once in 2008 and in 2009. Community representatives and local officials took our researchers on tours of facilities, housing units and community open spaces. Representatives of Ulidia Housing and the Housing Executive have also participated on the project's steering group, offering guidance and support.

We would like to express our gratitude to Ursula McAnulty and Michaela Keenan who undertook much of the preliminary field work and drafted the initial cases; to Peter Foley, Spatial Information Officer at the National Centre for Geocomputation, National Institute for Regional & Spatial Analysis (National University of Ireland, Maynooth), who produced maps on housing construction in the Republic of Ireland from 1998 to 2008; to Dale Till and Caroline Jordi at the Institute for International Urban Development who provided editing and data gathering support.

Interviews included: the Deputy Town Clerk, members of Derry City Council, Irish Street Community Representatives, Gobnascale Community Representatives, Waterside Development Trust, the Shared City Project, the DSD Neighbourhood Renewal Unit, Hillcrest House Family Centre, St. Columbs Park House, local youths, local and central Housing Executive officials and local residents.

References

- Acheson, Nicholas. Two Paths, One Purpose: Voluntary Action in Ireland, North and South: A Report to the Royal Irish Academy's Third Sector Research Programme Royal Irish Academy, Institute of Public Administration (Ireland). Institute of Public Administration (2004)
- Anderson, Roger; Musterd, Sako; Galster, George & Kaupinen, Timo (2007) What Mix Matters? Exploring the Relationship between individual's incomes and Different Measures of their Neighbourhood Context. *Housing Studies*, Vol. 22, Issue No. 5 pp. 637-660
- Bailey, Nick and Haworth, Anna and Mainz, Tony and Roberts, Marion (2007) Creating and sustaining mixed income communities in Scotland: a good practice guide. Published for the Joseph Rowntree Foundation by Chartered Institute of Housing.
- Bartley, Brendan, and Rob Kitchin (2007) *Understanding Contemporary Ireland*. Sidmouth, England: Pluto Press
- Berube, Alan (2005) *Mixed Communities in England: A US Perspective on Evidence and Policy Prospects*, Joseph Rowntree Foundation
- Berube, Alan (27 May 2005) *Transatlantic perspectives on mixed communities*, Joseph Rowntree Foundation.
- Byrne, Jonny. Institute for Conflict Research: Review of interfaces within the cit of Derry. (June 2007)
- Cairns, E., Van Til, J., Williamson, A., Department for Social Development: Social Capital, Collectivism-Individualism and Community Background in Northern Ireland. (20 February 2004) Centre for Voluntary Action, Department of Urban Studies
- Communities and Local Government: Commission on Integration and Cohesion. CIH Submission to the Commission, <www.cih.org/policy>
- Cosgrove, Sharon. Department of Community, Rural and Galetacht Affairs (Area Development Management 2005) *Rapid Programme in Focus: A Study of Community Participation in the RAPID programme*
- Department of the Environment, Heritage and Local Government (2007) Roche launches €300m Gateway Innovation Fund to drive development of regional cities, (August 2006) Final Report: Implementing the NSS: Gateway Investment Priorities Study
- Derry District Housing Plan: (2008) Northern Ireland Housing Executive
- Grainger, Paul. *Sustainable Communities: A Case Study from India*, (York 11-13, April 2007) Northumbria University, School of the Built Environment Housing Studies Spring Conference: Housing and Sustainability
- Gray, Paddy. *Housing: Challenging Times*, Issue 28 (July 2008) Chartered Institute of Housing National Journal
- Green, Geoff; Grimsley, Mike; Stafford, Bernard (2005) *The Dynamics of Neighbourhood Sustainability*. Joseph Rowntree Foundation

Hain, Peter. A Shared Future: First Triennial Action Plan: Improving relations in Northern Ireland (2006) Making it happen-Implementing the policy and strategic framework for good relations in Northern Ireland

Hogan, Paul. (2005) The National Housing Conference. Quality and Quantity of Housing - Complementary Goals, Lessons from Large-Scale Housing Schemes and SDZs: Planning for Quality, Delivery and Community (South Dublin Country Council)

Holmes, Chris (2006) Mixed Communities. Success and Sustainability, Joseph Rowntree Foundation

Ilex Urban Regeneration Company Ltd. Exchange House: Queen's Quay Derry Londonderry <www.ilex-urc.com>

International Fund for Ireland, The Shared Neighbourhood Programme Community Relations Council (2007) <<http://www.internationalfundforireland.com/antrim.html>>.

Irish Council for Social Housing (2008) Working for Good Governance <<http://www.icsh.ie>>

Jarman, Neil. Institute for Conflict Research: (2005) No Longer a Problem? Sectarian Violence in Northern Ireland

Kearns, Ade & Mason, Phil (2007) Mixed Tenure Communities and Neighbourhood Quality, Housing Studies, Vol. 22, No. 5 pp. 661-691

Londonderry, Derry, Population Change and Social Inclusion

McBride International (2007) Waterside Neighbourhood Partnership, Vision Framework And Action Plan 2007-2010

Minton, Anna (2002) Building Balanced Communities. The US and UK compared. RICS: London

Monk, Sarah; Crook, Tony; Lister, Diane; Rowley, Steven; Short, Christine; & Whitehead, Christine (2005) Land and Finance for Affordable Housing: The Complementary Roles of Social Housing Grant and the Provision of Affordable Housing through the Planning System. Joseph Rowntree Foundation

Monk, Sarah; Crook, Tony; Lister, Diane; Lovatt, Rowland; Ni Luanaigh, Aoife; Rowley, Steven (2006) Delivering Affordable Housing through Section 106: Outputs and Outcomes Joseph Rowntree Foundation

Murtagh, B., and Cush C., (1997) From the Margins to the Mainstream. Top of the Hill (2010)

Murtagh, Brendan. Planning Theory & Practice: Collaboration, Equality and Land-use Planning, (December 2004) Vol. 5, No. 4, 000-000 (Routledge, Taylor and Francis Group)

Murtagh, Brendan. Research Update: Northern Ireland Life and Times Survey: Social Activity Interaction in Northern Ireland (February 2002), Number 10

Murtagh, B., Grahamb B., Shirlow, P., Progress in Planning 69: Authenticity and Stakeholder Planning in the segregated city. (2008) 41-92, <www.elsevier.com/locate/pplann>

National Social Housing Federation, Northern Ireland House Condition Survey (2006) Main Report: Northern Ireland Housing Executive, Belfast 2007, Irish Council for Social Housing <http://www.icsh.ie/eng/housing_in_ireland/government_policy>

Neighbourhood Renewal (September 2007) Newsletter, A Message from the new Minister for Social Development, Department for Social Development, Issue 3

Neighbourhood Renewal in Derry/Londonderry (September 2005) People & Place

News Letter, Belfast: (14 January 2008) Executive: Ignoring Sectarian Divisions. (Johnston Press: Digital Publishing) <<http://www.newsletter.co.uk/>>

NISRA and CSO (2008) Government of Ireland: Central Statistics Office and Northern Ireland Statistics & Research Agency <http://www.cso.ie/releasespublications/documents/other_releases/northsouth2008/northandsouthcomplete.pdf>

Northern Ireland Statistics and Research Agency NISRA: (2007) Long-term International Migration \ Estimates for Northern Ireland (2005-06), Belfast: <<http://www.nisra.gov.uk/publications/index.html>>

Norris, Michelle, and Decland Redmond. Housing Contemporary Ireland: Policy, Society and Shelter. Illustrated. Springer, 2007. Digital. (McClanahan and Castilla, 2007).

Northern Ireland Life and Times Survey (October 1998) Social Housing, Irish Council for Social Housing (Spring, 2009) <<http://www.icsh.ie>>

ODPM (2005) Sustainable Communities: Homes for All: A Five Year Plan from the Office of the Deputy Prime Minister <<http://www.nisra.gov.uk/publications/index.html>>

Peace and Place. A Symposium Exploring Peace in the Home Community and the Urban Environment (5-7 April 2007) Centre for Peace Studies, University of Tromso CPS, Working Paper No. 9, 2006 <<http://uit.no/getfile.php?PagelD=3324&FileId=299>>

Pritchard, Gary, Finance Assignment: Operating Surplus, Property Disposal Surplus, Interest Receivable, Interest Payable (2007)

Roberts, Pete, Housing Studies Association Conference. Sustainable Communities and Housing (12 April 2000 Academy for Sustainable Communities <<http://www.york.ac.uk/inst/chp/hsa/spring07/papers-ppts07/plenary%20Roberts.ppt>>

Roberts, Pete. Delivering Egan: Implementing the Review and Creating Sustainable Communities (19 November 2007) Academy for Sustainable Communities, <<http://www.coventry.ac.uk/researchnet/external/content/1/c4/34/41/v1/197387727/user/DELIVERING%20EGAN.pdf>>

Robinson, David. Transforming Social Housing: The Housing Studies Association Spring Conference (April 2004) Communities and Cohesion: What's Housing Got to do with it? (Sheffield Hallam University)

Rowlands, R.; Murie, A.; & Tice, A., (2006) More than Tenure Mix: Developer and Purchaser Attitudes to New Housing Estates Joseph Rowntree Foundation

Shirlow, P., Graham, B., McMullan A., Murtagh B., Robinson G., Southern, N., (2005) Population Change and Social Inclusion Study, Derry/Londonderry

Shuttleworth, I., and Lloyd, C., (2006) Mapping Segregation on NIHE Estates

Singh, Darra OBE, Commission on Integration and Cohesion: Our Shared Future. (Crown 2007, West Yorkshire) <www.commissiononintegratio.org.uk>

Tanswell, Richard. GFC Finance Housing Module, (2006-2007)

Tong, Lesley, Harkin, Alana, Irish Street/Gobnascale Interface Report (June 2008) Short Courses in Housing Assignment

Tunstall, Rebecca & Fenton, Alex (2006) In the Mix: A Review of Mixed Income, Mixed Tenure and Mixed Communities English Partnerships/Joseph Rowntree Foundation/Housing Corporation

Watson, Jon (2006) Understanding Planning Gain: What Works? Joseph Rowntree Foundation. Delivering Affordable housing through Section 106: Outputs and outcomes Joseph Rowntree Foundation <<http://www.nicrc.org.uk/filestore/documents/part-b-p-gray-u-mca1.pdf>>

Williamson, Lee. (2007) Economic and Social Data Service: Guide to data sources for Northern Ireland, I.I, (ESDS government)

This document is available in alternative formats. Please contact:

Joe Frey
Head of Research
Northern Ireland Housing Executive
The Housing Centre
2 Adelaide Street
Belfast
BT2 8PB

Tel: (028) 9031 8540
Textphone: 0845 650 4381
Email: joe.frey@nihe.gov.uk

**Housing
Executive**

May 2010
www.nihe.gov.uk