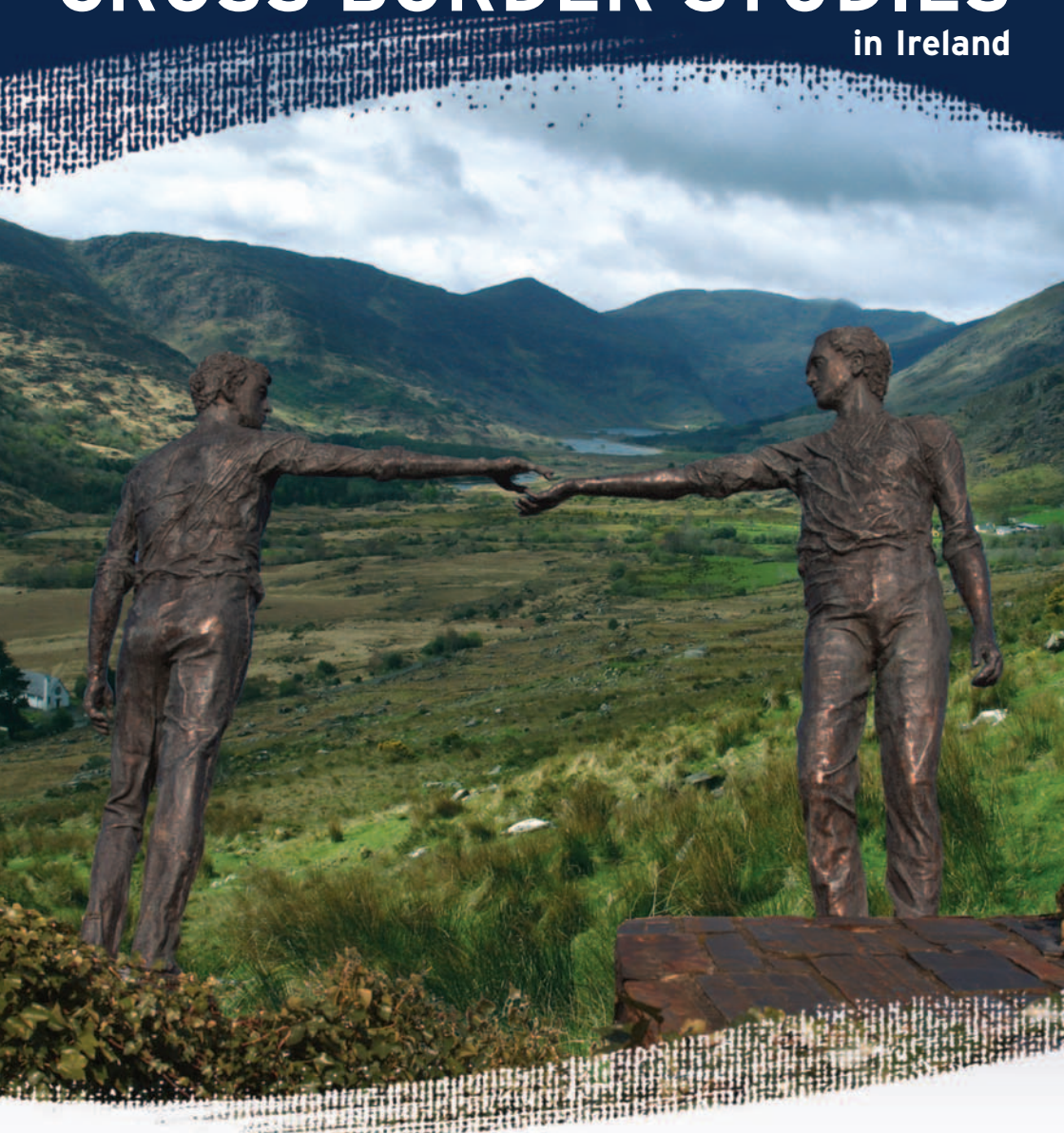


The Journal of

No.2

# CROSS BORDER STUDIES

in Ireland



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(including 2006 annual report)

Spring 2007 - Year 8

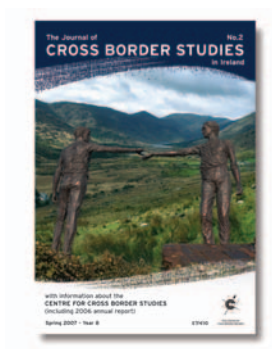
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The Centre for  
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# THE JOURNAL OF CROSS BORDER STUDIES IN IRELAND



Cover photo of 'Hands Across the Divide' statue: courtesy of CAIN web service – University of Ulster



The Centre for Cross Border Studies receives financial support from the EU Programme for Peace and Reconciliation





*The Head of the Northern Ireland Civil Service, Mr Nigel Hamilton, launches the 2006 'Journal of Cross Border Studies in Ireland'. From left to right: Mr Joe Hayes, former Southern Joint Secretary, North/South Ministerial Council(NSMC); Mr Hamilton; Ms Mary Bunting, Northern Joint Secretary, NSMC; Dr Chris Gibson, Chairman, Centre for Cross Border Studies; and Dr Iognáid Ó Muircheartaigh, Chairman, Universities Ireland and President, NUI Galway.*

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## A Word from the Chairman – Chris Gibson OBE

February 2007



Two years ago the Taoiseach, Bertie Ahern TD, launched the Centre's 2005 yearbook in Dublin. This second issue of *The Journal of Cross Border Studies* is being launched at

Stormont by the Secretary of State for Northern Ireland, Peter Hain MP. Such recognition by the political leaders of both Irish jurisdictions underlines the unique position the Centre for Cross Border Studies has come to occupy over the past seven years as the place where sensible people come together to research and develop practical co-operation that can benefit the citizens of both parts of the island.

The articles in this issue of the *Journal* range widely: from relations between Ireland and Scotland to those between Poland and the Ukraine; through the continuity and contrasts which marked Irish cross-border co-operation in the 1960s and 1990s; to the roles of partnership working and collecting compatible data in practical cross-border co-operation today.

This is a moment of great potential for cross-border relations in Ireland. As I

write Sinn Féin have agreed to support the Police Service of Northern Ireland. Northern Ireland elections are a month away, with the promise of power-sharing devolved government returning for the first time in four and a half years. Last October the *Comprehensive Study on the All Island Economy*, commissioned by the two governments, pointed to ways in which the future prosperity of the island and the more efficient delivery of public services like health and education could be enhanced by a more integrated programme of North-South co-operation. In January the South's National Development Plan for the first time set aside very significant funding for that co-operation.

In the middle of this the Centre for Cross Border Studies goes from strength to strength. Now with a staff of seven (compared to two when it opened in September 1999), it continues to publish mould-breaking cross-border research in vital areas of public policy like services to immigrant groups and health services in the border region; to organise North-South events for groups as different as mental health specialists, spatial planners and chairs of public bodies; to run all-island networks in higher and teacher education; to put on North-South training courses for interested public servants; and to set up innovative projects in crucial areas of





cross-border information provision. One head of a cross-border funding body said recently that he found the amount of work the Centre does with a small staff "quite overwhelming."

And the Centre is not standing still. Here are just four examples of its work over the coming year. It has taken on a contract from the North/South Ministerial Council to use the expertise gained from the [www.borderireland.info](http://www.borderireland.info) online information system to set up a mobility information website for people wishing to move across the Irish border to work, study and live. It is developing its work with the nine universities on the island through a greatly expanded North-South Masters scholarship scheme in collaboration with the IBEC-CBI Joint Business Council, and a proposal to bring the Irish universities together in an imaginative initiative to help build the research capacity of African universities. It will be running a cross-border schools science conference with Armagh Observatory. And more generally it will be taking concrete steps to implement the recommendation in its most recent external evaluation, that it should reinforce "its role as a critical space, independent voice and strategic commentator on the state of North-South relations and cross-border co-operation" – in the first instance through a major annual conference.

The financial position of any organisation is fundamental to its existence. Due to last year's decision by the Irish Department of Education and Science to provide significant recurrent

core funding, this has been greatly strengthened. This funding – for salaries and overheads – will allow the Centre to focus on its core mission: researching, developing and disseminating the benefits of practical cross-border co-operation. Another key funder – again – has been the EU Peace Two 2006-2008 extension programme: all four of the Centre's funding applications to this fund in the past 18 months were successful. Financial support has also been forthcoming in the past year from the Office of the First Minister and Deputy First Minister, the Atlantic Philanthropies, the EU INTERREG programme, the Joseph Rowntree Charitable Trust, the Nuffield Foundation and the British Council in Ireland.

Once again we are also grateful to the various organisations which have partnered the Centre over the past 12 months: notably the North/South Ministerial Council, InterTradeIreland, the Northern Ireland Departments of Education and Employment and Learning and the Irish Department for Education and Science, the Irish Department of Foreign Affairs, the Chartered Institute of Public Finance and Accountancy, Co-operation Ireland, the Northern Ireland Housing Executive, the North-South Chairs Forum, FPM Chartered Accountants, Armagh Observatory, the nine universities, the colleges of education, and the institutions which make up the International Centre for Local and Regional Development.



There are certain individuals, often unsung, who also need to be thanked. Thanks are due again above all to the Centre's dedicated staff for another year's fine work. Among others are our good friend John Driscoll, director of the International Centre for Local and Regional Development (ICLRD); Philip Watt and Fiona McGaughey of the National Consultative Committee on Racism and Interculturalism (NCCRI); Edel O'Doherty of Co-operation and Working Together; Ashley Bingham and Roisin McAuley of Leslie Stannage Design for their superb work in designing and bringing to print all the Centre's publications; Enda McCusker for his professional recording work at all our conferences; Michael Campbell and Ian Maginness for their high quality photographs; the always helpful Jean Watt of the Canal Court Hotel in Newry, and Sandra Atkinson for keeping our offices so spotless. All these friends and supporters have played their part in ensuring that the Centre for Cross Border Studies has such a bright future in these hopeful times.

Jenny Harris, the UK Young Businesswoman of the Year, describes her 'theory of resonance' as follows: "Pebbles dropped into a pond can create bigger waves than a large brick. The brick makes a decent splash but its ripples peter out quickly. A tiny pebble dropped into the same pond, followed by another, then another, then another, all carefully timed, will create ripples which build into small waves". The Centre for Cross Border Studies seeks to be the pebble which creates waves of co-operation and co-existence across the island of Ireland.



Queen's University  
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## **'HELLO STRANGER': THE REVIVAL OF THE RELATIONSHIP BETWEEN IRELAND, NORTHERN IRELAND AND SCOTLAND**

Cathal McCall



The relationship between Ireland and Scotland is underwritten by geographical proximity, a history of migratory movements, and resulting social and cultural intimacy. Violent conflict in Ireland, embodied most recently in the Northern Ireland 'Troubles', has been a major factor responsible for the relationship becoming one of 'intimate strangers'. However the contemporary Northern Irish peace process, devolution in the United Kingdom, and the prospect of an EU-funded Ireland-

Northern Ireland-Scotland cross-border programme have reinvigorated the relationship and opened up the prospect of dynamic co-operation along this axis. Cross-border co-operation holds out the prospect of underpinning the East-West (Ireland and Scotland) and North-South (island of Ireland) space which can help efforts aimed at ameliorating the unionist-nationalist conflict and tackling sectarianism. The highly successful visit of President Mary McAleese to Scotland in February 2007 served to underline this potential.

The case for developing the Irish-Scottish relationship through increased political, cultural and economic cross-border co-operation can be made on the basis of the geographical, historical, social and cultural intimacy shared by these two countries. A history of violent conflict in Ireland meant that this intimacy was potentially troublesome and led to a degree of estrangement. Consequently the relationship became characterised as one of 'intimate strangers'. However as the violent

conflict ebbed, the Scottish National Party (SNP) leader Alex Salmond began to draw parallels between Scotland and Ireland, citing the Irish state as a prime example in support of the case for Scottish independence - a small state with international visibility, economic success and 'self-respect'. While the quest for Scottish independence must be a long-term project for those committed to it, developing the Ireland-Northern Ireland-Scotland relationship is a more viable short-term objective. The





*The Scottish Parliament in Edinburgh*

Irish peace process, UK devolution and EU sponsored cross-border co-operation have created a favourable climate for such an initiative.

In 2006 the prospect of EU funding for cross-border co-operation between the three jurisdictions excited much debate on both sides of the North Channel, a debate energised by the active endeavour of Scottish parliamentarians. A cross-party delegation from the Scottish Parliament was dispatched to Ireland to consult with the Taoiseach, Bertie Ahern, President Mary McAleese and Irish parliamentarians, as well as local authority, enterprise and community leaders in Donegal. Its remit was to assess the potential for cross-border co-operation along the Ireland-Northern Ireland-Scotland axis.

After conducting an inquiry into possibilities for such co-operation, the Scottish Parliament's European and External Relations Committee produced a detailed report. The inquiry elicited over 50 written responses from across a wide range of interested individuals and organisations on both sides of the North

Channel, including EU and state officials, politicians, academics, local authorities, voluntary and community groups, enterprise agencies and business people. Ideas for co-operation spilled forth from the inquiry, even if some unionist respondents from Northern Ireland preferred to ignore the Irish dimension and concentrate exclusively on a Northern Ireland-Scotland relationship. However the committee's report remained focussed on the fact that the EU cross-border funding in question necessitated an 'Ireland' dimension.

The Ireland-Scotland relationship is, of course, one that has endured through a history of inclement political weather. Large migrations of people back and forth, including the Plantation of Ulster in the early 17th century and the Irish exodus to Scotland during 19th century famine times, have proven to be pivotal in shaping the character of both countries. Important contemporary steps for reviving the relationship have already been taken in the higher education and arts sectors, with UK devolution bringing a political dynamism to that







revival. Bertie Ahern has engaged enthusiastically with Scottish ministers and Members of the Scottish Parliament (MSPs) from the outset, and an institutional platform for this engagement, in the form of the British-Irish Council, was provided by the 1998 Belfast Agreement.

This article begins with a brief resumé of some important contemporary cultural and political aspects of Irish-Scottish co-operation already in play. Thereafter it addresses possibilities for the development of Ireland-Northern Ireland-Scotland cross-border co-operation commensurate with a new EU funding opportunity. The cue for this examination is the debate that has been conducted under the auspices of the Scottish Parliament. This article draws on the submissions to the Parliament's 2006 inquiry into possible co-operation between Scotland and Ireland<sup>1</sup>; the subsequent report produced by its European and External Relations Committee<sup>2</sup>, and the report by a cross-party delegation which visited Ireland in October 2006.<sup>3</sup> It ends with the suggestion that the new space offered by this particular form of East-West co-operation may also help to underpin North-South cross-border co-operation in Ireland.

### **New political links**

The Belfast Agreement provided a set of institutions that had implications for the whole of the British Isles. In addition to the Northern Ireland Executive, Assembly and Civic Forum, the

Agreement provided for a North/South Ministerial Council (NSMC) together with North/South implementation bodies, as well as an East-West British-Irish Council (BIC) and an international British-Irish Intergovernmental Conference.

The BIC includes representatives from the British and Irish governments, the devolved institutions in Northern Ireland, Scotland and Wales, and representatives of the Isle of Man and the Channel Islands (Jersey and Guernsey). Since 1998 it has had seven summit meetings - in London, Dublin, Jersey, New Lanark (Scotland), St Fagans (Wales), Guernsey, and the Isle of Man. There have also been ministerial-level sectoral meetings on drug misuse, the environment, languages, the knowledge economy, transport, and social inclusion<sup>4</sup>. The central aim of the BIC is to promote the sharing of ideas and practical co-operation on these and other matters that are of mutual interest. For some commentators, however, the BIC has proven to be little more than a talking shop, or worse, a junket for politicians, officials and policy experts<sup>5</sup>.

Certainly the BIC that materialised failed to live up to the expectations of its primary advocates, pro-Agreement Ulster Unionists. They had hoped that the BIC would, in effect, neuter the NSMC by providing an institution for countervailing co-operation on the East-West axis so as to strengthen the economic, political and cultural ties between Northern Ireland and Scotland and rest of the UK. However the



absence of East-West implementation bodies was a major factor in rendering the BIC weak relative to the NSMC. Secondly, while the BIC can agree 'common policies and actions', ominously for unionists, members can also opt out to pursue bilateral and multilateral co-operation with other members. This was an inviting prospect for Scottish ministers wishing to elevate the status of a newly devolved Scottish Parliament through the pursuit of direct links with an independent EU member state, the Republic of Ireland.

The First Minister for Scotland, Jack McConnell, appeared to be particularly keen on engagement with Bertie Ahern and Irish ministers and parliamentarians. The Taoiseach himself engaged actively with the newly devolved administrations in Scotland and Wales – so much so that the acerbic unionist columnist Tim Luckhurst raged in the *Spectator* that Irish diplomats and politicians “are sponsoring separatist instincts in component parts of the UK”<sup>6</sup>. McConnell visited Ireland privately in 2004 to observe the introduction of the smoking ban there before deciding on its introduction in Scotland. He then made an official visit in November 2006 at Mr Ahern’s invitation. In a joint statement the pair pledged to support co-operation under the new EU Programme for Cross-Border Territorial Cooperation, as well as announcing discussions on business, research and education co-operation that would form the basis of a future joint plan of action.

Another important milestone occurred

in 1999 with the opening of an Irish Consulate in Edinburgh. Its *raison d’être* was to develop Irish-Scottish links, particularly through the nurturing of contacts with Scottish ministers and MSPs, as well as to heighten Ireland’s profile and represent the Irish community in Scotland. This remit has translated into some difficult decisions for consulate staff, among them advising Bertie Ahern to cancel a visit to Scotland in 2001. The Taoiseach’s visit was to have included an ‘Old Firm’ game between Glasgow Celtic and Rangers and the unveiling of an Irish Famine memorial at Carfin, near Motherwell in Lanarkshire. However, the Consul-General received a letter of objection to the visit from the local Labour MP, Frank Roy. He expressed fears that the visit would stoke sectarian tension.

While that private visit was cancelled, the Taoiseach did eventually make an official visit to Scotland a number of months later and successfully unveiled the memorial despite, somewhat ironically, the attention of a small number of republican demonstrators demanding the release of the IRA killers of Garda Gerry McCabe. However during the official visit the Irish Consulate was again dragged into an unsavoury incident when the Scottish National Party MSP Winnie Ewing objected to the display of the Union Jack in the chamber of the Scottish Parliament where the Taoiseach was due to speak. Eventually it was made clear that the Consulate had not been consulted on the matter<sup>7</sup>.





## The Academy and the Arts

The contemporary renaissance of the relationship between Scotland and Ireland in the academic and arts fields has had a much smoother ride. Various arts festivals, academic initiatives, centres and institutes have been created. These have included the Irish-Scottish Academic Initiative (ISAI) in 1995; the Research Institute of Irish-Scottish Studies at the University of Aberdeen in 1998; the Arts and Humanities Research Council (AHRC) Centre for Irish and Scottish Studies, also at the University of Aberdeen; and a plethora of annual arts festivals including the Celtic Connections Festival and the Celtic Film and Television Festival (to be re-launched as the Celtic Media Festival in 2007).

ISAI was embarked upon in 1995 as a formal link between Trinity College Dublin, the University of Aberdeen and the University of Strathclyde in the subject areas of history (Celtic Studies) and Literature (in Irish, Scots Gaelic and English). These universities were joined in 1999 by Queen's University Belfast and in 2002 by the University of Edinburgh. The Initiative sought to pool resources and expertise in the relevant areas and facilitate staff and student exchanges, including the joint supervision of postgraduate researchers. The Initiative's most visible activity has been to hold four high profile conferences since 1997<sup>8</sup>.

Professor Cairns Craig, the Director of the Research Institute of Irish-Scottish

Studies at the University of Aberdeen, made a submission to the Scottish Parliament's inquiry into possible co-operation between Scotland and Ireland in which he outlined funding that had already been secured for research in this area. Emerging from the wider ISAI network, the AHRC Centre for Irish and Scottish Studies at the University of Aberdeen, which was established in partnership with Queen's University Belfast and Trinity College Dublin, has received two tranches of research funding for work conducted in the areas of history, languages, literary and cultural studies. The first tranche, from 2001 to 2005, amounted to over £800,000 and funded research programmes on the Irish and Scottish diaspora, the languages of Ireland and Scotland, and the literatures of both countries<sup>9</sup>. The AHRC Centre for Irish and Scottish Studies was also successful in being awarded a second round of funding amounting to £1,340,000, the largest award ever made by the AHRC<sup>10</sup>.

In his submission, Professor Craig pointed out that the Centre also engages with interested parties beyond academia - such as journalists, politicians and civil servants - through a symposium called the Irish-Scottish Forum. The Forum, which is supported by the Irish Consulate in Edinburgh, is presented as a 'space' where key players and influential individuals can literally escape behind closed doors to discuss relevant issues of the day affecting Ireland and Scotland<sup>11</sup>.

In the arts sector, the Celtic Film and



Television Festival has been running since 1980 and draws entries from Brittany, Cornwall, Galicia, Ireland, Scotland and Wales. Its aim is to promote the languages and cultures of Celtic countries and regions primarily through film and television. The festival's major activity is an annual three-day event that draws entries from state broadcasters and independent film, television and radio production companies. It is peripatetic in nature, the Isle of Skye hosting the 2007 festival.

In contrast, the Celtic Connections music festival, which dates from 1994, is domiciled in Glasgow. The festival provides a fillip for the city during the bleak mid-January lull, with upwards of 100,000 festival-goers attending rock concerts, choral performances, folk sessions, piping displays and ceilidhs, all under a loose 'Celtic' banner. While both festivals draw participants and audiences from far and wide, their festival programmes are dominated by artists from Ireland and Scotland.

### **New EU funding opportunity**

Now a new EU funding opportunity for Ireland-Northern Ireland-Scotland cross-border co-operation has opened up, with the potential to expand the number of areas for co-operation to enterprise, tourism, the protection of the environment and transport.

As the successor to its INTERREG III programme (2000-6), the EU proposed a European Territorial Co-operation

Objective (2007-13) for the European Regional Development Fund (ERDF). The new Objective follows the same three-strand structure of INTERREG III: cross-border co-operation (strand A), transnational co-operation (strand B) and inter-regional co-operation (strand C). It is a change to the regulations for the cross-border co-operation strand that provides the new opportunity for co-operation between Ireland and Scotland. The inclusion in the regulations of a provision for a 150 kilometre maritime border eligibility criteria enabled the European Commission and the British and Irish governments to agree that parts of West Scotland were eligible for funding under the strand: parts of the border counties of the Republic of Ireland (notably Donegal) and parts of West Scotland are separated by a maritime border of 150 kilometres or less.

However such an Ireland-Scotland programme would have been relatively small, so the European Commission proposed that West Scotland be included in the Ireland-Northern Ireland Cross-Border Programme<sup>12</sup>. Consequently the EU Territorial Cross-Border Co-operation Programme for Ireland-Northern Ireland-Scotland (2007-13) emerged. It is applicable to the whole of Northern Ireland; six border counties of the Republic of Ireland – Donegal, Leitrim, Sligo, Louth, Monaghan and Cavan; and Western regions of Scotland – Dumfries and Galloway, Ayrshire, Lochaber, Skye and Lochalsh, Argyll and the Inner Hebrides.<sup>13</sup> It is estimated that the





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amount of funding to be made available for the programme will be in the region of €200 million.<sup>14</sup>

This programme must support joint strategies for promoting cross-border economic, social and environmental development and focus its assistance on a number of areas. These include enterprise, through support for entrepreneurship in cross-border trade and tourism; the protection of the environment, with an emphasis on cross-border strategies for tackling waste management, pollution and the emission of greenhouse gases; urban-rural linkages to counteract the negative aspects of isolation; access, including improved access to transport, information and communication networks and services; and co-operation with a focus on policy development and delivery in the health, culture, tourism, education and labour mobility sectors<sup>15</sup>.

The five main areas for suggested co-operation that predominate in the Scottish Parliament's inquiry and two related reports – enterprise, culture, tourism, environmental protection and transport – are commensurate with these EU priorities. What follows is a brief consideration of the proposals made and the concerns expressed in these three documents, set against the likely opportunities and limitations posed by this new EU programme.

### **Enterprise**

A number of enterprise agencies on both sides of the North Channel made

submissions to the inquiry and expressed a keen interest in helping to develop enterprise, entrepreneurship and small business projects, particularly those focussed on remote rural communities. In its submission, Scottish Enterprise suggested that co-operation would yield a beneficial exchange of ideas and enable the development of those ideas through joint research and feasibility studies, leading to joint action plans in, for example, the fields of exporting and market diversification. Meanwhile, the Scottish Council for Development and Industry maintained that small businesses in remote parts of West Scotland could glean valuable expertise from their Irish counterparts in meeting the challenges of globalisation. Such intermediary organisations appear to be well placed to help exploit the opportunities for enterprise and entrepreneurship arising from the new cross-border co-operation programme.

The cross-party parliamentary delegation to Ireland also saw scope for rural businesses in Scotland to learn from established rural business projects in Donegal, such as the Dunlewy Project<sup>16</sup>. In addition, the delegation advocated an Ireland-Northern Ireland-Scotland business event or forum and offered to pursue Scottish Parliament assistance for such an event. The report by the European and External Relations Committee supported the idea that Scottish business interests could benefit from partnerships with their Irish counterparts, and noted the enthusiasm of the Donegal County Enterprise Board for such a venture.





## Tourism

Many submissions made the development of tourism a top priority for cross-border funding to the three jurisdictions. Joint tourism marketing programmes for sailing, fishing, golfing, whiskey and heritage trail holidays featured prominently in these submissions. Ulster Scots heritage trails, concentrating on the Plantation of Ulster and Ulster Scots language and culture, were suggested in submissions from Northern Ireland and Donegal. More than one had an eye on the North American market, which was regarded as relatively untapped compared to the success of the mainstream Irish heritage industry. In this regard, Tourism Ireland may have a useful promotional role to play<sup>17</sup>.

Another joint tourism initiative stems from Northern Ireland's foremost motorcycle road race, the North West 200, which takes place each May between Portrush, Portstewart and Coleraine. A number of Northern Irish, Irish and Scottish rural development agencies have already begun co-operating in an effort to exploit this prestigious showcase under the banner 'motorbike tourism'.

Environment-friendly tourism was also a concern of submissions detailing cross-border opportunities for eco-tourism, as well as ideas for 'sustainable tourism' involving walking and cycling holidays. During its fact finding visit to Donegal, the cross-party delegation heard how Donegal County Council and the

Donegal County Enterprise Board had teamed up to study the advanced development of 'walking tourism' in Scotland. The County Council official responsible for the initiative argued that there are opportunities for Irish-Scottish co-operation in this area, particularly in joint marketing.

## Culture

Cultural links are closely aligned with tourism in many of the submissions, though some aspects, such as languages, music and story-telling, are also recommended for funding in their own right. While some advocate cross-border links to promote Gaelic or Ulster Scots culture though these media, others support cross-border, cross-cultural Gaelic and Ulster Scots exchanges at local community and individual level. In this regard, the cross-party delegation was keen on funding for Irish, Northern Irish and Scottish cross-cultural events. It suggested that an event marking the 400th anniversary of the Flight of the Earls and the Plantation of Ulster could be linked with the Year of Highland Culture to provide an important platform for closer Irish-Scottish co-operation and cross-cultural exchange. Another idea was joint concerts involving Irish, Northern Irish and Scottish fiddle orchestras.

In the past cross-border, cross-cultural projects have been funded under a cross-border measure of the EU Peace programmes (in which Scotland is not included), rather than under the INTERREG programmes. However there



is scope for funding such projects under the new Ireland-Northern Ireland-Scotland Territorial Co-operation Programme because of the ERDF priority area entailing co-operation for policy development and delivery in, among others, the culture, tourism, and education sectors.

### **Environmental Protection**

Climate change has moved centre stage as an issue for consideration in EU policy-making. Therefore proposed cross-border ecological and environmental protection projects are likely to receive a fair wind in the context of the new programme. Environmental problems traverse land and maritime borders. Coastal and maritime contamination is exacerbated by an increase in tourism, eco-friendly or not. In his submissions to the inquiry, the Ulster Unionist MEP Jim Nicholson drew attention to the fact that Ireland and Wales had already been INTERREG partners in a 'Clean Coasts' project that included an awards scheme for rural beaches, local community involvement in beach management, and raising awareness of coastal pollution problems. Such a project could be emulated in the Ireland-Northern Ireland-Scotland context.

A submission from Stirling Council argued that funding in this area should begin with cross-border educational projects that would help to advance the Eco-Schools programme in Scotland and the Green Schools programme in Ireland. The peripheral location of

Scotland and Ireland was also highlighted as being advantageous for new environmental energy projects based on wind and wave power. The cross-party delegation focused on renewable energy and initiatives for replacing carbon-based fuels. Suggestions for funding included pilot schemes for advancing wave technology in the North Channel.

### **Transport**

Improving transport links between Ireland, Northern Ireland and Scotland was a major area of concern for the parliamentary cross-party delegation and ranked highly in many of the submissions to the inquiry. The re-instatement of the Ballycastle-Campbeltown ferry service was a prominent issue. In July 1997 an unsubsidised Ballycastle-Campbeltown ferry service was launched by the Argyll and Antrim Steam Packet Company and ran two return sailings daily. However the company discontinued the service in 1999 after unsustainable losses. In 2002 a tendering exercise failed to attract interest. Again, despite the offer of a £1m per year subsidy from the Northern Ireland administration and the Scottish Executive to re-launch the service in 2006, the firms invited to tender - Harrisons (Clyde) Ltd, the Isle of Man Steam Packet Company, Serco Denholm and Western Ferries - declined to do so. In assessing the suitability of this service for funding under the new EU programme two obvious questions present themselves: 1) How large does the subsidy need to be before a tender







is submitted and accepted? 2) Does the ERDF priority area of improved access to transport permit assistance to be given, in the form of a large subsidy, to a commercial company operating a ferry service that has proven to be unviable commercially even when operated only during the summer months? The likely answers do not augur well for the resumption of this service with EU funding.

Some submissions also suggested that EU funding be directed towards rail and road improvements, particularly the winding A75 and A77 trunk roads leading from the Scottish ports of Stranraer and Cairnryan to the M77 and M6 motorways to Glasgow and England. The Scottish Conservative MEP, John Purvis, believed that such an upgrade would encourage more Irish hauliers and tourists to avail of the Rosyth-Zeebrugge ferry service. However such major infrastructural projects appear to be well beyond the means and scope of the EU Territorial Cross-Border Co-operation Programme for Ireland-Northern Ireland-Scotland and its relatively modest budget of €200 million.

### **Transnational Strands**

There has already been some limited Irish and Scottish participation in the transnational (B) and inter-regional strands (C) of INTERREG. These strands will continue to feature under the new European Territorial Co-operation Objective. In the relevant North West Europe and the Atlantic Coast

programmes under the transnational strand, Scottish and Irish partners require at least one other partner from another country.

The Northern Lighthouse Board in Scotland and the South West Regional Authority in Ireland were partners (with others from England, the Canary Islands, France and Spain) in the Atlantic Lighthouses (At Lights) project, which was funded under the transnational strand of INTERREG III and was aimed at sharing information and experiences on uses for surplus lighthouse property. Argyll and Bute Council was also involved in a transnational project – with Irish, French and Dutch partners – on the spatial development of offshore islands. Moreover this local council availed of exchange opportunities afforded under the inter-regional strand to enable community representatives from its offshore islands to interact with representatives from similar communities in Ireland, Sweden, Finland, Denmark and France on the issues of coastal development, housing and renewable energy.

Interestingly, South Ayrshire Council, which was the lead partner in a transnational INTERREG IIIB project involving partners from Ireland and Germany, lauded the working and learning experience under this strand, and questioned the benefits to be gained from narrower Irish-Scottish cross-border projects because of the strength of cultural links that already exist between the two countries.





### East-West and North-South ties

The Ulster historian A.T.Q. Stewart maintained that in premodern times the North Channel was the centre rather than the frontier of a Dalriadan Sea cultural province. He wrote: "We can easily forget that mountains, forests and marshes were at one time greater obstacles to man than the open sea"<sup>18</sup>. Arguably the contemporary advent of high-speed ferries and budget airlines are conspiring again to make that 'North Channel frontier' highly permeable. Budget flights from the Republic of Ireland to Scottish cities have proven to be immensely popular. Approximately a quarter of a million Irish passengers were carried by budget airlines operating these routes during the first 12 months of operation in 2001-2<sup>19</sup>. This movement is mirrored by similar numbers of Scottish people visiting the Republic of Ireland, indicating that the relationship between Scotland and Ireland is not defined exclusively by an Ulster Scots ethno-national allegiance. Broader Celtic ties are supported by the history of migration, the Gaelic language, folklore, traditional music and sport. There is, therefore, a danger that strategic steps for developing the Ireland-Scotland relationship will simply present another cultural platform for the nationalist-unionist conflict.

On the other hand, recent research found some Ulster unionist and loyalist groups engaging productively in North-South cross-border, cross-cultural

projects funded under the EU Peace II programme<sup>20</sup>. Leaders of these groups expressed the view that the cross-border aspect provided a useful space for building better unionist-nationalist relations principally because, in the first instance, it facilitated interaction with a less threatening Irish nationalist 'other' from south of the border.

Of course such a North-South cross-border space still remains off-limits for many unionist and loyalist groups. For these groups, entry into an Ireland-Northern Ireland-Scotland space may be a much more attractive proposition. The Scottish Parliament's European and External Relations Committee report stated that co-operation along the Ireland-Northern Ireland-Scotland axis could be useful in attracting such groups into trilateral cross-border co-operation. If so, this particular East-West approach could complement the North-South cross-border space on the island of Ireland and thus help downgrade the territorial source of the unionist-nationalist conflict. It may also have a role to play in the Scottish Parliament's campaign for tackling residual sectarianism in the West of Scotland.

### Conclusion

From the documentary evidence considered in this article, there is strong support for reviving the relationship between Ireland, Northern Ireland and Scotland. The Northern Ireland peace process, the establishment of the Scottish Parliament and the new EU





cross-border co-operation funding opportunity have been the primary factors responsible for this support. Scottish parliamentarians, the Special EU Programmes Body, and local community and enterprise groups on both sides of the North Channel have been particularly pro-active in their approach to developing proposed ideas for the new EU programme.

However there are also some signs of ongoing political tensions and alienation in the Ireland-Scotland relationship that are emblematic of the unionist-nationalist conflict. It is perhaps significant that no Irish nationalist or republican politician made a submission to the inquiry. Meanwhile, submissions from unionist politicians tended to ignore the 'Ireland' part of the equation and instead concentrated exclusively on the development of a Northern Ireland-Scotland relationship, and the Ulster Scots culture and identity. For example, in his submission to the inquiry, the Democratic Unionist MEP Jim Allister protested: "For too long government has encouraged unnatural north-south co-operation to the detriment of our most natural and positive area of co-operation and mutual benefit, namely on an east-west basis."<sup>21</sup>

Notwithstanding continuing political tensions, Denis Canavan, the independent MSP who led the inquiry, reported a strong appetite for co-operation with Scotland among people across the board in Ireland, North and South. When the scope and financial

limitations of the new EU programme are considered, it appears that some over-ambitious proposals have been made, especially in the area of transport. However many proposals in areas like enterprise, culture, tourism and environmental protection are within the scope of the programme and could form the basis of viable cross-border projects.

Projects relating to culture, arts and education may provide the most obvious means of facilitating an Ireland-Northern Ireland-Scotland cross-border, cross-cultural dialogue which can build on the space offered by the Irish-Scottish Forum of academics, journalists, politicians and civil servants to help address issues of sectarianism, insecurity and alienation. Other economic and environmental areas of the programme may help contribute to that goal indirectly, since economic, environmental and social problems don't stop at state borders (indeed they are often exacerbated by those borders). The development of this East-West cross-border corridor can only complement the North-South space on the island of Ireland that has opened up in recent years through mutually beneficial cross-border projects, since both exist to help tackle such problems.

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## ENDNOTES

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2. <http://www.scottish.parliament.uk/business/committees/europe/reports-06/eur06-03.htm>
3. <http://www.scottish.parliament.uk/corporate/elu/Webreports/CP-ReportOnIrishScottishCo-operation.pdf>
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8. The *Celebrating Columba* conference, held at the University of Strathclyde (1997); the *Ireland & Scotland: Nation, Region, Identity* conference, held at Trinity College Dublin (2000); the *Ireland (Ulster) Scotland: Concepts, Contexts, Comparisons* conference, held at Queen's University, Belfast (2003); and the *National Identity and Cultural Exchange in Ireland and Scotland* conference, held at the University of Edinburgh (2004).
9. Thus far, the programmes have produced a number of publications, notably *Ireland and Scotland: Culture and Society, 1700-2000*, edited by L. McIlvanney and Ray Ryan (Dublin: Four Courts Press, 2005).
10. Examples of comparative projects funded in the second round include: *Irish and Scottish diasporas from the 1600s to the present*, led by Dr Michael Brown (University of Aberdeen); and *A comparative study of twentieth-century Irish and Scottish poetry*, led by Professor Edna Longley and Dr Fran Brearton (Queen's University, Belfast). Linked to the projects are four postdoctoral fellows and four PhD students.
11. The subject for discussion in the 2007 Irish-Scottish Forum is the meaning of the Union in the modern world.
12. The Special EU Programmes Body (SEUPB), which administers the EU Peace and INTERREG programmes in Northern Ireland and the Southern Border Counties, made representations to the European Commission to this effect.





13. It is possible that some funded activity will extend to the Outer Hebrides/Western Isles.
14. [http://www.seupb.org/consul\\_tcpprogrammes.htm](http://www.seupb.org/consul_tcpprogrammes.htm)
15. [http://www.seupb.org/consul\\_tcpprogrammes.htm](http://www.seupb.org/consul_tcpprogrammes.htm)
16. The Dunlewy Project is a tourism development project that has a strong emphasis on community development and environmental protection.
17. Tourism Ireland was established as a publicly-owned limited company in 2000 for the purpose of promoting the island of Ireland as a tourist destination. Its primary activities include planning and delivering tourism marketing programmes, and publishing and disseminating worldwide tourist information on the island.
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## JOINED-UP THINKING ACROSS THE IRISH BORDER: MAKING THE DATA MORE COMPATIBLE

Rob Kitchin, Brendan Bartley, Justin Gleeson, Mick Cowman, Stewart Fotheringham and Chris Lloyd



*Rob Kitchin*



*Brendan Bartley*



*Justin Gleeson*

Levels of co-operation between government bodies, semi-state agencies, community groups and private industry in Northern Ireland and the Republic of Ireland are increasing rapidly with respect to issues such as coordinated infrastructure planning, health care, trade and enterprise, as well as peace and reconciliation. These initiatives require joined-up thinking and detailed rationales for their formation and funding, which in turn are dependent on evidence-based arguments. However, at present, providing consistent, coherent and reliable evidence on a cross-border basis for use at different scales is extremely difficult due to issues of data interoperability across the jurisdictions. In other words, data are often incompatible and therefore difficult to compare. Addressing issues of data interoperability is crucial to successful cross-border, evidence-based initiatives.

There is a reason why it is relatively rare to see all-island maps of Ireland other than those in a road atlas - they are very difficult to produce. And when they are produced, they usually have a small print warning about interpretation: something has had to be fudged to be

able to create them. This is not to say that detailed information for both jurisdictions does not exist – it often does – or that there has not been a wealth of spatial analysis undertaken in the North or South – there has – but rather that data in the two jurisdictions





are largely incompatible as they are presently produced. As a consequence, undertaking cross-border or all-island spatial analysis faces a number of technical and other challenges. In this paper we outline these challenges and detail the work of the Cross Border Regional Research Observatory (CBRRO) in seeking to address them.

### **Poor interoperability**

Interoperability in this context concerns the extent to which datasets that have been sourced separately can be used in conjunction with each other. If two sets of data cannot be used together because they do not share common attributes, then they are said to have very poor interoperability. Given that it is highly desirable that datasets can be combined so that sophisticated analyses can be undertaken, a series of different approaches have been adopted to try and ensure strong interoperability. These approaches include: (1) data agencies working closely together to ensure compatibility with regard to things such as data definitions and spatial units; (2) the establishment of various international data standards and conventions; (3) a drive towards national and transnational spatial data infrastructures that provide common frameworks and standards across borders and areas of concern (e.g. health, welfare, the economy); (4) the development of detailed metadatabases (data about data) that document what data are held by different agencies and their attributes; and (5) the development

of common data formats for recording and storing datasets so that they can be easily conjoined.

In the case of the Republic of Ireland and Northern Ireland, these initiatives have largely been confined to the level of the nation state and only recently has there been any real concern to improve cross-border interoperability. As a consequence, two separate approaches to data generation have developed, leading to poor interoperability on a number of levels. These problems exist in relation to nearly all types of data – including those relating to health, economy and enterprise, transport, environment, planning and development – but we confine our discussion here to a fundamental source of demographic and socio-economic data, the Census of Population. The census in Northern Ireland is administered by the Northern Ireland Statistics and Research Agency (NISRA) and in the Republic by the Central Statistics Office (CSO). While both censuses seek to record very similar types of data, they differ in a number of important respects.

### ***1. The questions being asked***

Although the censuses in Northern Ireland and Ireland share a common legacy and appear to be quite similar, they are prepared largely independently of each other. While many of the questions that are asked are either directly the same or very nearly the same in wording, a substantial number of questions examine the same issue



differently or there is no equivalent question. Of the 1161 SAPS (Small Area Population Statistics) variables outputted from the 2002 census in the Republic of Ireland, our analysis estimates that 32 percent of variables can be directly matched to the Northern Ireland census, 31 percent can be part-matched or reclassified so that they broadly match, and 37 percent have no equivalent. This means that over two thirds of all census variables published in the South have no *direct* equivalents in Northern Ireland without manipulation. For those issues where similar but different questions are asked, it is important to note that caution is necessary in comparing and interpreting the resultant answers across the two areas. This is because the question can be measuring highly related but subtly different phenomena or because the choices given to respondents do not match precisely.

Accordingly, a reclassification of answers might be needed in order to achieve a more meaningful correspondence.

2. Data units and categories

Similarly, the data being collected in the two jurisdictions might be recorded into different data units (e.g. euros instead of sterling), or into different data categories, or be outputted into varying classes. This effect is illustrated in **Table 1** which shows the different categories into which people are classified with respect to social class/grade in the Northern Ireland and the Republic of Ireland. While the categories are broadly similar, there are some significant differences that make straight comparison problematic. For example, semi-skilled and unskilled are separate classes in the Republic but are classified together in Northern Ireland.

Table 1: Comparing social class/social grade

Rol	NI
Professional Workers	AB. Higher and intermediate managerial / administrative / professional
Managerial and technical	C1. Supervisory, clerical, junior managerial / administrative / professional
Non-manual	C2. Skilled manual workers
Skilled manual	D. Semi-skilled and unskilled manual workers
Semi-skilled	E. On state benefit, unemployed, lowest
Unskilled	
All other gainfully occupied grade workers	







There are many other examples. Occupations classed into seven different categories in the broad classification (SAPS) for the Republic of Ireland are all classed into the same category in the broad classification for Northern Ireland (Elementary Occupation). The reverse can also happen: for example, in Northern Ireland a judge and a refuse worker are classed as Professional Occupation and Elementary Occupation respectively, but in the Republic of Ireland both are classified in the SAPS data in an all-encompassing ‘Managing, Administrative, Executive and Government Workers’ class. In these cases full compatibility can only be achieved through the creation of common output classes for both parts of the island and the reclassification of data, but this takes time and careful thought to minimise any validity issues.

**3. Spatial scales**

Nearly all data have spatial attributes that allow them to be mapped onto the

territory to which they refer. In other words they have an underlying ‘output geography’. The output geographies for Northern Ireland and the Republic of Ireland differ quite significantly below the NUTS 3 level (which are counties in the Republic and five areas slightly bigger than counties in Northern Ireland). In the Republic census variables are coded at Regional, County and Electoral Division (ED) level (along with other more specialised units such as Gaeltacht areas). In the North they are coded at District, Ward, Super Output Areas, and Output Areas (OA) – along with other areas such as Health and Social Service Boards, Education and Library Boards, and Parliamentary Constituencies. As illustrated by **Table 2**, the characteristics of these areas are quite different, with wards having populations on average significantly larger than EDs, and OA populations significantly smaller.

Table 2: Comparing output areas between North and South			
Unit	Number	Av. Population	Av. Size (KM sq)
ED	3414	1062	20.4
OA	5022	337	2.8
Ward	582	2895	24



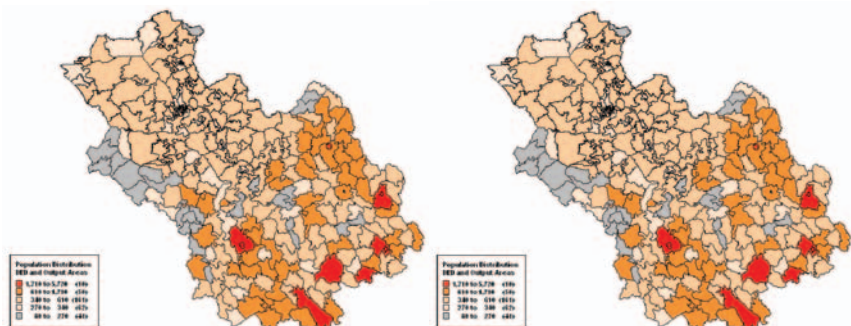


Because data in the two jurisdictions are reported at different spatial scales, a scalar modifiable area unit problem arises. In short, spatially referenced data can be aggregated into zones of varying sizes. The level of aggregation affects what patterns are revealed because the internal variances within a zone alter as more data are added. What this means is that the same data outputted at different spatial scales can show remarkably different patterns and statistical relationships with other data (see *Fotheringham and Wong 1991'*). As we have discussed, in the case of comparing data between Northern Ireland and the Republic of Ireland there is *no common output area*. As a result, the aggregation effects on internal variances are different between the two jurisdictions, making them statistically difficult to compare.

The visual effect of this is displayed in **Figure 1**. Here, the map on the left shows the population count for Cavan

and Monaghan EDs and Fermanagh OAs, and the map on the right shows the population count for Cavan and Monaghan EDs and Fermanagh wards. In the first map, because EDs have significantly larger populations than OAs, the immediate inference one draws is that Fermanagh in Northern Ireland appears to have a uniformly lower population distribution than either Cavan or Monaghan in the Republic of Ireland. In the second case, wards, by and large, have a much greater population than EDs, and the opposite inference is drawn: that Fermanagh's population is uniformly higher than that of Cavan and Monaghan. In other words, the pattern that is displayed is not simply due to the population distribution, but is affected significantly by the spatial scale of output. Addressing this problem in the absence of a common spatial data unit is a complex process and is not easily resolved.

**Figure 1: Comparing data outputted at different spatial scales: Fermanagh and Cavan/Monaghan**





Beyond the census there are a number of significant issues with regards to *address matching*. While Northern Ireland has postcodes with a very fine spatial resolution (there are 56,114 postcodes averaging 20 addresses per postcode<sup>2</sup>), in the Republic of Ireland there is no equivalent, and because of the large proportion of non-unique addresses it is very difficult to pinpoint precisely an address even with the development of a new geo-referencing product, GeoDirectory<sup>3</sup>.

#### 4. Time series

There is another difference between the two maps in Figure 1. Because of the outbreak of Foot and Mouth disease, the census in the Republic of Ireland was delayed by a year. As a result, the data for Fermanagh refers to 2001 whereas the data for Cavan and Monaghan is from 2002. While a year seems a relatively short period, during this time the South was experiencing significant population gain. Indeed, a lot can happen in a short period, such as a large employer closing down and thereby altering local employment rates.

While the two censuses are aligned across a period of decades (1981, 1991, 2001/02, 2011), the census in the Republic also occurs on a five yearly cycle (1986, 1996, 2006, 2016). As a consequence, while the Republic of Ireland will have data relating to 2006, Northern Ireland only has data for 2001. While a year's difference might be manageable when making cross-border

comparisons, a five year gap is a significant time period, and comparing data collected in 2006 in the South with that collected in 2001 in the North would be highly problematic. Related to this is the problem of drawing on 2001 census data as time progresses. For example, by 2010 Northern Ireland will be, in many ways, quite different to how it was in 2001, and yet this will be the last full census from which to draw socio-economic data (although NISRA will have collected other related data in intervening years).

#### 5. Data continuity

In order to be able to easily compare data across time periods, it is important that both the data generated and the areas into which they are outputted have continuity. In both Northern Ireland and the Republic of Ireland there are a number of continuity issues that need to be addressed. For example, in the Republic, for each census year between 1981 and 2002, the number of SAPS variables released has varied (from a low of 774 in 1981 to a high of 1750 in 1991) as some questions have been added to the census form and others discontinued. Clearly in these circumstances it is impossible to compare new or discontinued variables over time because no comparable data exist.

In Northern Ireland there have been significant changes to the spatial units for which data are outputted. For example, ward boundaries were altered



in both 1984 (566 wards) and 1992 (582 wards). As a result, while many wards remained the same between the 1991 and 2001 censuses, others had their boundaries altered or were merged with other wards, and some renamed<sup>4</sup>. It is a difficult task directly to compare data outputted into different spatial units because of discrepancies in the underlying geography. The boundaries were altered again in 2002, meaning that the 2011 census will have a different ward geography to previous censuses. Changes also occur at other scales, such as at district council level (e.g. in 1992 the ward of Rathfriland was transferred from Newry and Mourne Local Government District to Banbridge Local Government District), and at postcode level where boundaries are subject to continuous change due to new addresses and alterations to the built environment.

## **6. Context**

In some cases census data differ, and the interpretation given to data needs to differ, because of the context in which the data are collected. Different policies and economies operate across the two jurisdictions, meaning that the issues the data purport to measure are shaped in different ways. For example, take home or disposable income varies as a function of the tax regime, not simply the level of earnings, and the number of people living in local authority housing is dependent on housing policy and public sector provision. In these cases a straight interpretation of the data that fails to

take account of policy or regime will lead to erroneous conclusions.

## **7. Metadata and data clarity**

In general, census data provided through NISRA and CSO has metadata – data about existing data, usually concerning its availability, organisation and use – that makes them relatively easy to understand and work with. Such summary information is not always available for other kinds of data. There are two general metadata issues. First, metadata on what data exists within both jurisdictions is patchy, with no one resource that lists all the sources of national and regional coverage data. Second, metadata about specific data sources is patchy about the composition (foci, variables and coverage) of potential data or issues relating to cost, licensing and usage. In some cases, data users have to discover this metadata for themselves, tracking down specific sources of information or by ‘playing’ with the datasets to find out what it comprises. While some census data are reported as raw data counts that can then be analysed by users as desired, it is not always clear what the data consist of in other cases. This is especially the case if data are not raw counts or percentages but are the outputs of a statistical formula. Without knowledge of how the data were derived it is difficult to interpret what they show.

## **8. Availability and sourcing**

Adding to these concerns, and drawing from our own experience, it is clear that







there are substantial issues with regard to the availability of data and the sourcing of data in general. While these problems are limited with respect to census data, which are freely available for both jurisdictions, they clearly operate with regard to other data. Many data, especially relating to enterprise and innovation, are either not available in one jurisdiction or the other, or are only available at certain scales (e.g. at the national scale but not at the regional, county or sub-county scale). This clearly limits the analysis that can be undertaken and provides only a very weak and generalised view when seeking to make comparisons.

In addition, we have encountered problems trying to source data we knew existed because they are not openly published or are not published at the scales required. Further, in some cases it has not always been clear who is responsible for compiling and publishing data, making it difficult to track down. Related issues concerning data availability are cost, licensing arrangements and data formats. Data in both the UK and the Republic of Ireland tend to be relatively expensive and there are a number of restrictions on how the data can be used.

### **Addressing interoperability: The CBRRO**

The issues discussed above are well known to those working within data agencies and they are certainly of concern to them. Several initiatives are underway to address the problems

noted, including the Irish Spatial Data Infrastructure (ISDI) committee and working groups in the Republic of Ireland; and the Mosaic initiative (geographic information strategy) in Northern Ireland, including Geohub (a central resource for spatial data for Northern Ireland). There are also four cross-border initiatives: (a) the Spatial Indicators project that provides cross-border land cover and use modelling using the Moland model; (b) the North-West Data Capture project that is seeking to provide a common cross-border dataset for planning in the Derry-Donegal region; (c) the Mapping INTERREG project, led by the International Centre for Local and Regional Development (ICLRD), that is seeking to spatially reference and map the funded projects detailed in the Centre for Cross Border Studies' Border Ireland database; (d) and the Cross-Border Regional Research Observatory (CBRRO), which we outline in more detail below. Despite these projects, it is fair to say we are at the start of a very long process in terms of improving evidence-informed decision-making and all are confronted by the problems detailed above.

The Cross-Border Regional Research Observatory (CBRRO), based in the Cross Border Centre for Community Development in Dundalk Institute of Technology, was established in February 2006, and funded as a pilot project by the Special EU Programmes Body for an initial six-month period. The initial aim of CBRRO was to work towards providing precise and reliable regional



intelligence that would enable a better understanding of the dynamics of the cross-border region, and aid the formulation of strategic policy development and cross-border cooperation. Good cross-border, regional intelligence is dependent on solid evidence. And as we have seen, there are a number of outstanding issues concerning the interoperability of cross-border data. To help address these issues throughout 2006, the CBRRO undertook six key tasks with a view to establishing a full-scale Regional Research Observatory that would operate for several years to come, working with data agencies and those that use their data.

First, a full review was undertaken of what datasets are compiled in Northern Ireland and the Republic of Ireland, the nature and format of the data, along with their source, cost, license arrangements, scale, and the extent of interoperability with comparable, cross-border data. In particular, a detailed examination was undertaken of the censuses in both jurisdictions to determine the level of compatibility between variables. Second, we established a baseline of what spatial analysis is presently undertaken within or between both jurisdictions, what kind of analysis is being performed, by whom and for what purpose. Third, we examined the work of other regional research observatories operating elsewhere, including their structures and functions, the research they undertake, their outputs, how they are funded, and so on.

Fourth, we undertook an additional study compiling a socio-economic profile of the Border counties, Northern Ireland and Western Scotland that enabled us to work with and examine data from a variety of sources beyond the census. Fifth, we have started to develop an initial set of tools designed to improve data interoperability and help data users understand and maximise their use of cross-border data. And finally we scoped out what a long-term CBRRO would look like and what it would seek to achieve.

It is most useful to concentrate here on the fifth of these points and some of the tools we have started to develop to help people access, make interoperable and analyse existing data sets. The CBRRO has developed a web-based interface to cross-border census data and associated metadata that consists of four key modules:

- a metadata portal
- a priority indicators module
- a mapping module
- a geographic profiling tool

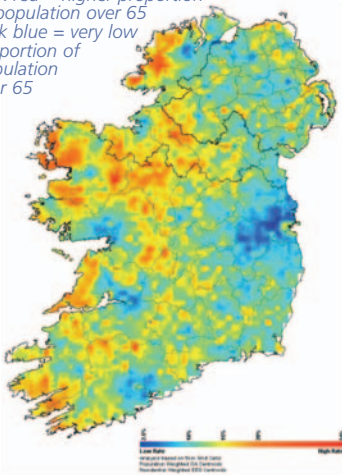
The *metadata* portal is split into three components, each detailing information for both Northern Ireland and the Republic of Ireland: a directory that provides contact details and links to key organisations; a publications and reports repository providing direct access to key documents; and a spatial data inventory that consists of a metadatabase of all spatial-referenced data. The *priority indicators* module consists of access to a series of pre-prepared, interoperable



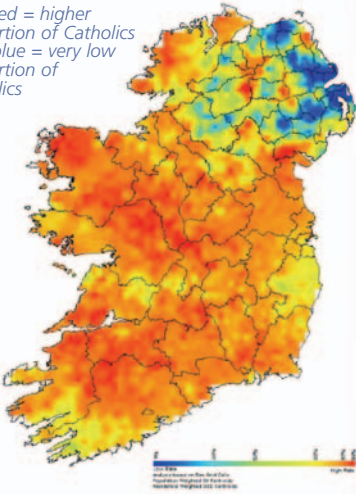


**Figure 2: A sample of all-island, priority indicator maps showing (from top left to bottom right) – proportion of population over 65, proportion of people classed as Catholics, proportion of people with higher education, and proportion of people living in local authority housing**

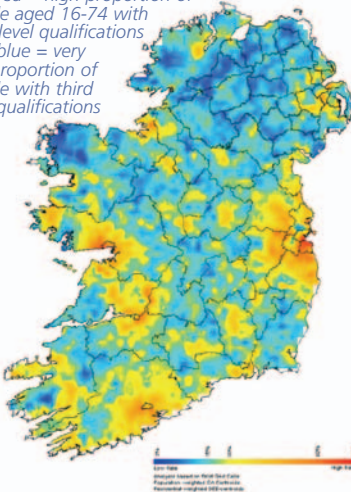
dark red = higher proportion of population over 65  
dark blue = very low proportion of population over 65



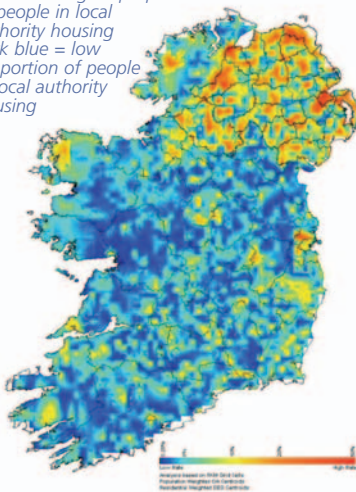
dark red = higher proportion of Catholics  
dark blue = very low proportion of Catholics



dark red = high proportion of people aged 16-74 with third level qualifications  
dark blue = very low proportion of people with third level qualifications



dark red = higher proportion of people in local authority housing  
dark blue = low proportion of people in local authority housing





maps of key socio-economic variables (see **Figure 2**). The *mapping module* provides users with the flexibility to create their own maps of data pre-prepared so as to be interoperable. It uses off-the-shelf software, Instant Atlas, and users can alter the variables displayed, the output areas, filter data, and query the map. The *geographic profiling* tool enables relatively sophisticated querying of pre-prepared data by allowing users to define an area and to automatically generate data summaries for that area, even if the area straddles the border.

To tackle problems of EDs in the Republic of Ireland being intersected by the selected or defined area, a proportioning formula has been developed that uses the address database Geodirectory to calculate what proportion of the population within an ED live within the defined area and to weight the data accordingly. Within Northern Ireland, OAs are used, and because they are significantly smaller than EDs there is no need to use a proportioning algorithm. The data summaries produced consist of a standard text template, an excel spreadsheet with the results for the defined area plus other useful comparator regions (e.g. Northern Ireland, Republic of Ireland, counties and districts), and a set of charts and graphs.

It is hoped, subject to licensing arrangements, that these tools can be hosted on a live CBRRO website. In addition, the intention is that the

CBRRO will be populated by more available data, making time-series analysis, along with analysis at scales from the local to the EU levels, possible. It is also hoped that other tools and outputs will be developed, including the ongoing tracking of key indicator variables, as well as the publication of regular regional intelligence reports and a newsletter.

## Conclusion

Cross-border collaboration across a range of issues has increased substantially in the last few years. In turn, such collaboration has been accompanied by a desire that initiatives be underpinned by sound, supportive evidence that justifies investment and can reveal the benefits yielded by constructive collaboration. At present, however, it can be extremely difficult to provide such evidence because data are often poorly interoperable in a number of important aspects.

In this short paper we have tried to highlight the various ways in which data for Northern Ireland and the Republic of Ireland often lack interoperability, and why such difficulties are important to address. While the CBRRO and other related projects are starting to tackle these issues, it is fair to say that substantial long-term research and development is needed in order to achieve progress. Such progress is likely to be attained through the work of the CBRRO and related projects on the following five fronts, namely: (1)







preparing interoperable data across several domains; (2) addressing fundamental technical issues such as modifiable areal unit problems; (3) providing new, more sophisticated tools of analysis that work on an all-island or cross-border basis; (4) helping to educate data users; and (5) promoting inter-jurisdictional data analysis that will provide the kinds of evidence that will serve policy makers well.

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## NORTH-SOUTH AGENDA SETTING IN THE 1960S AND 1990S: PLUS CA CHANGE?<sup>1</sup>

Michael Kennedy and Eoin Magennis

In September 2005 six Irish seafood companies, from both sides of the border, took part in an all-island pavilion at World Food Moscow. This was the largest annual food and drink exhibition held that year in Russia, with over 1,100 exhibitors from 55 countries showcasing the latest products in the global food market to Russian retailers.

The Irish participants aimed to “meet with Russian food service and retail operators to establish business links” with “long term business potential”.<sup>2</sup> The Irish Ambassador to Russia hosted a trade reception during the exhibition to assist in the development of Russo-Irish business links. The venture was part of a cross-border programme, supported by European Union funding, to develop the seafood industry on the island of Ireland.



Michael Kennedy



Eoin Magennis

Forty years previously, in August 1965, a similar exercise in marketing Irish goods internationally was held in London, making use of the famous shop front of Harrods department store in Knightsbridge. A cross-border presence was planned by the two industry ministers, Jack Lynch and Brian Faulkner, but at that time matters were very different for the prospective Irish participants. When the cabinet in Belfast discussed Northern Ireland participation in the exhibition, it caused them considerable concern. Though ‘Ulster goods’ would be included in the display, it was felt that the promotion “could

blur the Ulster image” and the cabinet voted against involvement in the plan.<sup>3</sup>

Faulkner had to explain to Harrods that due to the cabinet’s commitment to Northern Ireland’s separate status and the ‘Ulster Weeks’ trade promotion programme, the Stormont government could not be associated with the Harrods’ promotion beyond supplying a list of firms which might be approached. So, on the evening of 10 August 1965, the new Irish minister, Patrick Hillery, officially opened the exhibition in Harrods, with the sixty-six windows of





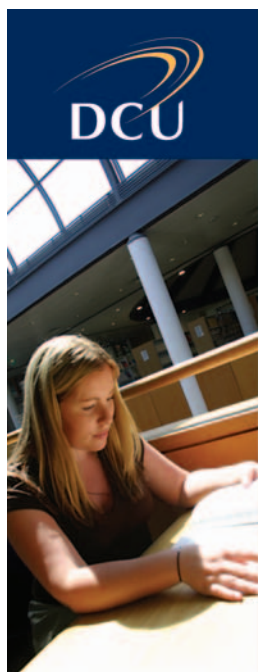
the quarter-mile long shop front all showing goods from over 100 Irish firms. It was the biggest ever promotion of Irish goods in Britain and provided evidence of Irish manufacturers' ability to compete successfully in some of the most discriminating and rewarding of the world's export markets.<sup>4</sup> Faulkner was not present as, despite his hopes to the contrary, politics and not pragmatism firmly guided the actions of the Northern Ireland cabinet when it came to the development of cross-border relations through economic co-operation.

The differences between the two events show that cross-border co-operation in



*Erskine Childers (left) and Brian Faulkner sign a cross-border electricity agreement in the 1960s.*

Ireland has come a long way since 1965. In the four decades since then, the 'good business makes good sense' approach has often come to take precedence over political sensitivities,



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while export markets for Irish goods now extend well beyond the United Kingdom. Also the role of the European Union, as funder and supporter of cross-border co-operation, cannot be ignored today, showing that the changes which have occurred are not alone due to goodwill generated within the island of Ireland. However, a closer look at the ideas behind cross-border co-operation in Ireland shows that there is as much continuity as change. As this article will show, the areas judged most suitable for co-operation have changed relatively little since the 1960s (**see table on pages 38-41**). Where change has occurred is in the methods of co-operation and the political importance of these methods to any current and future solution to the 'Northern Ireland question'.

### Changing views

Cross-border relations until the 1950s were characterised by stealth and caution. Ministers from Dublin and Belfast did not meet formally to discuss common problems. Such contact as there was took place between senior civil servants. However the 1950s saw considerable cross-border co-operation to bring into being the Erne Hydro-electric scheme, the Foyle Fisheries Commission and the joint operation of the Great Northern Railway, which connected Dublin and Belfast. These were one-off projects and unlike later co-operation did not together constitute a developed agenda for co-operation. As the 1950s ended, economic

problems began to focus the minds of a small number of ministers and businessmen on both sides of the border towards freeing cross-border trade. This occurred as the creation of the EEC sent ripples of European integration towards the island on the western periphery of the continent. However, progress was slow until Eamon de Valera in Dublin and Lord Brookeborough in Belfast had both left office.

Matters began to change when Seán Lemass succeeded de Valera in June 1959. As Minister for Industry and Commerce, Lemass had favoured developing relations with Northern Ireland since the 1930s. On taking office, he promoted co-operation as part of a larger agenda to promote economic growth by opening Ireland to world trade with the ultimate aim of gaining entry to the EEC. Lemass was conscious that many government departments in Dublin already had informal contacts with their Northern Ireland counterparts. In early 1963 he asked all government departments in Dublin to review current and potential areas of cross-border contact. In September 1963 this review produced a detailed plan of areas where co-operation existed and could be developed (**see table**).

The September 1963 agenda provided a comprehensive list of areas that was realistic and non-political, careful to respect the jurisdiction of the Northern Ireland government and to leave out potentially contentious areas, notably







the Irish language and primary education. Unlike in the contemporary EU, there was no hint of pooling of sovereignty, or supranationalism, in this process. The Irish officials envisaged co-operation in the early 1960s primarily as consultation and the exchange of information and mutual assistance in the development of parallel policies. Relatively few common policies were envisaged, but the areas thought suitable for such an approach are familiar today: trade, transport, electricity, tourism promotion, cultural development, fisheries and the development of the border regions. The most ambitious proposal was the development of an 'integrated all-Ireland transport system'.<sup>5</sup>

In April 1964 Lemass oversaw the revision of the September 1963 agenda into a focussed list of fourteen areas suitable for cross-border co-operation. He judged that that they "could not give rise to political problems" and "would be worth examining on their merits."<sup>6</sup> The inclusion of 'customs clearance' as an area emphasises that this agenda for cross-border co-operation was envisaged outside the customs union of the EEC and on a bilateral basis between North and South. It was a basic list that would operate under the direction of the Dublin and Belfast administrations with the involvement of external bodies not anticipated. Although the two lists were uncontroversial, their importance lies in the fact that these areas for co-operation were considered possible

despite the continual mistrust and lack of contact between North and South since the 1920s. Also, for the first time since 1922, Dublin had a coherent plan for 'practical co-operation in matters of mutual interest'.<sup>7</sup>

The two lists were developed independently of the events leading to the meetings between Lemass and Terence O'Neill in 1965.<sup>8</sup> O'Neill, through his private secretary, Jim Malley, invited Lemass to Belfast to discuss co-operation between the two parts of Ireland. Lemass travelled to Belfast on 14 January 1965, bringing with him suggestions for co-operation, which further refined the April 1964 document. The inclusion of a suggestion to remove the triptyque system, an extremely complicated registration system which made it difficult to take private cars across the border, shows how basic were some of the steps required to initiate cross-border contact. The two Prime Ministers agreed that "all possibilities of practical co-operation in matters of common concern should be explored."<sup>9</sup> Lemass agreed to send O'Neill a list of matters so that consideration by the various ministers could begin.<sup>10</sup> A list of eleven areas was sent to O'Neill in February 1965 and became the template for cross-border co-operation in the 1960s. It covered the standard areas such as tourism promotion, agricultural research, cross-border hospital arrangements and electricity interconnection, but also more far-reaching proposals for joint work on inward investment (at least to avoid

*continued on page 42*



## JOURNAL OF CROSS BORDER STUDIES IN IRELAND No.2

	1963: 56-point plan by Department of the Taoiseach (NA = Not Applicable)	1965: Discussed at Lemass-O'Neill Meetings	1974: Council of Ireland
HEALTH SERVICES	Exchange at professional, official and technical levels of information re control of drugs, infectious diseases, registration of births, deaths and marriages / Mutual assistance re use of medical facilities in cross-border areas	Facilitate cross-border hospital arrangements where convenience and urgency make this desirable	National Health Council / Drugs Advisory Board / Medical Research Council
ENERGY	Co-ordination of work on energy development and limited co-operation at supply level and interconnection	High tension connection and stand-by connection / Joint development of nuclear power	Electricity generation
EDUCATION	Extension of educational tours / Irish language courses (NA) / Primary education (NA) / NI children attend 'Special Schools for Handicapped Children' in Rol and inspection by NI inspectors is facilitated / Secondary Education: grants and attendance / Scholarships to Secondary and Vocational Schools / Teachers: reciprocal arrangements re awarding of incremental credit for service / University attendance requirements / Advanced Studies / Technical and technological training	Cross-border 'interchanges' of pupils, teachers and scholarships	
ENVIRONMENT	Planning co-operation regarding roads, water supplies, sewerage, amenities, nature conservation/ Drainage and regional water supplies		Pollution, water and sewerage control in border areas
PLANNING	Housing policies/ OPW projects / Development of Border Regions		
ECONOMIC DEVELOPMENT	Cement manufacture/ Turf production/ AFD production/ Consultation between Finance Ministries on common problems / Membership of Advisory Bodies: appointment of N. Ireland persons to advisory bodies in Rol / Joint Advisory Committee on trade and industrial interests / Marketing of agriculture exports (including butter) from NI and Rol as Irish abroad	Tariff Reduction / Joint industrial promotion and co-ordination to reduce risk of bidding against each other for foreign investment	Promotion of foreign and North-South trade / Management and worker training / Industrial research and industrial design
PUBLIC ADMINISTRATION	Exchange of information on public administration / Participation of civil servants in training courses, joint training courses and staff exchanges	Civil Service training	



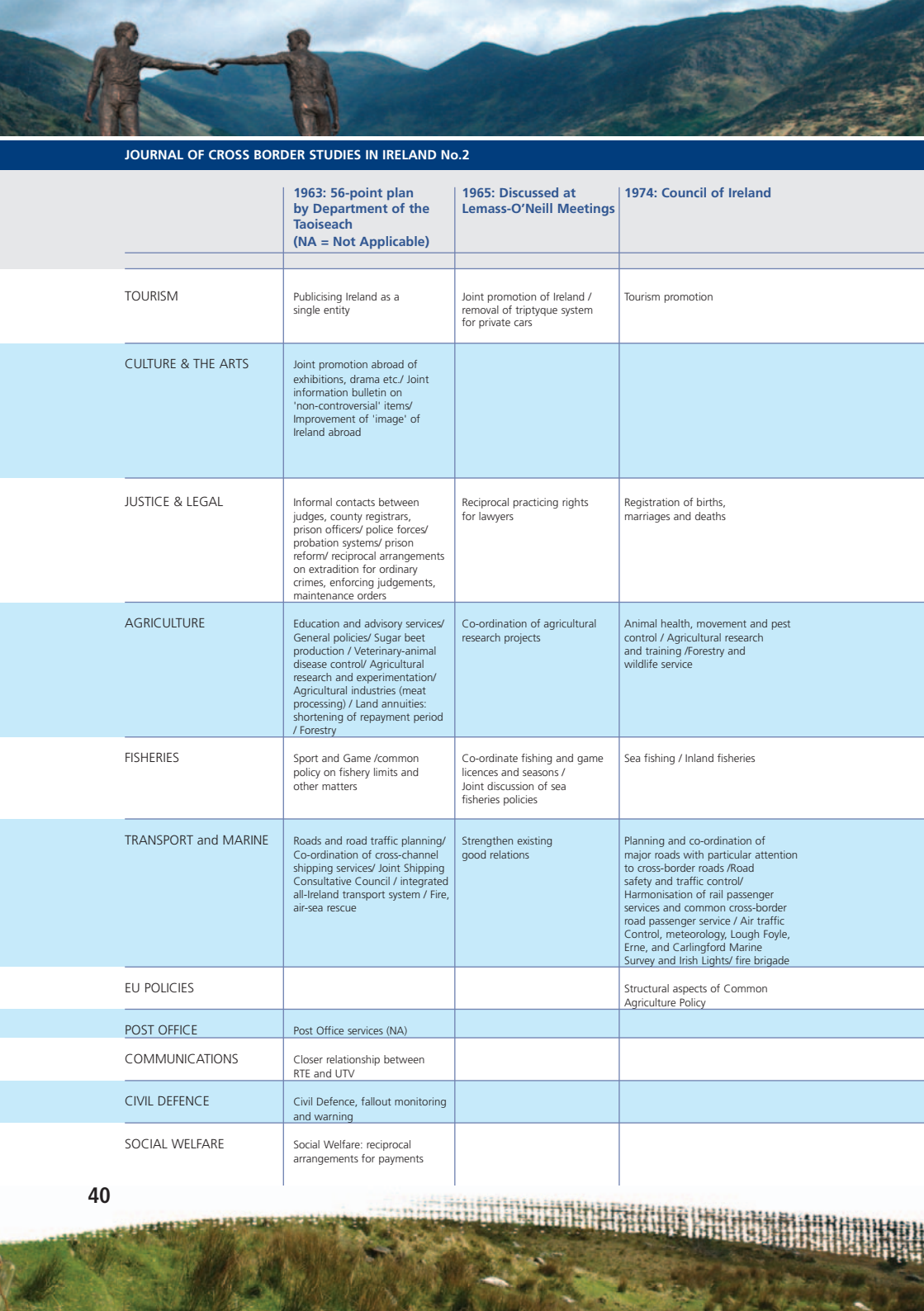


## JOURNAL OF CROSS BORDER STUDIES IN IRELAND No.2

1998: 'Mitchell Document' (* = Not agreed by both governments)			December 1998: Mallon / Trimble Agreement
Common Policies	Joint Decisions	Implementation Bodies	
General hospital services / Accident and emergency planning / Food safety	Disease registries / Clinical trials / High-cost technology / Postgraduate training / Health promotion strategies		Cancer research / High-cost technology / Emergency planning / Regional hospital services / Health promotion strategies / Food Safety Promotion Board
Energy projects			
Tourism training / Special educational needs / Education for reconciliation / Teacher qualification and exchanges / Higher and further education / Tackling educational disadvantage	Promotion of scientific research and its applications		Special educational needs / Teacher qualifications and exchanges / Tackling educational disadvantage
Geological survey / Environmental research	Environmental protection and pollution control / Waste management / Mapping / Wildlife conservation	Environmental Protection Body: Co-operation in cross-border areas on pollution control, environmental protection and waste management. Development of a strategic approach for the whole island.	
Road safety, physical planning and development strategy			
Management development services / Trading standards / Public procurement / Supervision of credit unions / Health and safety		Trade Promotion and Indigenous Company Development Body*: Industrial training, promotion of exports and innovation for indigenous manufacturing and service companies.	Trade and Business Development Body (InterTradeIreland)

continued on next page v





JOURNAL OF CROSS BORDER STUDIES IN IRELAND No.2

	1963: 56-point plan by Department of the Taoiseach (NA = Not Applicable)	1965: Discussed at Lemass-O'Neill Meetings	1974: Council of Ireland
TOURISM	Publicising Ireland as a single entity	Joint promotion of Ireland / removal of triptyque system for private cars	Tourism promotion
CULTURE & THE ARTS	Joint promotion abroad of exhibitions, drama etc./ Joint information bulletin on 'non-controversial' items/ Improvement of 'image' of Ireland abroad		
JUSTICE & LEGAL	Informal contacts between judges, county registrars, prison officers/ police forces/ probation systems/ prison reform/ reciprocal arrangements on extradition for ordinary crimes, enforcing judgements, maintenance orders	Reciprocal practicing rights for lawyers	Registration of births, marriages and deaths
AGRICULTURE	Education and advisory services/ General policies/ Sugar beet production / Veterinary-animal disease control/ Agricultural research and experimentation/ Agricultural industries (meat processing) / Land annuities: shortening of repayment period / Forestry	Co-ordination of agricultural research projects	Animal health, movement and pest control / Agricultural research and training /Forestry and wildlife service
FISHERIES	Sport and Game /common policy on fishery limits and other matters	Co-ordinate fishing and game licences and seasons / Joint discussion of sea fisheries policies	Sea fishing / Inland fisheries
TRANSPORT and MARINE	Roads and road traffic planning/ Co-ordination of cross-channel shipping services/ Joint Shipping Consultative Council / integrated all-Ireland transport system / Fire, air-sea rescue	Strengthen existing good relations	Planning and co-ordination of major roads with particular attention to cross-border roads /Road safety and traffic control/ Harmonisation of rail passenger services and common cross-border road passenger service / Air traffic Control, meteorology, Lough Foyle, Erne, and Carlingford Marine Survey and Irish Lights/ fire brigade
EU POLICIES			Structural aspects of Common Agriculture Policy
POST OFFICE	Post Office services (NA)		
COMMUNICATIONS	Closer relationship between RTE and UTV		
CIVIL DEFENCE	Civil Defence, fallout monitoring and warning		
SOCIAL WELFARE	Social Welfare: reciprocal arrangements for payments		





## JOURNAL OF CROSS BORDER STUDIES IN IRELAND No.2

1998: 'Mitchell Document' (* = Not agreed by both governments)			December 1998: Mallon / Trimble Agreement
Common Policies	Joint Decisions	Implementation Bodies	
		Tourism Body: Promotion, marketing, research and product development for the island of Ireland	Tourism Ireland: Public company for promotion and marketing of the island of Ireland
	Heritage protection and restoration / Cultural promotion abroad	Arts Body*: Functions promoting the arts as discharged by the two Arts Councils. Irish Language Body*: Promoting use of Irish language, supporting Irish-medium education and voluntary bodies in this area	North/South Language Body: Incorporating Irish language and Ulster-Scots language bodies
Research and training / Bloodstock and greyhound industries / Rural development	Animal and plant health / Approaches to Common Agricultural Programme* / Education / training programmes		Animal and plant health / Approaches to CAP and trade talks / Rural development / Environmental impacts
Management of inland fisheries / Approaches to EU common policy on fisheries / Fish health / Education, training and research.	Aquaculture and marine matters / Drainage / Strategic planning of fisheries facilities	Inland Waterways Body: Joint development and management of the inland waterways	Inland Waterways Body (Waterways Ireland)
Road/rail issues		Transport Planning Body: Co-ordination and development of the major transport services and co-operation on strategic issues relating to road and rail networks and ports	Planning and co-ordination of major roads / Road and rail safety/ Loughs Agency and Lights Agency (Foyle, Carlingford and Irish Lights Commission)
		EU Programmes Body	
	Support for community activity / Entitlements of cross-border workers / Welfare fraud control		



*continued from page 37*

competitive bidding) and cross-border exchanges of school students and teachers.

### **Into action: 1965-68**

The Prime Ministerial meeting of January 1965 endorsed cross-border contact and opened intergovernmental discussion of cross-border projects and possibilities. The Northern Ireland civil service meanwhile developed an agenda for co-operation through consultation between Permanent Secretaries which was similar to that which had emerged in Dublin in 1963 and which boiled down to "a continuation of the present relationship, perhaps on a slightly more formal basis in the future".<sup>11</sup> Meanwhile in Dublin, the Secretary of the Department of Finance, T. K. Whitaker, established an interdepartmental committee of senior officials to report progress on cross-border co-operation to a cabinet committee chaired by Lemass.

A second summit between Lemass and O'Neill took place in Dublin on 9 February 1965 and undertook "a general review of the scope for mutually beneficial co-operation in matters of common interest."<sup>12</sup> The Northern side expressed general agreement with the Lemass list, with the exception of trade, which, they pointed out, was a reserved area for Westminster.<sup>13</sup> They suggested adding fishery co-operation, co-operation in crime detection and a joint relationship between the Dublin and Belfast Public Record Offices. Lemass agreed and the Northern and Southern

agendas were in effect merged.

It should be noted that in the 1960s there were very few formal cross-border structures through which to plan and undertake co-operation. The Foyle Fisheries Commission had its specific limited remit and there were some all-island representative professional bodies, but otherwise there was little to work with. A resurrection of the Council of Ireland, which had been proposed under the 1920 Government of Ireland Act and shelved when the Boundary Commission collapsed in 1925, does not seem to have been considered. There is no evidence that any new government architecture was deemed necessary.

Nineteen sixties co-operation was a Dublin-Belfast operation; there was no United Kingdom involvement. In the absence of institutions, cross-border co-operation from 1965 worked through an identifiable chain of command. Prime ministerial meetings in 1965, 1967 and 1968 mapped out the agenda. After the summits, the work was "given to those who have the capacity to do it."<sup>14</sup> Ministers met and discussed specific areas; civil servants supported this work and implemented agreed results. The initiatives in cross-border co-operation were undertaken by the various Dublin and Belfast government departments dealing directly with one another.

In practice, this meant regular cross-border ministerial level meetings, meetings which had rarely occurred before and when they did had been





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shrouded in secrecy. These cross-border meetings led to progress in co-operation in tourism and electricity supply, to highlight two of the most important areas. Northern Ireland Minister of Commerce, Brian Faulkner, oversaw this work with his Southern counterparts Patrick Hillery (Industry and Commerce) and Erskine Childers (Transport and Power).

Initial ministerial meetings enabled the first joint meeting between the two tourist boards on 12 May 1965. Cross-border air and rail links were discussed and approval sought for a joint consultative committee on the production of joint promotional tourist literature. The representation of the border on tourism maps emerged as a problem, yet a joint tourism brochure was finally completed to appear for the 1967 season. However, the first results were described by officials in Dublin as "a real hash ... Northern Ireland encroaches on Donegal! The Mountains of Mourne are everywhere except in their proper place". A second attempt in 1968 was much more successful in selling Ireland to the international tourist market as a single entity.<sup>15</sup>

In the area of electricity supply, October 1967 saw an agreement for interconnection between the Northern Ireland Joint Electricity Authority and the Electricity Supply Board. The agreement was a ministerial one to be implemented by the respective generating authorities. Each was to be responsible for the line in their area with the cost of building the interconnector being divided equally

between both parties. There would be minimum provision to cover a breakdown of supply in either area by October 1969 and full interconnection by October 1971. A joint management board was established to oversee the process and advise on how to obtain the best economies from the project. The agreement for interconnection was the most visible sign of North-South co-operation in the 1960s.<sup>16</sup> Faulkner told reporters after the signature that "the significance of today's signing is that it represents a firm decision to translate theory into practice" and was "co-operation at its best", working for the benefit of ordinary people on both sides of the border.<sup>17</sup>

Tourism and electricity generation were not the only areas of 1960s co-operation. In the area of trade a 'side document' to the 1965 Anglo-Irish Free Trade Agreement allowed cross-border trade to be freed at a faster pace than Anglo-Irish trade, this giving recognition to a policy Lemass had begun in 1962 after lobbying by Northern Ireland manufacturers. In 1965 and 1967 agriculture ministers Charles Haughey and Harry West met to organise collaboration on food processing capacity issues and countering the spread of foot-and-mouth disease from Britain. There was also some progress on the cross-border recognition of teacher qualifications, the use of ambulance services across the border and social security payments. By 1968 North-South relations had settled down into the form of occasional meetings of Prime Ministers, periodic meetings of







ministers, and routine meetings of officials. It was a long way from the secretive cross-border contacts that had preceded the Erne or GNR talks and was a sign of the normalisation since 1965.

During the first half of 1968 the construction of the electricity interconnector continued, trade reform was ongoing, and tourist co-operation began to bear fruit. But from that autumn, the spread of the civil rights marches and the Stormont government's reaction to these ended normalisation. The outbreak of the 'Troubles' in August 1969 put the likelihood of further cross-border contact into cold storage for the foreseeable future. However an important foundation had been laid which the 'Troubles' did not entirely eradicate.

### **Sunningdale: Straws in the Wind?**

In December 1973 the North's new power-sharing executive, and the Irish and British governments, met at Sunningdale to hammer out a deal on a new Council of Ireland. The Council was to comprise 14 ministers, seven each from North and South, a secretariat, and a Consultative Assembly (of 60 members). It would "engage in work which has an immediate and obvious benefit for the whole of Ireland",<sup>18</sup> facilitating discussion on matters of mutual concern. It was agreed to commission studies to identify areas of common interest in the hope of developing the better use of resources and avoiding duplication. The list of areas also now included the idea of

harmonisation between North and South, particularly in agriculture, which had acquired a new relevance in the context of Ireland and the UK becoming members of the EEC in 1973. This, importantly, marks the point at which an EEC/European agenda began to be incorporated into that of cross-border affairs.

The re-introduction of a Council of Ireland into the landscape of cross-border relations marked a major development in the structure of cross-border contacts and in methods for co-operation. It has been seen that in the 1960s it was sufficient for ministers to meet and co-operation to take place between departments. With Sunningdale, the hitherto informal inter-departmental process of cross-border co-operation was formalised with the executive powers of the Council of Ireland. What the powers of the new institution were to be was left in the Sunningdale communiqué to some future date for agreement.

In the absence of detail, the parties to the agreement each interpreted the remit of the Council of Ireland in a different manner. To unionists the Council was to be an advisory body; to nationalists it was a much more substantial concept with real executive powers which would lead to all-Ireland bodies ultimately being established. The institution of the Council of Ireland repoliticised cross-border co-operation, although, with the exception of law and order, the areas it covered remained in essence similar to the Lemass plans of



1964-65. The context, of course, was different in 1974. Plans for cross-border co-operation had now become a central part of any solution to the 'Troubles', and would not only include the by now standard list of areas for co-operation, but also plans for an institution to oversee and implement co-operation.

### **The 1990s: Institutions and Frameworks**

Given the political nature of cross-border co-operation from the 1970s on, due to the introduction of the question of developing new institutions, the North-South issue was to be a key difficulty in the negotiations of the 1990s. The type of all-island institutions to be established was more problematic than the topics and areas for co-operation. The phrase 'getting the architecture right' that is often associated with the 1998 deal meant not only the governance arrangements within Northern Ireland, but also the all-island ones. The debate turned on the desire of the Irish government and SDLP for what was described in the 1992 Brooke-Mayhew talks as "an institutional framework with executive functions". Therefore the existence of a North/South Council and implementation bodies, the powers these would have, who would create them and to whom they would be answerable, became the key issues.

The unionist position was that a Northern Ireland Assembly would establish an Inter-Irish Relations Committee to facilitate informal co-

operation. By 1995 the unionist position seems to have included acceptance of a North/South Council of some sort, though questions still arose whether this should be a consultative or an executive body and whether it, or a new Northern Ireland Assembly, should decide upon the areas for co-operation. So although unionists initially rejected the 'Framework Documents' of 1995 (which, in addition to proposing an overarching North/South body with executive powers, put the possibility of North/South implementation bodies onto the agenda), they seem to have accepted that some North/South institutions would be useful so long as there were not too many, they met a clear functional need, and that they would be answerable to the Assembly.<sup>19</sup>

In terms of the areas for North-South co-operation, the details were usually kept away from the spotlight. In 1992 unionists agreed to co-operation in areas such as transport, energy, industrial development, skills/education, agriculture and tourism.<sup>20</sup> This agenda was largely unchanged from the 1960s and by the 1990s contained little which could be deemed problematic. Despite the 'Troubles', there had been continued co-operation in some of these areas, such as agriculture and the economy, supported by EU developments. The availability, since the late 1980s, of EU cross-border and International Fund for Ireland funding for co-operation in the border areas had led to some joint trade, tourism, transport and energy projects.

A clearer agenda was detailed in the





misnamed 'Mitchell Document' (in reality a draft prepared by the British and Irish Governments), which was released to the political parties on 6 April 1998 (four days before the Good Friday Agreement was signed). The annexes to the document contained proposals for eleven areas for harmonising common policies, seven areas for taking joint decisions for action in each jurisdiction and eight areas for implementation bodies. The idea of developing common all-island policies in education or 'physical planning', and the concept of sectoral implementation bodies, reveal how far the North-South agenda and methods of work had moved on since the 1960s. However the focus of inter-governmental discussion

had been on structures and, in particular, chains of accountability. The British Government appeared happy to leave the running on the substance of the areas of co-operation to an Irish team led by an energetic veteran of the Sunningdale era.

In the event, John Taylor's famous quote, "I wouldn't touch this paper with a forty-foot barge pole", is the best-remembered thing about this version of a North-South agenda. A more intuitive criticism was that the two governments did not trust either the proposed North/South Council or the Northern Ireland Assembly to shape a programme of work for the Strand Two institutions.<sup>21</sup> According to Tom

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**The Special EU Programmes Body (SEUPB) is a North/South Implementation Body established under the Good Friday Agreement 1998 and the British Irish Agreement. SEUPB reports to the North/South Ministerial Council and its principal functions are to manage certain European Union (EU) Structural Funds and to support a range of development and regeneration programmes in the North and South of Ireland.**

SEUPB currently has responsibility for the EU Programme for Peace and Reconciliation (PEACE II), the INTERREG IIIA Programme. In the 2007-2013 programming period it will have responsibility for the EU Programme for Peace and Reconciliation (PEACE III) and the EU Cross Border Territorial Cooperation Programme (INTERREG IV).



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Hennessy, then an advisor to the Ulster Unionists, the crisis over the Mitchell Document was resolved by agreement on a 'Plan B' proposal from Reg Empey.<sup>22</sup> This proposed establishing a North/South Council and leaving the details of up to six implementation bodies and six further areas of co-operation to be negotiated between the Irish Government and a shadow Executive. These would then be formally agreed by the Assembly. The Irish Government and SDLP were prepared to accept this compromise on condition (a) that full agreement was reached before the Assembly itself went live, and (b) that detailed arrangements were anchored in concurrent Westminster/Oireachtas legislation enacted before devolution.

The reaction to the 'Mitchell Document' shows that the North-South debate was focussed primarily on institutions, their powers and authority and only secondarily on the areas in which co-operation should take place. The work of the 1960s and the 1970s may have outlined some uncontroversial areas for co-operation, though there were areas that could cause problems. Trade promotion, arts and language were examples of areas which were problematic both in the 1960s and 1990s. Therefore despite the core of the dispute over the North/South agenda being primarily about the powers and authority of institutions, the agenda captured in the 'Mitchell Document' was substantially altered in the final Good Friday Agreement. Instead of the eight

North/South implementation bodies in the document, six were agreed. North-South work on common policies or agreeing joint approaches in 18 or more areas was reduced to six areas for general co-operation.

Despite these changes, cross-border co-operation as laid down in the Good Friday Agreement shows general continuity with the co-operation agenda of the 1960s. The twelve suggested areas for co-operation included agriculture (animal and plant health), education (teacher qualifications and exchanges); transport; environment (protection, water and waste management); inland waterways; social security and welfare; tourism (marketing and product development); EU programmes; inland fisheries; aquaculture and marine matters; health (accident and emergency care); and urban and rural development. All of these areas, with the obvious exception of EU programmes, can be found in Lemass' 1963 plans.

After the Agreement the detail (in terms of the work programmes) for the new bodies or 'areas of co-operation' were worked out in a series of further political negotiations and interdepartmental discussions. In the summer of 1998 government officials, North and South, began initial work on possible new bodies and areas of co-operation.<sup>23</sup> The work consisted of consulting with government departments to list possible outline work programmes for the proposed new







bodies and the areas of co-operation. In December 1998 there was agreement by all parties on the identity of the six implementation bodies and the six areas of general ministerial co-operation.

From the 'Mitchell Document' the trade, inland waterways and EU programmes bodies survived as implementation bodies, and were joined by food safety, lights and loughs, and language bodies. The first of these additions had been proposed as an area for common policies, while the second was an attempt to continue the work of the Foyle Fisheries Commission (with an expanded brief) and the Commissioners of Irish Lights. The final body was another compromise combining the Irish language body, mentioned in the 1998 document, with a new agency to promote Ulster Scots language and culture. The arts, transport and environmental protection bodies were all dropped.

The December 1998 deal also detailed the six 'areas of co-operation' to be exercised by government departments and other public bodies in the two jurisdictions but agreed through meetings of the North/South Ministerial Council [NSMC]. These were agriculture, education, environment, health, tourism and transport. The tourism implementation body was dropped but resurrected in the form of a publicly limited company, Tourism Ireland, to deal with overseas marketing of the island. The landscape was a familiar one, though the inclusion of a body to deal with language was a move which

could not have been implemented in the 1960s.

The year 1999 saw the North-South jigsaw completed. In early 1999 the Irish Government and the Northern Ireland Civil Service negotiated the details of the remits and structures of the new bodies, including such issues as budgets, staffing and corporate governance. There were also negotiations on the structure and organisation of the North/South Ministerial Council. The bodies which were given a board appear to have been those that unionists felt at that time needed a close eye kept on their work, notably the new Trade and Business Development Body, later to become *InterTradeIreland*. The way in which the bodies would exercise their functions was also a matter for negotiation. The possibility of the trade and business development body promoting foreign trade had been mentioned in the December 1998 deal, along with the proviso that this would only be done "when tasked jointly to do so" and the time was as yet judged not right.<sup>24</sup> For the six 'areas of co-operation' department officials were asked by sectoral meetings of the NSMC to propose a list of possible projects, programmes of work, and areas to forge joint policies, which ministers then agreed.

A tight deadline of March 1999 was set, and met, for the conclusion of supplementary British-Irish agreements underpinning the agreed arrangements, rooted in *Oireachtas* and Westminster legislation. Given the difficulties over the



decommissioning issue, the NSMC and implementation bodies did not in the event go live until December 1999, in parallel with the Assembly and Executive. Therefore by 2000 a full agenda was agreed and working under the auspices of the North/South Ministerial Council.

### **From the 1960s to the 1990s**

This article has emphasised how much of what is now the day-to-day agenda for North-South co-operation can be traced back to the 1960s and the plans commissioned by Seán Lemass in 1963. In a sense this is not altogether surprising as most of the post-1945 western European states developed along similar lines in the economic and social policies they adopted. Therefore there were only a finite number of areas in which two neighbouring states could co-operate and the 1960s plans captured most of these.

While the areas for co-operation might not alter that much, the context in which envisaged North-South co-operation would take place had changed completely by the 1990s. This was due to a number of factors. Joint membership of the EEC and then the EU since 1973 was one important factor. The influence of membership can be seen in areas such as co-operation on energy and agriculture. Although energy was not an agreed area of co-operation in 1998, there is a great deal of North-South work going on in that area driven by EU policies. Therefore, while electricity interconnection marks

continuity from the 1960s, the focus is now on opening the energy market to competition and finding alternative supplies of power. Agriculture, which was such a key area for proposed co-operation in the 1960s, has shrunk due to the role of the EU in shaping policy.

The shift in agriculture raises another important factor in change: the changing nature of economic development. Although agriculture's share of the economy has dramatically declined on both sides of the border, it is one of the few sectors where the two economies have moved in step. In contrast, by the late 1990s the South had become the more competitive of the two economies due in large degree to the impact of inward investment. These economic changes also meant that cross-border trade was of much less importance than it had been in the 1960s. Any co-operation in this area now has to be outward-facing in intent, as shown by the joint exhibition in Moscow with which this article began.

However, the greatest factor in changing the context for co-operation was the 'Troubles'. As noted above, cross-border or North-South co-operation became a key part of any solution to the 'Troubles'. This did not make any significant difference to the content of the areas considered for co-operation, but it has affected the terms of establishing new all-island institutions. These are largely to provide nationalists with an 'Irish element' to Northern Ireland, while unionists, concerned about the usefulness (and





sovereignty) of the new institutions, have demanded accountability to an Assembly or executive in Belfast. These debates show how co-operation has become more politicised in the 1990s than it had been in the 1960s.

The hope for those who work in the North-South area is that co-operation will become less political as time goes on. Champions of co-operation often stress the need for any initiative to be tested for its mutual benefit to the two jurisdictions. A recent study by the two governments on economic co-operation has gone further. In it two tests are outlined against which to check any new cross-border project. In the first place it should be for the public good or address a 'market failure'. Secondly, the root of this 'market failure' or barrier to providing services must be the border itself.<sup>25</sup>

As well as tests for mutual benefit, those hoping to depoliticise co-operation are probably tempted to think of the new North-South institutions as being part of a wider drift to transnational or multi-level institutions within the EU. However it is as important to understand the peculiarly Irish development of cross-border institutions from the failed 1920s Council of Ireland, through the avoidance of institutions in the 1960s to the drift back to institutions since the 1970s. The ups and downs of British-Irish, North-South and nationalist-unionist relations have surely had much more of an impact on the institutions, their remits and the areas in which

North-South co-operation takes place than the EU.

Given this politicisation and connection to political relationships outside their control, there is an issue of whether all-island institutions should more overtly seek to reconcile North and South. However much of the content of co-operation remains economic and technocratic in focus. The Good Friday Agreement proposed the option of a North/South Consultative Forum to bring together community and other leaders from both sides of the border, though this has yet to happen. Even in 2002, when proposals for further co-operation were drafted by officials for the NSMC, only education and youth exchanges had a specific reconciliation element.<sup>26</sup> This would have been understandable in the 1960s but, 40 years on and in the changed context described above, there is surely room for reconciliation to be at the centre of any future North-South agenda.

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## ENDNOTES

1. The authors wish to acknowledge the advice and information provided by current and former government officials, North and South.
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16. The Department of External Affairs was anxious that the agreement be at ministerial level as an agreement at governmental level would in effect acknowledge that the Northern Irish government held the same status as the Irish government.
17. *Belfast Telegraph*, 5 October 1967.
18. NAI 2005/7/624, conference brief for Liam Cosgrave for meeting with British Prime Minister Edward Heath, January 1974.
19. See Hennessey, pp.127-8.
20. Details from Tom Hennessey, *The Northern Ireland Peace Process* (Dublin, 2000), pp.62-4.
21. Gary McMichael made the second point; see 'UUP reject North/South proposals', *The Irish Times*, 8 April 1998.
22. Empey memo to David Trimble, 5 April 1998 cited in Hennessey, p.166.
23. This work seems to have devolved onto officials from the Department of Foreign Affairs and the Office of the First Minister and Deputy First Minister. The Department of Taoiseach, Northern Ireland Office and the two Finance Departments were also involved in a supporting role. In the 1960s the Department of the Taoiseach and Dept of Finance had been the driving force in developing co-operation, with Whitaker at Finance involved in a



personal manner as a key directing force. In Belfast the Prime Minister's Office and the Ministry of Finance set the pace in the 1960s, with Faulkner in Commerce playing an important supporting role, though often following his own agenda.

24. Joint statement by David Trimble and Seamus Mallon, 18 December 1998, Annex 2.
25. British-Irish InterGovernmental Conference, *Comprehensive Study on the Island Economy* (2006), p.14.
26. Nine areas were agreed for future co-operation including: energy;

higher and further education; agriculture (organics, training and forestry); Irish medium education (supply of teachers and special educational needs); education and youth exchanges; mutual recognition of qualifications; consumer interests; health (mental health) and strategic investment in infrastructure.

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## PARTNERSHIP IN CROSS-BORDER DEVELOPMENT: SYMBOLIC STRUCTURE AND WORKING PROCESS

Caitriona Mullan

At this time in the history of this island, the significance of the words 'partnership', 'cross-border co-operation' and 'north-south co-operation' is high. We are in a situation where inter-jurisdictional co-operation is no longer just an optional issue between the two Irish jurisdictions. The imperatives for co-operation across borders no longer come exclusively from party political or ideological positions in an Irish or British context. The concept of cross-border co-operation is not unique to this island. Governments are, by virtue of Irish and UK membership of the European Union, under an obligation to implement certain EU policies in this area.



Caitriona Mullan

Crucially, the EU's all-important Lisbon Agenda, while essentially about competitiveness, also points to a new and inclusive style of governance and interaction with citizens:

*The Lisbon partnership requires a long-term communication strategy that not only keeps our citizens informed, but engages them in the process. The main thrust of our communication efforts must be at national, regional and local levels. This is why there must be close and continual coordination with national governments, parliaments, regions, cities and civil society. This will provide the democratic legitimisation of the strategy itself and the basis for it to succeed'.*

Within these broad parameters, the role of cross-border co-operation is highlighted by the Draft EU Territorial Agenda, due to be adopted by the EU at Leipzig in May 2007:

*The aim is to strengthen the global competitiveness of all regions of Europe. In the light of the Lisbon and Gothenburg [sustainable development] Agendas, the diverse territorial potentials for sustainable economic growth and job creation in Europe must be identified and mobilised and the constraints removed or mitigated. This also means that attention has to be paid especially to the lagging and peripheral areas of the EU. In addition the*



*obstructive effects of borders on the optimal utilization of territorial potentials must be mitigated by more intensive cross-border and transnational co-operation.<sup>2</sup>*

Such EU-generated imperatives for increased cross-border co-operation add to the logic of getting it right in an Ireland/Northern Ireland context. All these EU statements make the issue of good practice in partnership and collaborative working, particularly at local and regional cross border level (complementing inter-governmental co-operation), highly topical.

As a practitioner of cross-border development, cross-sectoral working and EU funding management in a rural and historically deprived border region, I have a particular interest in the implementation of such policies. A policy is only as good as its implementation. Partnership is an important issue as we try to create cross-border collaboration processes which allow for the achievement of maximum economic and social benefits for local communities. From experience, I also know that the phrase 'partnership is important' can mean just about anything one wants it to mean.

The first obstacle to making clear and useful observations on partnership in a cross-border context is how to define the term. I have chosen, as a practitioner, to provide a working



*Damien and Majella O'Keefe, Green Box accommodation providers, with their EU Flower ecotourism award.*

definition of good partnership practice as:

*The demonstration by an organisation and its staff or representatives of a commitment and capacity to engage in genuinely collaborative intra-sectoral and cross-sectoral decision-making and practices in order to attain common goals in the pursuit of better services and quality of life for citizens.*

This definition can apply at local community, county or regional level. In the Irish border region, it tends increasingly to be at cross-border level also. A prerequisite for cross-border and cross-sectoral co-operation is the existence of such networks to co-exist alongside intra-sectoral collaborative capacity. Cross-border co-operation should not be separated from an organisation's capacity for partnership working in general.

Two further definitions are necessary. Based on observation and experience,



I have chosen to draw a key distinction between partnership as symbolic structure and partnership as working process. In local and cross-border development terms, partnership as symbolic structure refers to the establishment of formalised institutional structures, where the makeup of a board or committee symbolises the range of stakeholders for whom the partnership is relevant. Partnership as symbolic structure does not automatically imply the existence of actual day-to-day practical collaboration between such stakeholders.

Partnership as working process refers to a work methodology, used particularly by cross-border development workers, which involves practical collaboration with stakeholders outside one's own organisation or department. Of course the two concepts are not mutually exclusive and it could be argued that they lie at different points along a continuum of practice. However it is useful to draw the distinction between the two, as it illustrates that the phrase 'we're taking the partnership approach' can mean at least two different things.

Before identifying potential obstacles to successful cross-border partnership working, I have chosen several examples of good practice according to the definition of good partnership practice set out above. These are drawn from the Irish central border region running from Donegal to Armagh, which can also be referred to the ICBAN region. ICBAN or the Irish Central Border Area Network is a cross-border organisation

led by five Republic of Ireland county councils – Donegal, Sligo, Leitrim, Cavan and Monaghan – and five Northern Ireland local authorities – Fermanagh, Armagh, Omagh, Cookstown and Dungannon and South Tyrone. Since 2001 it has been involved in the implementation of elements of the EU INTERREG IIIa cross-border programme.

Under the INTERREG IIIa programme, a number of existing partnerships sought and successfully obtained EU funding to further their collaborative activities. One of these was the **Green Box**, an example of both a good symbolic partnership and, through the work of its staff, partnership as a working process. This purpose-built partnership originated with the state-sponsored Western Development Commission in the Republic of Ireland, which was set up in 1999 to promote the six Connacht counties and Donegal. The INTERREG-funded Green Box aims to develop the rural areas of Fermanagh, Leitrim, west Cavan, north Sligo, south Donegal and north-west Monaghan as a destination for ecotourism (sometimes also called 'sustainable tourism'). The original Green Box Memorandum of Association set out to:

*Promote the adoption of a coherent and co-ordinated approach between the responsible public authorities and other interested parties to tourism product development and marketing in the Green Box Area; to ensure that each of the public and other bodies working at local, county and regional level are*





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*actively working together to an agreed agenda and a common set of goals in relation to tourism dispersal in the Green Box Area; to develop a collective approach to key strategic issues for tourism development such as access to the regions, environmental sustainability, human resource development and related matters.<sup>3</sup>*

These clearly-stated aims provide clues to the range of stakeholders involved in the management and implementation of its activities. The Green Box idea grew out of the Western Development Commission's identification of ecotourism as a source of regional economic growth. In the rural areas covered by the Green Box, the tourism product is generated by small, independent providers – those with automatically less strength and access to decision makers and public marketing resources.

Ecotourism demands specialist involvement from the environmental sector such as renewable energy instalment expertise. It requires networking of all product providers: restaurateurs, leisure activity companies, accommodation providers. It requires an understanding of the new international markets for tourism which are not about big coach tours and predetermined hotel chain accommodation. The dispersed nature of the Green Box region means that local authorities have a key role to play in adding value and taking the ecotourism theme into their tourism promotion campaigns.

Ecotourism requires the development of a tourist product which both meets certain standards and is integrated with the local rural economy – clearly this requires community linkages. Thus a collaborative approach by local authorities, regional tourism support agencies and other local economic and community rural development stakeholders was born in the interests of developing a new type of cross-border tourism. The Green Box is the island's first integrated destination for sustainable tourism. It will form one of the lynchpins of the current development of a cross-border spatial planning framework for ICBAN as a region of renewables and sustainability stretching from Mid Ulster to North Connacht<sup>4</sup>. The interim evaluation of the Green Box project stated in April 2006:

*This is a unique product which has effectively piloted Green Tourism in Ireland at a relatively modest cost....there is a freshness to the product and there will be unique quality indicators when assessments are completed.<sup>5</sup>*

Since the interim evaluation, the Green Box has adopted the EU Flower, a European Quality Mark for ecotourism, and progress is being made towards helping providers to achieve this quality mark for their own establishments, thus opening up greater marketing opportunities with more visitors and subsequent benefits to local communities. It would appear that the collaborative multi-stakeholder structure of the Green Box has been effective in





this particularly innovative and policy-relevant area.

Another example of good partnership practice is the **Blackwater Regional Partnership**. This originated in the Blackwater Catchment Scheme developed in 1994 around the cross-border River Blackwater basin by Dungannon and South Tyrone Borough Council, Armagh City and District Council, and Monaghan County Council. In 2003 the partners obtained INTERREG IIIa funding for the Blackwater Reskilling Programme, which aimed to provide training and reskilling through joint work between the region's colleges of education and other training providers. As such, the Blackwater Regional Partnership is a local government sector example of good practice in both symbolic partnership and partnership as working process – the latter by virtue of the activities which the Blackwater Regional Partnership has chosen to pursue.

This area has a high level of built heritage and is therefore well placed to develop heritage tourism and spin-off rural economic development opportunities. The challenges experienced by the area relate to fractured communities as a result of road closures during the Northern Ireland conflict; trauma and bereavement linked to that conflict in communities throughout the Blackwater region, and a poor national and international image of the area leading to low self-confidence. The training and

skills offered included skills in hospitality management, Information and Communications Technology, organic food production, conservational construction, rural leisure activities, and traditional crafts such as weaving and master carpentry.

In order to get a broad range of training (and to source the right type of training), the Blackwater Partnership sought additional working partnerships. These included a cross-border link-up between Ballyhaise Agricultural College (Co. Cavan) and the College of Agriculture, Food and Rural Enterprise (CAFRE) at Loughry (Co. Tyrone) to develop organic food production courses; cross-border links between further education colleges and other training providers to put on courses in hospitality, technology, rural leisure activities and vocational skills courses; and additional partnership arrangements between further education colleges, the Conservation Volunteers (NI), other training providers and Mourne Heritage Trust to establish cross border courses on conservation construction, and environmental awareness and skills training.<sup>6</sup>

Again, the cross-border structure of the Blackwater Regional Partnership, and the setting up of other working groups to carry out specific collaborative activities, have been the keys to success. The interim evaluation of the INTERREG-funded Blackwater project states:

*The project is well received by all*





*stakeholders, is viewed as a necessary provision by funders and is well attended by participants. These facts highlight the positive impact which the project has had at a micro and macro level... The project can be seen to have in its structure, design and content a number of key features which can be mapped across other areas in terms of its approach and structure, though content would obviously need to be customised to the needs of any specific geographic region.<sup>7</sup>*

This clearly highlights the transferability of the Blackwater model, an important issue in any debate on good practice in partnership working. There is often well-advised caution among practitioners when the phrase 'transferable model' is used. However it is still possible to distill elements of good practice for the purposes of providing guidance to communities, groups and organisations on how to go about establishing effective cross-border partnerships which achieve tangible results. For local government at subregional level, the Blackwater Regional Partnership is a key example of a symbolic structure which has developed the necessary capacity and relationships to achieve its goals.

One key lesson can be drawn from these two examples of cross-border partnership working: a crucial consideration in any cross-sectoral or cross-disciplinary structure is that form should always be driven by function or aim. An awareness of longer-term strategic objectives as well as shorter-term practical outputs should inform the

structures for any cross-border initiative involving collaboration with external partners. In ICBAN, for example, we work with our internal stakeholders (local councils) and external partners. The latter include county community forums, farmers' groups, enterprise support agencies, colleges such as Omagh College and Sligo Institute of Technology, and state agencies such as the Loughs Agency, Northern Ireland Tourist Board, Failte Ireland and Údarás na Gaeltachta. Beyond these lie other external actors: other local government organisations, central government departments, community and voluntary sector organisations and so on. It is often difficult to predict obstacles thrown up by this external environment, but one key element of good practice should be to build trust between the partners so that at least the internal environment springs as few nasty surprises as possible.

Another effective cross-border partnership between the community sector and the further education sector was the project entitled 'Rural Men', driven and initiated by the **Leitrim Men's Group** from 2003 to late 2006. Funded through INTERREG IIIa<sup>8</sup>, this aimed to provide skills training to men experiencing social and economic exclusion in Leitrim and Fermanagh. The Leitrim Men's Group was originally set up to meet the needs of men in North Leitrim who lived in increasing isolation in rural areas. The men supported by the group often lived alone or as carers to elderly parents, had low incomes, often had low levels of educational





attainment and had been disadvantaged by policy changes in the 1990s in agricultural policy, making off-farm skills development and diversification of income the only option for many. This project relied heavily on partnership as working process in order to achieve its goals. Beyond a partnership arrangement with Fermanagh College for the purposes of obtaining funding for training, the key partnership feature of this project was the way in which personnel of the Leitrim Men's Group worked with countless agencies to advance the issue of joined-up support to the men they serve<sup>9</sup>.

The Leitrim Men's Group recognised that

there are particular cultural barriers to men seeking help in this way. Negative experiences of school education added to the disincentives for many men in the group to pursue re-skilling and training to improve their income generation and quality of life. They also had occasional mental health and addiction problems. The group served as a bridge between these men and the services they needed. It sought a partnership arrangement with Fermanagh College of Further Education and successfully obtained funding to allow each participant to access training and other supports via a personal learning plan. The project greatly exceeded its target of 60 participants in training and finally

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delivered 18 different courses to 115 participants. The project's final evaluation report praised the project model and recommended strategies for future sustainability.<sup>10</sup>

The Leitrim Men's Group also conducted a piece of research – also funded through INTERREG – which identified that the type of man served by the Men's Group had needs which demanded an integrated service delivery approach from providers of state employment, social benefits, training, health and education services in both jurisdictions. Funding for training allowances was also required. Consultation with the relevant state agencies indicated that while many agency workers were aware of the needs of these men, they had no formal remit to communicate or collaborate with other agencies in order to provide them with a more effective support network. The research, entitled 'Men on the Border', was published in 2006 and was launched by the Leitrim County Manager in the Manorhamilton Headquarters of the North West Region Health Services Executive (HSE).<sup>11</sup> Agencies ranging from health services to housing providers in both jurisdictions were represented at the launch, and promised to work more closely with one another to ensure that such marginalised men did not continue to fall through the gaps in administrative and service provision processes.

One result of this is that a cross-border position paper is currently being prepared by the ICBAN Cross-Border

Social Inclusion Working Group. This group of many partners includes representation from ICBAN member councils (with particular involvement from Cavan County Council), Donegal County Development Board, Sperrin Lakeland Trust, Leitrim County Council, the Co-operation and Working Together (CAWT) network of health boards and trusts<sup>12</sup>, Ulster Community Investment Trust (UCIT), and Leitrim Men's Group. A spin-off activity on the Northern Ireland side, in the context of wider work on men, health and well-being in the ICBAN region, is that Sperrin Lakeland Trust is currently developing a community health partnership network to allow health services to engage better with communities on similar issues. This has occurred as a result of a part-time secondment from Sperrin Lakeland Trust to ICBAN for the purpose of developing new approaches to support men living in social exclusion in the ICBAN region. The ICBAN Social Inclusion group's position paper will contain practical recommendations for further collaborative working between agencies and community support organisations to address the exclusion and poverty experienced by men like those who came into contact with the Leitrim Men's group.

The work of the Leitrim Men's Group is an example of partnership as a working process. The new processes which have come out of the group's work demonstrate the effectiveness and multiplier effect of engaging with other organisations on a basis defined by commitment to a common set of goals.





Both symbolic partnership structures (as in the Blackwater Regional Partnership) and partnership-based work processes (as in the work of the Leitrim Men's Group) are highly relevant in the context of North-South and cross-border collaboration. For example, the government-endorsed approach to the development of an all-island economy based on spatial development demands such collaborative processes.

The future well-being of the Irish border region will require the adoption not only of a commitment in principle to such collaborative processes, but also a demonstrable commitment to them in practice from all sectors: public, private and community/voluntary. Another example of the effectiveness of such cross-border, cross-sectoral working is in the potential for small farmers in the region to increase their production of fuel crops (such as oilseed rape for biodiesel, or willow for wood-pellet domestic heating systems). Such a diversification will require both symbolic partnership arrangements and working collaboration processes between stakeholders like the Department of Agriculture and Rural Development (NI); the Department of Agriculture and Food (RoI); Teagasc; the farmers unions in both jurisdictions; the Departments of Social Development (NI) and Social and Family Affairs(RoI); the two Departments of the Environment; the planning services north and south; the engineering industry on both sides of the border; and local authorities and enterprise development agencies in both jurisdictions.

Similarly, if the refurbishment of the Ulster Canal were to be prioritised by both governments as a major cross-border capital infrastructure project, there is a strong argument for the establishment of an inter-agency and cross-border steering group to oversee its implementation. This would enable co-ordination between the infrastructural and developmental aspects of this symbolic North-South arterial waterway, and would also allow individual agencies to work within a co-ordinated environment of collaboration and inter-agency communication. Such a structure would also allow for the integration of local economic development strategies and measures within the community and private sectors to ensure that the full potential of a re-opened Ulster Canal is realised. In such ways partnership working can be used to maximise value for public money, while ensuring effective project management and appropriate stakeholder involvement.

There are, however, some potentially hazardous obstacles to partnership and collaborative working in a cross-border and North-South context in Ireland. The first is if decision makers fail to recognise that there are different histories of social partnership – and the state's relationship to it – in Northern Ireland and the Republic of Ireland. While a formal social partnership process has existed in the Republic of Ireland since 1987 and has been underpinned since then by the adoption of partnership-based working methodologies throughout the public



sector, there is no similar statutory commitment to the social partnership model in Northern Ireland. Where local inter-agency collaboration is demanded under the National Development Plan in the Republic of Ireland via state-sponsored County Development Boards (themselves partnerships of local authorities, local development bodies, state agencies and the social partners)<sup>13</sup>, the Local Strategy Partnerships in Northern Ireland have not enjoyed the same strategic remit. Equally, the success of the County Development Boards in achieving more complex goals is entirely dependent on the existence of partnership as working process between agencies at county and city level.

There are also differences not only between central and local government interpretations of partnership in Northern Ireland and in the Republic of Ireland, but also between the community and voluntary sectors in both jurisdictions. For example, in the Republic of Ireland the State has actively resourced local community development functions through inter-sectoral partnerships (informally known as 'ADM Partnerships' after the agency which oversaw their establishment) which are independent legal entities. This has produced a number of highly innovative local partnerships such as Tallaght Partnership and Dublin Inner City Partnership.

On the other hand, in Northern Ireland one of the most productive examples of collaboration between the statutory and the community sector – the Investing for

Health Partnerships – have not been constituted independently and as such are owned by Health Trusts and their funding is subject to Health Trust policy. In the current climate of waiting for the implementation of the Reform of Public Administration, this can mean that partnership arrangements are put on hold while public sector organisations wait for change rather than preparing for it. This has led to some disillusionment within the community sector as to the value of partnership arrangements with statutory organisations. These distinctions in interpretation (and experience) of partnership are relevant in terms of cross-border development because they can determine how organisations behave when interacting with others.

A second potential obstacle to the evolution of effective cross-border partnership structures is the variety of opinion in central and local government circles about the use and value of partnership. One example from the local government sector is the current discussion taking place about the emphasis on the role of local government in co-operation across the Irish border under the EU's 2007-2013 Territorial Co-operation Programme, and what this emphasis actually means. One interpretation is that the cross-border INTERREG groups like ICBAN – which are currently representative of *both* local authorities and the social partners – should in the future have no significant role in brokering collaborative arrangements with the social partners. An alternative interpretation is that local







government should be *leading* the way in developing such partnerships, because this is the best method to improve joined-up services and otherwise enhance the lives of people in the border region. Those holding to the second interpretation believe that this role is increasingly important for local government along the border in the face of the imminent large-scale changes and new functions for local government in the context of the Review of Public Administration (RPA) in Northern Ireland, and the ongoing development of the Better Local Government process in the South.

The third potential obstacle to the establishment of effective cross-border partnership structures is that they will not work unless there is investment in the human capital required to implement them. A key factor in the successful attainment of cross-border co-operation objectives is the quality and capacity of the personnel involved in implementing them. Such people's learned skills are crucial to their success. Disillusionment – inadvertent or otherwise – of stakeholders can be easily caused by the actions of one member of staff of an organisation. Providing the time, space and resources for the training and professional development of key employees will be necessary to complete the circle. Failure to plan for the establishment and training of a workforce capable of engaging in partnership-based working could heavily limit the impact of effective cross-border co-operation.

In summary, this article has attempted to place regional cross-border co-operation in Ireland in the context of EU cross-border imperatives aimed at achieving greater economic competitiveness and social and territorial cohesion. It has cited two examples of good practice in symbolic cross-border partnership structures which also involved partnership as working process, and one example of an initiative which led to the engagement of numerous stakeholders in collaborative working processes to help an isolated and disadvantaged group, without the establishment of formal symbolic partnership structures. Finally, it suggested that benefits from this kind of work in the border region will only occur if the importance of partnership as cross-border working process is recognised and resourced with funding and trained, experienced people. If it is so resourced, multi-level working partnerships across the Irish border, backed by appropriate symbolic structures, can lead to multiple benefits for communities, the economy, the public sector, and future civic engagement on the island.

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## LEARNING FROM THE IRISH BORDER: REFLECTIONS ON POLAND AND THE UKRAINE

John Bradley

I can date very precisely when the North-South border entered into my professional life and became an integral part of my work as an economist. In late 1989 I was asked by the then Chairman of AIB, Peter Sutherland, to address the members of his board during a weekend retreat held in Dromoland Castle. My topic, the medium-term prospects of the Irish economy, was based on the pioneering research that the Economic and Social Research Institute (ESRI) had been carrying out during the 1980s, in the era of recession prior to the arrival of the Celtic Tiger. Just before my address, I noticed – to my surprise – that many members of the AIB board were from Northern Ireland. So I started my presentation by apologising to these people for not being able to say anything about the economy of Northern Ireland. I added that there was nobody in the ESRI (at that time) working on Northern Ireland, on cross-border questions, or collaborating with Northern researchers. The sad fact was that while the UK as a whole was firmly on the ESRI research radar screen, Northern Ireland was not.



*John Bradley*

Immediately after my presentation, I was approached by John McGuckian, who was also Chairman of the International Fund for Ireland. He explained that the IFI had a policy of supporting 'real' cross-community and cross-border projects rather than academic or policy research. But he suggested that I should try to seek out a partner institute in the North, and consider submitting a proposal for joint work that might start to break down the North-South

indifference which then characterised our divided island community of economists. I followed this advice, and the subsequent three-year IFI-supported project served to launch a decade of close involvement in North-South economic research that ended up having a profound impact on my subsequent interests and career.<sup>1</sup>

Perhaps, with the benefit of hindsight, I should have realised that the emergence







of more trusting and sustained North-South Irish research relationships from a permafrost of almost 70 years of general indifference was never going to be simple or easy. It took me some time to accept that North-South economic policy discourse might sometimes be better kept at a well-intentioned, anodyne level, and usually needed to be treated with extreme circumspection. I had to learn the hard way that any attempt to explore deeper into the past, present, and possible future inner workings and inter-relationships of both regions, prior to the natural emergence of common business and economic interests, risked generating friction and opposition. At best, examination of the possible synergies arising from enhanced cross-border economic activities might run the risk of being regarded as unwelcome, unnecessary and unhelpful interference. At worst, it could be rejected, and seen as potentially hostile and threatening, striking at the heart of valued but separate regional identities. Unlike my previous experience in the very active field of international research within the EU (involving widespread collaboration with institutes across the countries of the then twelve-member European Community), North-South research was not always assumed by both sides to be uncontentious and politically neutral.

### **Wider European developments**

Looking back at 1989 from the perspective of seventeen years of hindsight, my initiation into the study of the economic consequences of borders

led to much deeper European engagements than I would ever have been able to predict at that time.<sup>2</sup> In the late 1980s the significance of our own internal island border was gradually changing and the practical examination of future possibilities was beginning to attract the attention of and to be treated seriously by policy makers and strategists in the public and private sectors. Churchill's speech at Fulton, Missouri, in 1947 had characterised the division of post-war Europe memorably in terms of an 'iron curtain'. In 1991 George Quigley and Liam Connellan first articulated the galvanising concept of the 'island economy'. Coming to terms with this concept after several generations of effective separation presented a radical challenge to deeply entrenched attitudes.

But the far bigger European border – the 'iron curtain' that extended from Stettin in the north to Trieste in the south – was also about to change dramatically. With the collapse of Communism and the liberalisation of the former COMECON zone, the 'iron curtain' fractured into many smaller, more permeable borders. Almost by accident, the orientation, skills and experience that I had acquired in the study of our own North-South border, and how it could affect progress towards cohesion, integration and prosperity, were exactly those needed to address the wider European issues arising from the legacy of Communism, and the reintegration of the vulnerable, damaged societies and economies of Central, Eastern and South-Eastern





Europe into an enlarged European Union.

The Republic of Ireland, of course, is such a small and centralised state that its regions are not in any way separate or devolved from the nation state, in the way that Scotland, Wales and Northern Ireland are within the UK. To us economists in the ESRI, what the study of the Republic of Ireland during the 1980s and 1990s demonstrated and illuminated was how policy makers in a small, open, underdeveloped economy could move in a determined way to integrate into the emerging EU Single Market and make use of the Irish-EU link to its developmental advantage.<sup>3</sup> During the 1990s Irish economic progress and success attracted widespread attention from the queue of applicants for EU membership as they tried to rebuild their shattered economies. During my early years of working in the newly liberalised post-Communist states, I was often amused to note that there was usually considerably greater familiarity with the Republic of Ireland's modern development strategies than I had ever found in Belfast during the early 1990s!

Far from being narrow and inward looking, North-South research in Ireland had the potential to open up a cornucopia of additional interesting political-economic and social configurations of great relevance to the reconstruction and renewal of post-Communist Europe. Three examples are particularly striking. First, Northern Ireland was peripheral within the UK

economy, and this characteristic encouraged and facilitated the study of regional policy formulation within a large nation state like the UK, in a way that would not have been feasible within the much smaller and more tightly integrated Republic of Ireland.

Second, Northern Ireland had enjoyed some scope for distinctive regional policy-making, so this permitted one to examine the extent to which local policy initiatives might be designed and implemented to offset any specifically regional disadvantages (such as Northern Ireland's industrial decline and peripherality). These two aspects became very relevant when I subsequently came to work with Polish colleagues as they addressed the challenges of developing their 16 heterogeneous *voivodships* (or regions) that ranged from the relatively prosperous West, which shared borders with Germany, to the five poor eastern regions that were unfortunate to border on the much less developed Russia (Kaliningrad), Belarus and the Ukraine.

A third interesting characteristic of our island was that the North-South land border separated the island economy into two distinct policy regimes: one, a sovereign state with considerable scope for local initiatives; the other a region of a sovereign state, where policy planning was dominated by the metropolitan concerns of the much larger British economy. Such asymmetries were very common throughout Europe, and the consequential development challenges of vital importance. So from the





perspective of economic policy research methodology, far from being dull and provincial, this island was an exciting test-bed or microcosm of post-1989 Europe. One just had to learn to look at it in a different and more creative way.

We economists have always tended to think of borders in an excessively narrow way as simple lines on a map, dividing the world into separate national economies, each with its own local blend of fiscal, monetary and other policies. History only enters into our calculations in an extremely attenuated way. What North-South research gradually taught me was that the concept of a 'border' is much more complex and multidimensional. National

borders exist, of course. Some have been dramatic frontiers, separating the forces of darkness from the forces of light, like the terrifying military watch towers that I observed in the 1970s on the border between Austria and Hungary, or the crude, ugly and inhuman Berlin Wall. But as the EU was enlarged and progressively integrated into a single market, national borders ceased to be the harassing and disruptive tax-gathering points of past history, and many have faded in significance. Indeed, within the Schengen area, EU citizens now enjoy the kind of freedom of movement that we Irish have long enjoyed within these islands since the Government of Ireland Act of 1920.



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## A Europe of borders

The fragile political and economic geography of Ireland was crudely redrawn in 1922, leaving a long-tailed, bitter legacy whose nervous endgame is at last playing out peacefully before our eyes. Our exposure to such consequences in Ireland ought to have made us more sensitive to the massive and more horrific border changes that convulsed eastern Europe in the period from the Treaty of Versailles to the demise of the Soviet Union and the former Yugoslavia. But the strength and the immediacy of local grievances have a way of shutting out the woes of the rest of the world. In turning inwards, we lost a wider European perspective that might have given us much food for thought.

My first serious involvement with Eastern Europe started in the mid-1990s in East Germany, by then part of a re-united Germany, and having all the characteristics of a post-Communist transition economy. In a nice example of serendipity, I was able to build my East German research on previous economic modelling work that I had carried out on Northern Ireland.<sup>4</sup> It was remarkable how similar the economies of East Germany and Northern Ireland were: both regions had large remnants of decaying heavy industries, left over from a previous, successful era; they both had excessively large public sectors, as a substitute for a weak private sector; they both experienced internal and external difficulties in bringing about structural change; and they were both

utterly dependent on external financial subvention.<sup>5</sup>

What was particularly interesting about East Germany was that although there were no longer any physical borders between it and the former West Germany by the mid-1990s, yet the miasma of the previous East-West divide seemed to linger on in the air. The legacy of over 50 years of the German Democratic Republic had left a subliminal border, whose debilitating effects are likely to endure for many years after re-unification. The regions of the former Yugoslavia suffered from similar development challenges, and unravelling the social ownership system has proved even more difficult and long drawn out than the dismantling of centralised state planning of the former Soviet system.

As the traditional industries of Northern Ireland contracted during the last three decades, a process that accelerated in the 1990s, the social and economic costs to the local economy were heavy. But at least there were mechanisms available that facilitated the redeployment of resources and assets to more productive uses, and a benign state ready to assist the transformation process with generous subventions and other aid. I reflected on this in 2004, as I stood in the ruins of the massive Trebsca lead smelter in the Kosovan town of Mitrovica, listening to its UNMIK-appointed German manager describe the glacial pace of reform and restructuring, made even more difficult by the fact that Mitrovica was situated







on the internal peace line that separates the predominantly Albanian and Serbian areas of Kosovo.

The inevitable economic collapse of the Balkan states was greatly exacerbated by vicious ethnic conflict. International aid was forthcoming after these ethnic conflicts ended, but tended to dry up as post-war basic reconstruction (mainly of destroyed homes and villages) was completed. For the Western Balkans, there was no rich and benign state standing by to plough massive funding into their ruined economies to foster social and economic development.<sup>6</sup> Such financial support had been readily available for Northern Ireland and for East Germany, but did not, of course, necessarily solve all development problems.

In recent years my work has frequently taken me to Poland, where one quickly becomes very conscious of the dislocations caused by its turbulent history. On my first visit to Wrocław in 2002, my Polish colleague, who had been a Solidarity-appointed Voivod (or Governor) of the Dolnoslaskie region, took me on a tour of his beautiful city. In one sector, which looked more 'ordinary' than the historical centre, he told me that when the Soviet army had laid siege to Wrocław in late 1944, the Germans had bulldozed buildings in that sector of the city and attempted to build an aircraft landing strip in order to fly in supplies. My initial reaction was one of anger that yet another Polish city should be so mutilated by the occupying German army. Then I remembered that,

until 1945, Wrocław had been a German city, and only became Polish when the borders of that country were forcibly pushed 200 kilometres west as part of the post-war settlement.

### Poland and the Ukraine

The land that Poland had gained in the west was offset by losses in the east, as the Polish-USSR border also shifted. This part of pre-war Poland – centred on the city of Lviv (Lvov in Russian) – now became western Ukraine (a constituent republic of the USSR), and suffered massive population displacements. Many of the expelled ethnic Poles were sent to the new western regions of post-1945 Poland, which had previously been German territory.<sup>7</sup>

As one examines the relationship between Poland and the Ukraine, some striking parallels with the relationships between Ireland, Northern Ireland and Great Britain emerge. The term *Ukraine* can be translated as 'at the border' or 'borderland,' and came into general usage in the 16th century, at a time when the Polish-Lithuanian confederation (at that time the strongest power in the area) and the rising principality centred on Moscow were vying for control of the vast area south of their borders.

Even a very modest familiarity with the complex history of Polish engagement with the Ukraine would have led one to conclude that modern Polish-Ukrainian relations might be tetchy, fractious and difficult, perhaps along the lines of our





Irish pattern of behaviour. Yet during the civic convulsions and protests that broke out in Ukraine after the disputed Presidential election of November 22nd 2004 (the so-called 'Orange Revolution'), one saw the Polish President, Alexander Kwasniewski, play an extraordinarily constructive role. Poland worked hard to alert the EU to the need to bring about a satisfactory resolution to that flawed election, and negotiated tirelessly at the side of the EU to ensure a peaceful outcome of the crisis.

opportunity to visit the western part of the Ukraine, in the company of some Polish colleagues, and see for myself some of the complexities and legacies of Polish-Ukrainian history. Our trip started in Zamosc, south of Lublin, which is a beautiful town in Lubelski, one of the poorest of the Polish regions, which has an extensive border with the Ukraine. Our organising host was Dr Bogdan Kawalko, Deputy Rector of the College of Management and Public Administration in Zamosc, which is very active in cross-border teaching programmes.

Only in September 2006 did I have the



*The Polish-Ukrainian border area (Google Earth).*





*Zolkiew: Polish bikers come bearing gifts.*

Shortly before reaching the Ukrainian border, we passed through Belzec, site of one of the most notorious Nazi death camps, where almost half a million Jewish people had been murdered in horrific circumstances. Most of the Ukrainian towns that we subsequently visited over the following days had also suffered from the murderous activities of the SS Einsatzkommando squads, as they systematically exterminated the Jewish communities who had played such a vibrant part in the history of the region since the Middle Ages.

The border crossing itself was an enormous building site, in preparation for the extension of the Schengen area to the eastern border of Poland. Chaos reigned, and had it not been for the fact that our passage was smoothed by our Ukrainian host, Włodzimierz Gerycz, a former Governor of Lviv, our wait might have been much longer and more uncomfortable. As I contemplated this new border, I was reminded that when the UK declined to sign the Schengen

Agreement, Ireland, reluctantly, also had to opt out (the only major EU initiative that we could not embrace). To the Poles, having a Schengen border separating them from the Ukraine must be somewhat analogous to having such a border dividing the island of Ireland.<sup>8</sup>

Passing through Zolkiew - a sister town to the Polish Zamosc, both having been built to a beautiful Italian renaissance model - we witnessed a charming and amusing example of spontaneous Polish-Ukrainian friendship. An awesome Polish Harley-Davidson motor cycle club arrived in Zolkiew, complete with noise and forbidding black leather clothing. But they had come bearing gifts for the clergy of the newly restored Catholic church, and the excited nun can be seen in the photo, dashing to tell the parish priest of the good news!

This was just the first of many subsequent experiences that served to emphasize the nature of Polish relations with the Ukraine. On our arrival in the





city of Lviv, we visited the historical Polish/Ukrainian cemetery. After Poland was restored to nationhood by the Treaty of Versailles in 1919, a four-sided war broke out between Ukrainian nationalists, the Poles, the Red Army and White Russian forces. After the end of the subsequent Russo-Polish war in 1921, the Ukraine was divided between Poland and Bolshevik Russia. Around five million Ukrainians found themselves to be citizens of the new Poland. Many of the young Polish soldiers who died fighting Ukrainian nationalist forces in 1919 were buried in the Lviv cemetery. After the post-war border adjustments of 1945, when many ethnic Poles were expelled and the Lviv Oblast was reincorporated into the Ukraine, these graves were desecrated.<sup>9</sup>

However, in December 1991, as the USSR collapsed, Poland was the first country to recognise the independence of Ukraine. This was followed in May 1992 by the conclusion of a Treaty on Good Neighbourly Relations and Friendly Co-operation. The culmination of this process came in 1997, when President Kwasniewski of Poland and President Kuczma of Ukraine signed a joint declaration of reconciliation. Today the Polish war graves have been fully restored, and are a slightly uneasy, but very tangible, focal point of reconciliation.

Our journey to the south-east continued, until we reached Kamieniec Podolskij, located very near the old eastern border of pre-1945 Poland. The turbulent history of this city is



*This way to the Polish graveyard; that way to the Ukrainian graveyard – parity of esteem, Ukrainian style.*

representative of the turbulence of the wider Polish-Ukraine area. The ancient fortified castle of Kamieniec Podolskij had been constructed and substantially expanded by the Polish kings to defend Poland from the southeast against Ottoman and Tatar invasions. After the Treaty of Buczacz (1672), the city was briefly part of Turkey, but in 1699 was recaptured by Poland. From the second partition of Poland (1793), the city belonged to the Russian Empire. With the collapse of the Russian Empire in 1917, it was briefly incorporated into several short-lived Ukrainian states, and ended up in Soviet Ukraine after the Ukraine fell to the Bolsheviks. During the Polish-Soviet War (1919-1921), it







*The Polish 1919-20 war graveyard in Lviv: most of the graves are of young men aged 17, 18 and 19.*

was captured by the Polish army, but was later ceded to the USSR in the Treaty of Riga (1921).<sup>10</sup>

The bitter struggles with the Ottoman Empire have left their mark on the area. The magnificent fortified castle still shows signs of the damage done to it when the Turks overcame it in the 17th century. But more intriguing was to see a minaret attached to a Catholic church, which had been seized by the Turks and used as a mosque for a period, and then reverted back to its original use. The minaret was left in place, but is now used as a bell tower, topped by a Christian statue.

Over the next few days, the rest of our journey was full of many more arresting and thought-provoking images, as we

turned west again, and made our way gradually back to the Polish border, via Chocim, Buczacz, Ivano-Frankiwnsk and Krechow. My last image of the Ukraine before we re-crossed the border back into Poland was of the Basilian monks of the beautiful monastery at Krechow. Our host, Włodzimierz Gerycz, when he had been Governor of the Lviv Oblast, had been responsible for restoring the monastery to its previous occupants after the break-up of the USSR in 1991, when Ukraine became independent.

What was particularly surprising about the Ukraine was that many of the churches - of various faiths, including the few remaining synagogues - have been, or are being, reconstructed and are fully functioning. As in Poland, the churches have become a unifying badge



of Ukrainian nationality, and the moral vacuum created by Communism is being filled by religion.

But what was most impressive is the constructive role played by Poland - at an institutional and personal level - in guiding the Ukraine towards the EU. The Polish approach seems to be that reconciliation with their Ukrainian neighbours - many of them of Polish origin, since Stalin carried out the post-1945 expulsions in a quite arbitrary way - will be best sought through the Ukraine eventually joining the EU. There are obvious tensions between the Polish and Ukrainian cultures, but there appeared to be little of the bitterness that has been, until recently, so characteristic of North-South relations, and which still marks relations between the communities in the North so deeply.

### **The positive aspect of borders**

The tension between the local and familiar, on the one hand, and the global and unfamiliar, on the other, can be creative. For example, an Irish background prepares one for an understanding of other states whose right to exist is of recent origin; states within which co-exist peoples of different religions, different ethnic origins, and different cultural backgrounds. Perhaps this is why writers like James Joyce and poets like Seamus Heaney strike a chord internationally? Perhaps a strong and acknowledged sense of local identity is a pre-requisite for the emergence of encompassing Irish and European identities?

Compared to Poland and the Ukraine, we in Ireland have had the good fortune to live on an island, far away from the battlefields of marauding armies of empires in conflict. Learning from our internal divisions, our challenge is surely to rise above our differences and to try to give something back to a Europe that has already given us so much.

Once the negative forces of nationalism cease to push peoples away from each other, more positive, pragmatic cultural and economic considerations can begin to operate, as they appear to be operating between Poland and the Ukraine. On the global economic map, the lines that now matter are not always national borders. Rather, they are those defining 'natural economic zones' where each such zone possesses, in one or other combination, the key ingredients for successful participation in the international economy. With more permeable borders, and with falling transportation and telecommunication costs, national and regional economies are destined to become increasingly interdependent. In the words of President Clinton's former Labour Secretary, Robert Reich:

*The real economic challenge ... [for a country or region] ... is to increase the potential value of what its citizens can add to the global economy, by enhancing their skills and capacities and by improving their means of linking those skills and capacities to the world market.<sup>17</sup>*





The rapid transition of Poland since 1989 from Communism and central planning to liberal democracy and a market economy has been facilitated by its progressive integration into the institutions of the EU. However the challenge of recently absorbing twelve new member states has exposed the Union to great strains, and thoughts of further enlargement have generated opposition.

What our own experience of borders and divided communities within the island of Ireland has shown is that lack of contact damages societies, both across the border and internally within each region. The drift towards separation can easily become self-perpetuating, and is difficult to reverse. The Poles face a similar dilemma. Failure to include the Ukraine into the logic of EU integration could increase internal Ukrainian tensions – between the western and eastern populations – as well as exacerbating barriers between two neighbouring states that share so much history. This could lead to the creation of a zone of poverty and instability along the eastern border of the EU. The tensions and dangers arising from such a situation would be particularly detrimental to Poland, were the Polish-Ukrainian border to come to resemble the US-Mexican border, with hundreds of thousands of migrants attempting to reach some kind of promised land.<sup>12</sup> The logic of Polish-Ukrainian history makes it natural for Poland to act as a bridge for the Ukraine to the EU. Were this bridge to be closed, the Ukraine and Poland would

suffer severe consequences. Should Poland ever ask for support within the EU to bring about this process of reintegration and reconciliation, perhaps Ireland and the UK should look to the lessons of their own recent history, and step forward?

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9. A concise, readable account of Polish-Ukrainian history is available in Roman Szporluk (1997), *Ukraine: From an Imperial Periphery to a Sovereign State*, Daedalus. Volume: 126. Issue: 3.
10. See Davies, 1981 (op. cit.)
11. Robert Reich (1993), *The Work of Nations: A Blueprint for the Future*, London: Simon and Schuster.
12. See "The European Union and Ukrainian-Polish Relations", by Andrzej Dybczynski, in Karl Cordell (ed.), *Poland and the European Union* (2000), Routledge: London.. Also, Malgorzata Jakubiak and Anna Kolesnichenko (eds.), op. cit.





Joint Patrons:  
Her Majesty The Queen  
President Mary McAleese



## **Co-operation Ireland**

Building Peace for Schools, Youth Organisations and  
Community Groups.

Promoting tolerance and respect by creating contacts and networks  
between the peoples of Northern Ireland and of the Republic of Ireland.

To find out more about the work of Co-operation Ireland,  
visit [www.cooperationireland.org](http://www.cooperationireland.org),  
email [info@cooperationireland.org](mailto:info@cooperationireland.org)  
phone +44 (0) 28 9032 1462 ext 231 or +353 (01) 661 0588



*Staff of the Centre for Cross Border Studies with the city of Armagh in the background. From left to right: Patricia McAllister, Andy Pollak, Patricia Clarke, Mairead Hughes, Joe Shiels.*

## THE CENTRE FOR CROSS BORDER STUDIES

February 2007

**The Centre for Cross Border Studies, founded in September 1999 and based in Armagh and Dublin, researches and develops co-operation across the Irish border in education, training, health, ICT, business, public administration, agriculture, planning, housing, the environment and a range of other practical areas.**

The Centre is an independent company limited by guarantee (UK charity no. XR 31047) and is owned jointly by Queen's University Belfast, Dublin City University and the Workers' Educational Association (Northern Ireland). Its principal financial contributors in the past year have been the EU Peace Two programme and the Irish Department of Education and Science. The Centre has also raised a large proportion of its income through sponsorship and selling its research and consultancy services to government and other agencies.

Controversy about relations between Northern Ireland and the Republic of Ireland tends to obscure the broad consensus that exists in both jurisdictions about the value of cross-border co-operation on practical issues. This holds that a low level of contact and communication across the Irish border damages the well-being of both parts of the island, and there is a clear need to identify and overcome the present barriers to understanding and co-operation.



## PURPOSE

The pragmatic view, that co-operation should take place where it brings real benefits to both parts of the island, is weakened by an additional factor: there has been too little research to date on how this practical co-operation is to be achieved, and how the outcomes of such research should be developed. The Centre for Cross Border Studies – itself a unique expression of cross-border co-operation – provides an objective, university-based setting for policy research into and development of such co-operation.

The Centre is a policy research and development institute, whose purpose is to:

- Identify gaps in cross-border information, research and mutual learning in Ireland;
- Commission and publish research on issues related to opportunities for and obstacles to cross border co-operation in all fields of society and the economy;
- Host events at which research findings can be discussed and disseminated, and at which policy formation in the area of cross border co-operation can be developed;
- Present the findings of such research and development projects to the EU, the two governments, the Northern Ireland Executive, employer, trade union and social partnership bodies, and the wider public.
- Manage and provide administrative support for cross-border

programmes and organisations which have a strong education, research and development dimension.

- Provide sources of comprehensive and accurate information about North-South and cross-border co-operation in Ireland.

## BORDER IRELAND

[www.borderireland.info](http://www.borderireland.info)

**Border Ireland is the first ever online searchable database providing access to the full range of information on North-South and cross-border issues in**

**Ireland, covering education, health, agriculture, transport, the environment, tourism, culture, mobility issues, business and community development.**



Formally launching it in March 2006, the Irish Minister for Finance, Mr Brian Cowen TD, said: "This website will be the keystone for information provision that will enable us all to meet future challenges, be they economic, social or educational. I would encourage everyone who wishes to benefit from a cross-border approach to their activities to make use of this invaluable website."

At the beginning of February 2007, Border Ireland had documented (online) the details of 3,255 North-South and cross-border activities, 1,566





organisations, 1,370 publications, and 2,067 individual contacts (people).

With funding from the EU Peace II programme, the Centre initiated Border Ireland to centralise the very large amount of uncoordinated and fragmented information about North-South co-operation and the Irish border region. This has involved the creation of an information capture strategy and strong working relationships with a network of over 200 information providers from all government departments, North and South; the managing authorities for EU programmes; relevant charitable foundations on the island; research coordinators in all higher education institutions, and key community and voluntary, and business leaders.

Border Ireland is available online at **[www.borderireland.info](http://www.borderireland.info)** where people can register free and search through the information by year, sector and location, to view an organisation's history of involvement in cross-border co-operation. Feedback from a variety of high level and well respected sources, in the border region, across the island, and internationally, has both confirmed the need for Border Ireland and recorded the satisfaction of its users.

The independent evaluation of Border Ireland Phase 1 (May 2003-June 2006: David Clarke Consulting) highlights its work as the "product of the highest standards in information sourcing and IT management expertise on the island". It calls the website "one of the most

important projects supported under the Peace II Programme in terms of its potential long-term impact beyond the period of the Programme's support, as an increasingly significant and valuable online resource tool for the collation and sharing of information and good practice relating to cross-border development and co-operation".

A second 2006-2008 phase of the project is currently being implemented through the support provided under the Peace II Extension Programme. The key objective for this second phase is to consolidate Border Ireland as the recognised portal for information on and communication about cross-border co-operation on the island of Ireland. By December 2006 Border Ireland had recorded 9,280 visitors with over 600 organisations registered as users of the system.

The Centre is now developing a range of interactive facilities for Border Ireland. These include an RSS-fed cross-border media centre, an online moderated discussion forum, an email alert system and a range of materials to support cross-border decision-making. For instance, Border Ireland now provides a regularly updated e-zine which highlights recent additions to the system, media reports on cross-border issues, and short sectoral briefing papers which summarise co-operation in key areas such as transport, economic development, agriculture, culture, environment, health and education.

The Centre has used Border Ireland in







the preparation of an SEUPB-commissioned report on the activities of the Common Chapter (in the Irish National Development Plan and the Northern Ireland Structural Funds Plan) in 2004-2005.

It is also using the Border Ireland database in partnership with the International Centre for Local and Regional Development (ICLRD) and the National Institute for Regional and Spatial Analysis (NIRSA) at NUI Maynooth to develop **Mapping INTERREG Programmes**, an online spatial mapping initiative to show the locations of cross-border infrastructure funded through the EU's INTERREG and other programmes. Such mapping can help to determine the impacts infrastructural projects have on local economic development, land use, services and residential and commercial development in a cross-border context.

Building on the architecture and the expertise developed within Border Ireland, the Centre has been commissioned by the North/South Ministerial Council Joint Secretariat, on

behalf of the Department of Foreign Affairs and Office of the First Minister and Deputy First Minister, to manage the development of a **website to provide cross-border mobility information in both jurisdictions**. This will provide a wide range of information to people crossing the Irish border to live, work, study and retire. The aim is that it will eventually cover such areas as taxation, social security, pensions, health, childcare, housing, transport, education and training, employment legislation, telecommunications, banking and insurance.

**WEBSITE**

**www.crossborder.ie**

Usage of the Centre's website has increased greatly since 2003, the first year for which statistics are available. Since 2004 the number of unique visitors and the number of visits have each increased by over 260%. The number of page views, while a little



Monthly average	Unique Visitors	Visits	Page views	Hits
2003	1,619	2,161	4,802	14,373
2004	1,453	2,084	9,178	18,981
2005	2,566	3,603	8,127	24,747
2006	3,481	4,915	10,149	30,534
January 2007	3,800	5,579	10,941	33,732





more erratic, continues to show an upward trend, while the average number of hits more than doubled in the four year period up to the end of 2006. Visitors came predominantly from the United States, followed by the Republic of Ireland, Britain, and the rest of the EU.

### OPEN DAY

In June 2006 the Centre held its first Open Day, which was attended by over 90 people, mainly from the Armagh area, but also from as far away as Dublin, Laois and Derry. There were talks by the staff on various aspects of the Centre's work and an opportunity for people to use the Border Ireland system.

### A NOTE FROM THE NEXT DOOR NEIGHBOURS

Since September 2006 the Centre has been sending an opinionated monthly e-column, 'A Note from the Next Door Neighbours', to the more than 4,000 people on its e-mail list. These 'Notes' have provoked enthusiastic feedback and debate. The 'Notes' so far have covered issues like whether North-South co-operation actually works to bring about reconciliation between people in the two jurisdictions; the inaccurate reporting of North-South co-operation in the media; the possible re-opening of the Ulster Canal; the importance of EU funding to cross-border co-operation in Ireland; and the need for Northern Ireland to attract back its highly educated and skilled emigrants. The

columns can also be accessed at [www.crossborder.ie/home/ndn/index.php](http://www.crossborder.ie/home/ndn/index.php)

### CURRENT RESEARCH AND EXCHANGE PROJECTS

#### Immigration, Emigration, Racism and Sectarianism Schools Project

The Immigration, Emigration, Racism and Sectarianism (IERS) Schools Project is a two year project (starting in September 2006) managed by the Centre for Cross Border Studies and funded by the EU Peace II Extension Programme. It has recruited 300 children aged 9-14 from 12 schools – six Protestant and Catholic schools (upper primary and lower secondary) in County Antrim and six Catholic and Protestant schools (upper primary and lower secondary) in Louth, Monaghan and Cavan – to learn about the cultures associated with Protestantism and Catholicism and with the new immigrant communities who are becoming numerous in both regions. The Irish children are also learning that they have something important in common with each other and with the new ethnic community children: they are all from societies which have seen large-scale emigration. The project co-ordinator is Marie Hoeritzauer.

#### North-South Student Teacher Exchange Project (Phase 2)

The immediate aim of this EU-funded project (2006-2008) is to build on the experience of the successful first phase





of the North-South Student Teacher Exchange project (2002-2005) in order to provide evidence, through a fourth year of exchanges feeding into a longitudinal research study, of the need to mainstream a system of trainee teachers doing a key part of their teaching practice in schools in the other Irish jurisdiction. The external evaluator (Dr Maeve Martin, NUI Maynooth) called the first phase "a courageous, inclusive and groundbreaking exchange" and "an experience that has been transformational" for the student teachers involved. The second phase's research study will explore the impact of the whole project (phases one and two) on the 100 young participant teachers. The researcher will examine whether the exchange has impacted in a lasting way on their personal and professional attitudes, and will be seeking evidence of the incorporation of peace and reconciliation elements into their teaching practices as a result of the exchange.

### Pride of our Place



The final report of **Pride of our Place**, a cross-border environmental project for primary schools – which is the last of the Centre's 2002-2006 EU funded action research projects – will be published in Spring 2007. The report is by project researcher Mary Burke of St Patrick's College Drumcondra. The project ended with a celebratory event in Armagh in May

2006, at which the 10-12 year old pupils who had participated showcased their work: video and film, photographs, music, surveys, story-telling, displays of old documents, tapestries and posters. This event was opened by the Chief Inspector for Northern Ireland, Marion Matchett, and the Deputy Chief Inspector for the Republic of Ireland, Gearóid Ó Conluain. Ms Matchett called it "a wonderful event, made all the more so by the children's enthusiasm, interest and expertise...you have every right to be proud of the project's achievements."

### Public Services to Ethnic and Immigrant Groups

In October 2006 the final report from this project – *Improving Government Service Delivery to Minority Ethnic Groups in Northern Ireland, Republic of Ireland and Scotland* – was launched at Stormont by the Minister of State at the Northern Ireland Office, David Hanson MP. There were follow-up launches in Edinburgh and Dublin. The study examined how services such as health, education, policing, employment support and housing are provided to these groups in the three jurisdictions, with a particular focus on how Northern Ireland's public authorities can learn from the practice of their nearest neighbours. The research work was carried out by a partnership led by the National Consultative Committee on Racism and Interculturalism (NCCRI) in Dublin, together with Piaras MacEinri





from University College Cork, the Institute for Conflict Research in Belfast and Organisation and Social Development Consultants Ltd in Edinburgh.

In March 2006 over 160 people from over 50 public agencies in the three jurisdictions, plus representatives of minority ethnic and immigrant groups, attended a conference in Belfast (despite a transport strike) to discuss an 'emerging findings' report from the project team. The conference discussions were incorporated into the final report to the commissioner of the research, the Office of the First Minister and Deputy First Minister in Northern Ireland (other funders were the Joseph Rowntree Charitable Trust and the British Council Ireland).

The final report highlighted four key elements essential for effective service provision to minority ethnic groups: mainstreaming to ensure that the needs of such groups are included in the planning, implementation and review of public services; targeting in order to overcome the inequalities experienced by specific groups; benchmarking to gather data to ascertain who is using services and who is not, and what outcomes they experience; and engagement of the minority ethnic groups themselves.

Among the report's conclusions and recommendations were that joined-up government and inter-agency co-operation – often lacking now – can improve service provision (as can cross-

border learning between jurisdictions); positive duties like Section 75 in Northern Ireland are important; there is a need for more awareness training among 'front line' staff; mainstreaming and targeting of services must go together; the lack of ethnic diversity in public service employment must be tackled; data collection is essential for improving service provision; pro-active planning in terms of migration strategies and for service provision is crucial; specialised and expert NGOs have a key role to play; and effective language communication with and engagement of ethnic groups are key requirements.

- **Mapping Frontiers, Plotting Pathways: Routes to North-South Cooperation in a Divided Island.**

The Centre was involved in 2004-2006 in a large-scale collaborative project, commissioned by the Higher Education Authority, between University College Dublin (Institute for British-Irish Studies and Institute for the Study of Social Change), Queen's University Belfast (Institute of Governance and Centre for International Borders Research), the Centre for Cross Border Studies and Democratic Dialogue. This project focussed on three main themes: a comparative study of borders with an emphasis on the creation and consolidation of the Irish border; the Irish border as a social, economic and cultural divide; and pathways for promoting cross-border contact, co-operation and mutual understanding.







In 2007 Irish Academic Press is publishing a book, *Crossing the Border: New Relationships between Northern Ireland and the Republic of Ireland* (edited by Professor John Coakley of University College Dublin and Professor Liam O'Dowd of Queen's University Belfast) which features the outstanding contributions to this research project. There are three chapters by contributors from the Centre: on North-South educational co-operation by Andy Pollak, on North-South health co-operation by Dr Patricia Clarke, and on the working of the Common Chapter by Dr Eoin Magennis.

- **Europe for Patients**

The final report of this EU Sixth Framework-funded research project, which brought the Centre together with research institutes in Britain, Spain, France, Belgium, Slovenia and Estonia to study the potential of cross-border health care in an increasingly integrated Europe, was published in 2006. CCBS research associate Dr Jim Jamison was the Irish researcher on this project. In October 2006 research manager Dr Patricia Clarke made a presentation in Ghent, Belgium on the findings of the Irish case study, which documented the continuing low levels of mobility among patients and health professionals on the island and recommended new flexible contracting and joint planning arrangements. The report's case studies on cross-border health initiatives throughout the EU, as well as its recommendations, have now been fed into a European Commission-run public

consultation on improving co-operation between the health systems of the Member States.

Website:

**[www.iese.edu/en/events/Projects/Health/home/home.asp](http://www.iese.edu/en/events/Projects/Health/home/home.asp)**

## **CURRENT TRAINING PROJECTS**

### **North-South and Cross-Border Public Sector Training Programme**

In March 2007 the Centre – together with its partners, Co-operation Ireland and the Chartered Institute of Public Finance and Accountancy (CIPFA), Northern Ireland's leading provider of training to the public sector – will start a fourth training course for civil and public servants working on North-South and cross-border issues in North/South bodies, government departments and other public agencies in the two Irish jurisdictions. This will bring to 100 the number of officials who have taken these courses since they were started in January 2005.

There are currently over 700 officials working directly in North-South and cross-border co-operation on the island of Ireland. There are few opportunities for such people to undertake induction or training courses to work in this new, complex and sensitive area.

The courses, which take place over five days during a four month period, feature four modules: North-South co-operation in the public and NGO sectors; North-South public finance and



governance issues; North-South economic and business co-operation; and cross-border co-operation at local authority and community level. President Mary McAleese presented the graduates of the third course with their certificates at a ceremony in Belfast City Hall on 22 February 2007, and the Head of the Northern Ireland Civil Service, Nigel Hamilton, will do the same at the end of the fourth course in June.

The programme features prestigious guest lecturers including Sir George Quigley, chairman of Short Brothers (Bombardier Aerospace Group); North/South Ministerial Council joint secretaries, Mary Bunting and Tom Hanney; head of the Northern Ireland Review of Public Administration, Greg McConnell; director of the Institute of Public Health in Ireland, Dr Jane Wilde; Fermanagh businessman and former GAA president, Peter Quinn; chief executive of the Northern Ireland Community Relations Council, Dr Duncan Morrow; director of the Community Foundation for Northern Ireland, Avila Kilmurray; Professor John Bradley, formerly of the Economic and Social Research Institute; and the chief executives of four North-South bodies – Liam Nellis from InterTradeIreland, Pat Colgan from the Special EU Programmes Body, Martin Higgins from the Food Safety Promotion Board and Derick Anderson from the Foyle, Carlingford and Irish Lights Commission.

In 2007 the organising partners are planning to publish a booklet featuring the best written assignments carried out

by teams of trainees (paired on a North-South basis) from the four courses to date.

### CURRENT ADMINISTRATION PROJECTS

The Centre has filled an important niche by providing administrative support to North-South and cross-border initiatives, particularly in the field of education. Many cross-border projects are sustained largely through EU funding and the commitment of enthusiastic individuals, and when the money and enthusiasm runs out their absence of a proper administrative structure often dooms them to early closure. The Centre offers this cross-border administrative structure, and a detailed knowledge of support mechanisms in both Irish jurisdictions, which can ensure such projects' longer-term sustainability.

### UNIVERSITIES IRELAND

## universities ireland

Promoting Irish Universities

**The Centre acts as the secretariat for Universities Ireland (UI), set up in 2003 to promote co-operation and collaboration between the nine universities in Northern Ireland and the Republic of Ireland. Its chairman for the 2005-2007 period is Dr Iognáid Ó Muircheartaigh, President of National University of Ireland Galway.**





*Universities Ireland North-South Masters Scholarship winners in Dublin, 11 September 2006. From left to right: Professor Ger Hurley, NUI Galway; Ronan Magee (scholarship winner); Professor John Hughes, President, NUI Maynooth; Aisling Falconer (scholarship winner); Professor Peter Gregson, Vice-Chancellor, Queen's University Belfast; Mr Martin Conmy, Dublin City University.*

In the past year Universities Ireland's work has included initiatives in the following areas:

- **A feasibility study into the establishment of an all-island, inter-university Technology Transfer network**

This was commissioned jointly with InterTradeIreland and the Irish Universities Association and was carried out by a team from Heriot-Watt University in Edinburgh. It was launched in June 2006 by Micheál Martin TD, Irish Minister for Enterprise Trade and Employment, and his Northern Ireland counterpart, Maria Eagle MP. It led to the preparation of a business plan in consultation with PA Consulting Group. This plan was presented to the Irish universities' Vice Presidents for Research in

December 2006, and will be discussed at a follow-up meeting in spring 2007, which will also be addressed by the director of the equivalent Scottish university technology transfer network, INTERFACE.

- **An initiative to bring together Irish universities to support a number of African universities in developing effective policies for building their research capacity**

This initiative came out of a visit by a high-level UI delegation (with representatives from Trinity College Dublin, University College Cork, University of Limerick and Queen's University Belfast) to Uganda in November 2005. After follow-up discussions with Irish Aid (the development co-operation wing of the Department of Foreign Affairs),



the Centre for Cross Border Studies (on behalf of UI) was included in a list of higher education institutions (the only one based in Northern Ireland) deemed eligible to lead a funding bid to the new Programme of Strategic Co-operation between Irish Aid and Higher Education and Research Institutes 2007-2011. A research funding bid to enable Irish universities, North and South, to support a number of African universities (in Uganda, Tanzania and Mozambique) in developing effective policies for building their research capacity, is being prepared for submission in April 2007.

- **A series of meetings with Universities UK**, the representative body of British universities, was initiated in September 2004 in Dublin. The second meeting took place in London in January 2006 and discussed matters of mutual interest in the areas of research, funding, leadership and management, business-university collaboration and European issues. A third meeting will take place in Galway in September 2007.
- **North-South Masters Scholarships**  
In 2007-2008 there will be scholarships for eight students under this expanded scheme, which offers €15-20,000 scholarships to students undertaking a cross-border Master's course requiring relocation to the other Irish jurisdiction. This year, for the first time, six of the scholarships will be 50% sponsored by individual Northern and Southern businesses

(under the auspices of the IBEC-CBI Joint Business Council), who will fund Masters students in areas of particular interest to business: telecommunications, chemistry, food science, the environment, logistics and law. This year's sponsoring firms are Healy Group, CSA Group, Dublin Port, Arthur Cox, BT and RPS-KMM. The expanded scheme will be launched by the Director General of the Confederation of British Industry, Richard Lambert, who is a world authority on university-business collaboration, in Dublin on 23 March 2007. In the 2006-2007 academic year UI awarded two scholarships: one to Ronan Magee, a University of Ulster graduate doing a Master's degree in forensic computing at DCU, and one to Aisling Faulkner, a TCD graduate doing the cross-border Master's course in human rights law jointly run by NUI Galway and Queen's University Belfast.

- **University-Business collaboration events.**

In March 2006 UI organised the sixth North-South Higher Education conference (in Malahide, Co Dublin) under the title 'What role for Higher Education in the development of the 21st century workplace?' The keynote speakers were the Board Chairman of the Intel Corporation, Dr Craig Barrett; the Directors General of the Confederation of British Industry



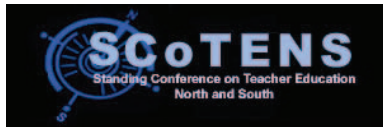


and the Irish Business and Employers Confederation, Sir Digby Jones and Turlough O'Sullivan; the Education and Training Officer of the Irish Congress of Trade Unions, Peter Rigney; the Chief Executive of Forfás, Martin Cronin, and the President of Dublin City University, Professor Ferdinand von Prondzynski. The conference was opened by the Secretary General of the Irish Department of Education and Science (DES), Brigid McManus, and the Permanent Secretary of the Northern Ireland Department for Employment and Learning (DEL), Aideen McGinley. This event was organised in collaboration with the IBEC-CBI Joint Business Council on behalf of DES and DEL.

Universities Ireland is funded by an annual levy paid by the nine universities, and by grants from the Department of Education and Science in Dublin, the Department for Employment and Learning in Belfast and InterTradeIreland in Newry.

**Website:** [www.universitiesireland.ie](http://www.universitiesireland.ie)

### **STANDING CONFERENCE ON TEACHER EDUCATION, NORTH AND SOUTH (SCoTENS)**



**The Centre also acts as the secretariat for the Standing Conference on Teacher Education, North and South. This was set up in**

**2003 by a group of senior teacher education specialists from universities, colleges of education and other education agencies in both jurisdictions. The 2006-2007 joint chairs of SCoTENS are Professor Richard McMinn, Principal of Stranmillis University College, Belfast, and Dr Pauric Travers, President of St Patrick's College Drumcondra.**

SCoTENS' 2006 annual conference, 'Teacher Education and Schools: Together Towards Improvement', was held in October in Belfast. The keynote speakers were Marion Matchett, Chief Inspector of the Northern Ireland Education and Training Inspectorate; Professor Gordon Kirk, Academic Secretary of the Universities Council for the Education of Teachers (UCET) and former Dean of the Faculty of Education at University of Edinburgh; Professor Michael Totterdell, Director of the Institute of Education at Manchester Metropolitan University; and Emer Egan, Assistant Chief Inspector, Irish Department of Education and Science. Previous SCoTENS' annual conferences were on 'Teacher Education for Citizenship in Diverse Societies' in 2005; 'The Changing Contexts of Teacher Education, North and South' (with a particular emphasis on Teaching Councils) in 2004; and 'Challenges to Teacher Education and Research, North and South' in 2003.

SCoTENS has also provided seed funding for all-island conferences on



social, scientific and environmental education (three), initial teacher education, citizenship and diversity education (two), educational research, special educational needs (two) and the competences approach to teacher professional development; for North-South research projects on the social/national identity of young children in the border region, ICT in teacher education, children with profound and multiple learning difficulties, student teacher exchanges, student perceptions of history, geography and science, and universities' role in continuing teacher professional development; and for a North-South 'toolkit' for teachers and trainers working in the area of linguistic and intercultural education.

For the year 2007-2008 SCoTENS will provide seed funding for North-South research and conference projects on the following: developing reflective skills in student teachers; social justice education in initial teacher education; digital video as an ICT learning tool in schools and teacher education; art and science in education; and bringing schools together to promote education for diversity.

The new SCoTENS website, <http://scotens.org>, highlights, in particular, resources on special education and citizenship education.

SCoTENS is funded by annual grants from the Department of Education and Science, and the Department for Employment and Learning and the Department of Education (Northern

Ireland). A significant proportion of its funding comes from institutional subscriptions from universities, colleges of education, teaching councils, education trade unions, education centres, curriculum councils and other bodies involved with teacher education. It also receives grant aid from the Nuffield Foundation.

#### INTERNATIONAL CENTRE FOR LOCAL AND REGIONAL DEVELOPMENT



The Centre administers the International Centre for Local and Regional Development (ICLRD). The ICLR D is a North-South-US partnership to explore and expand the contribution that planning and the development of physical, social and economic infrastructures can make to improving the lives of people in both Irish jurisdictions. The partner institutions are: the National Institute for Regional and Spatial Analysis at the National University of Ireland, Maynooth; the School of the Built Environment at the University of Ulster; the Institute for International Urban Development in Cambridge, Massachusetts; the Athlone Institute of Technology, and the Centre for Cross Border Studies. Each of these partners brings together complementary expertise and networks – North and



South, East and West – to create a unique, all-island centre that is more than the sum of its parts. The ICLRD is very open to involving other academic and research institutions in its activities. The director of the ICLRD is John Driscoll, who is also a Vice-President of the Institute for International Urban Development. It is funded by the International Fund for Ireland, the Irish Government, InterTradelreland and the Special EU Programme Body.

### **The ICLRD**

- Provides independent, expert and joined-up research, thinking and policy advice on cross-border and all-island spatial planning and local and regional development issues (economic development, transport, housing, environment, service provision, etc);
- Offers capacity building programmes for communities and local, regional and national government representatives and officials;
- Acts as a catalyst and conduit to bring relevant actors, North and South, together to work on common goals;
- Promotes international co-operation and exchanges.

Spatial Strategies on the Island of Ireland'. This was opened by the Irish Minister for the Environment, Heritage and Local Government, Dick Roche TD and the Permanent Secretary at the Northern Ireland Department for Regional Development, Gerry McGinn. Conference presentations are available at [www.iclrd.org](http://www.iclrd.org). The conference highlighted the findings from the InterTradelreland-funded ICLRD research report *Spatial Strategies on the Island of Ireland: Development of a Framework for Collaborative Action*. The study envisaged that such an all-island collaborative framework would:

- Inform future investment programmes;
- Maximise synergies between different aspects of the investment programmes;
- Promote regional competitiveness;
- Help to re-position the island as a globally innovative and competitive location.

In 2007-2008 ICLRD research, training and outreach activities will address the following key issues in support of all-island and cross-border spatial planning initiatives:

- Collaborative spatial strategies and capacity building for planning for local and regional development;
- Promoting sustainable communities and integrated housing;
- Learning from other practices on the island of Ireland and elsewhere;
- Understanding the role of the private sector in shaping development strategies;



In November 2006 the ICLRD organised a major conference in Newry, Co Down (in association with InterTradelreland), under the title: 'Implementing a Framework for Collaborative Action –



- Developing compatible and comparable data to support evidence-based decision making.

Three core research programmes are being developed by the partners to support policy makers and practitioners in central and local governments and cross-border networks:

- **Governance to support inter-jurisdictional spatial planning.**

Too often joint strategies or spatial plans are developed by central government and/or several local councils, but are not fully implemented. The ICLRD will focus on the institutional frameworks and financing mechanisms that are necessary to deliver a spatially integrated approach in an inter-jurisdictional setting. Priority projects will be selected for analysis together with field documentation of relevant international best practices that can be adapted to fit local conditions. Lessons learned from specific cases can be applied to other cross-border or regional projects.

- **Sustainable Communities.** The ICLRD will document emerging initiatives in integrated housing and community development with a particular concern for interface or segregated communities. Using a sustainable community approach, the project will select areas on either side of the border to reflect segregation by religion in the North and segregation by social class in the South. The findings will help housing practitioners to shape their approaches to building integrated,

sustainable communities. The project will collaborate with the North/South Forum on Sustainable Communities.

- **Cross-border micro-regions.** The ICLRD will collaborate with practitioners to learn how approaches to social and local economic development and community reconciliation in smaller cross-border areas such as Strabane/Lifford can become the basis for more joined-up programmes. As part of this initiative, ICLRD will continue to work with cross-border bodies such as the Irish Central Border Area Network to promote co-operation among spatial planners working in the border counties.

Other planned research activities include the development of **a unique atlas of all-island maps** with accompanying commentary to provide a spatially informed picture of the entire island. The ICLRD is currently co-ordinating a project among its partners to develop web-based mapping applications that will allow users to access information through maps of cross-border activities. The ICLRD is also exploring a project to better understand the implications of the growing migrant workforce in both jurisdictions.

### **North-South Conference for Chairpersons of Public Bodies and State Agencies**

The Centre was contracted by the Chairpersons Forum (Northern Ireland)







*Speakers at the North-South Chairpersons Conference. From left to right (front): Mr Brian Rowntree, Chair, Northern Ireland Chairpersons Forum; Ms Karen Erwin, Chair, Forum of Chairpersons of State Sponsored Bodies (Rol); (back) Mr Nigel Hamilton, Head of the Northern Ireland Civil Service; Mr Dermot McCarthy, Secretary General to the Irish Government.*



and the Forum of Chairpersons of State Sponsored Bodies (Republic of Ireland) to organise the two bodies' first North-South conference in Newry in November 2006. The keynote speakers were Nigel Hamilton, Head of the Northern Ireland Civil Service, Dermot

McCarthy, Secretary General to the Irish Government, Dr Tom Frawley, the Northern Ireland Ombudsman and Eddie O'Connor, Chief Executive of Airtricity. Around 80 chairpersons of public bodies from both jurisdictions attended, including the chairs of major bodies such as the Northern Ireland Housing Executive, the Health Service

Executive (Rol), the Combat Poverty Agency (Rol), Equality Commission (NI), Equality Authority (Rol), Health Promotion Agency (NI), the National Economic and Social Forum (Rol), Rural Development Council (NI), Arts Council (Rol), Labour Relations Agency (NI), FÁS (Rol), General Consumer Council (NI), Irish Aviation Authority (Rol), Ofreg (NI), Irish Blood Transfusion Service (Rol) and Foras na Gaeilge. A follow-up programme of cross-border workshops is planned for 2007.

### **North/South Forum on Sustainable Communities**

In February 2006 the Centre came together with the Northern Ireland Housing Executive and the International





Centre for Local and Regional Development to organise the first North/South Forum on Sustainable Communities workshop. This was co-chaired by Brian Rowntree, chairman of the Northern Ireland Housing Executive, and Des Geraghty, the senior trade unionist who chairs the Affordable Homes Partnership in Dublin. The workshop brought together 40 housing and community regeneration specialists from North and South to discuss a range of issues, including urban and rural regeneration, affordable housing, the integration of social and private housing, the housing market in the border region, and the housing needs of homeless people, travellers and migrant workers. A funding application to do a programme of work for 2006-2008 was submitted to the EU INTERREG programme but was not successful. The partners are currently exploring other funding avenues

### **Cross Border Openings**

The Centre is also a partner with the Open University in Ireland and the Irish Congress of Trade Unions (ICTU) in Cross Border Openings (CBO), an EU-funded project which offers 500 free places on a return to study programme for socially and educationally disadvantaged people on both sides of the border. The project also involves the provision of training on cultural diversity issues, and joint work with the trade union movement to promote the concept of workplace learning in general and workplace learning agreements in particular. The CBO

project has played a leading role in developing a strategic partnership between the Open University in Ireland and the ICTU, which mirrors the UK-wide agreement between the Open University and the Trades Union Congress *unionlearn* programme – this offers new learning opportunities and progression routes for trade union members. CBO has also offered learning opportunities to significant numbers of refugees, asylum seekers and migrant workers, and in November 2006 organised a conference in Belfast on the educational needs of migrants on both sides of the border.

### **COMPLETED RESEARCH PROJECTS**

In its initial phase (1999-2005), the Centre commissioned 13 cross-border research projects in the fields of telecommunications developments, health services, disadvantage in education, EU funding programmes, local government links, mental health promotion, waste management policies, local history societies, animal health, the euro, sustainable development, diversity in early years education, and science and citizenship education.

These projects involved researchers drawn from 13 universities, colleges and independent research centres in Ireland and Britain: Queen's University Belfast, University of Ulster, Dublin City University, University College Dublin, National University of Ireland Galway, National University of Ireland Maynooth, St Patrick's College Drumcondra, Stranmillis University College, the



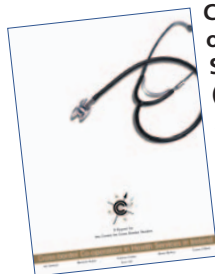
Institute of Public Administration, Belfast City Hospital, Dundalk Institute of Technology, the London School of Hygiene and Tropical Medicine and the Centre for Cross Border Studies itself. The Centre has published the following research projects:



**The Evolution of Telecom Technologies: Current Trends and Near-Future Implications (2001)**

A number of case studies of developments in mobile and wireless telephony across the Irish border from a research team led by two of Ireland's

leading specialists in information retrieval, data analysis and image and signal processing: Professor Fionn Murtagh, then of Queen's University Belfast, and Dr John Keating of National University of Ireland Maynooth. The project was sponsored by eircom.



**Cross-Border Co-operation in Health Services in Ireland (2001)**

A study of the past, present and potential for future co-operation in health services across the Irish border by a research team led by Dr

Jim Jamison, formerly director of the Health and Social Care Research Unit at Queen's University Belfast, and including Professor Martin McKee of the London School of Hygiene and Tropical Medicine, Dr Ciaran O'Neill of the

University of Ulster, and Ms Michelle Butler of the Institute of Public Administration in Dublin.

**Ireland's Learning Poor: Adult Educational Disadvantage and Cross-Border Co-operation (2001)**

A study of the needs of the more than a million people on the island who left school with few or no qualifications by Dr Mark Morgan of St Patrick's College, Drumcondra, and Mr Paul McGill, formerly education correspondent of the Belfast Telegraph. They concluded that current policies in both jurisdictions were far removed from a vision of lifelong learning which allows people of all ages and social classes equal access to education and training.



**Creating Living Institutions: EU Cross-Border Co-operation after the Good Friday Agreement (2001)**

A study by Professor Brigid Laffan and Dr Diane Payne of the Institute for British-Irish Studies at University College Dublin, which analysed the interaction between the North-South Institutions set up under the Good Friday Agreement – notably the North/South Ministerial Council and the Special EU Programmes Body - and the EU's funding programme for cross-border co-operation, INTERREG.







### **Cross-Border Co-operation in Local Government: Models of Management, Development and Reconciliation (2001)**

A study by Professor Derek Birrell and Amanda Hayes of the University of Ulster of the different kinds of cross-border links between

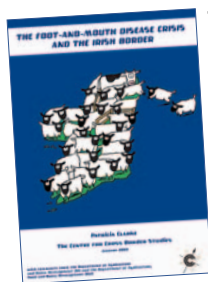
local authorities, including one-to-one linkages, local government cross-border networks, and cross-border partnerships involving other agencies. It also analysed the project management methods used, the views of the councillors involved and the involvement of the European Union.

National University of Ireland Galway led by Dr Margaret Barry and Ms Sharon Friel. It examined a number of cross-border projects in the areas of postnatal depression, public awareness of suicide, cancer support services, the mental health of young men and mental health in rural communities. The study also looked at the comparability and compatibility of mental health data sources in the two jurisdictions.



### **The Local History Project: Co-operating North and South (2003)**

This study, by Dr Jacinta Prunty, Dr Raymond Gillespie and Maeve Mulryan-Moloney of National University of Ireland Maynooth, provided the basis for the first all-Ireland register of local history societies. They identified 330 societies, but estimated that a complete list would exceed 500 societies, North and South, involving an active membership of perhaps 28,000 persons.



### **The Foot-and-Mouth Disease Crisis and the Irish Border (2002)**

A study of the cross-border dimension of the 2001 foot-and-mouth disease outbreak by the Centre's research manager, Dr Patricia Clarke, with comments from the Departments of

Agriculture in Belfast and Dublin. Issued exactly a year after the original outbreak in England, the report's findings were praised by the two Ministers, Brid Rodgers and Joe Walsh, as "extremely valuable" in helping the Departments to formulate actions to deal with animal health emergencies.

### **Promoting Mental Health and Social Well-being: Cross-Border Opportunities and Challenges (2002)**

This is a two-part study by a team from

### **Towards a Green Isle? Local Sustainable Development on the Island of Ireland (2004)**

A study of local sustainable development as carried out (through the Local Agenda 21 process) by local authorities and social partners throughout Ireland, by a cross-border







team comprising Geraint Ellis and Dr Bill Neill of the Queen's University Belfast's School of Environmental Planning, and Dublin-based researchers Una Hand and Brian Motherway. It found that 54% of local authorities on the island had begun a process of LA21, but

stressed that the main challenge is to move from debate to action.



### **Diversity in Early Years Education North and South: Implications for Teacher Education (2004)**

The aim of this EU-funded study was to identify the difficulties facing teachers and children in areas of inter-community conflict and tension on both sides of the Irish border with a

view to developing a framework for preparing young teachers working with children in the early years. It was carried out by researchers at St Patrick's College Drumcondra in Dublin and Stranmillis University College in Belfast, Mairin Kenny and Helen McLaughlin, under the direction of Philomena Donnelly and Louise Quinn.

### **Citizenship and Science: The Connecting Axes (2005)**

The final report of the EU-funded Citizenship and Science Exchange (CaSE) Schools project looked at how a group of 12-14 year old students in 16 schools on both sides of the border deepened their understanding of the dynamic

relationship between science and citizenship. The students explored subjects such as air and water pollution, waste management, GM and fair trade foods, renewable energy and energy efficiency. Much of the cross-border work centred on a shared Web resource.



## **COMMISSIONED STUDIES AND EVALUATIONS**

The Centre has carried out **studies and evaluations for government and other public agencies**. These have included:

- A review of policy recommendations from the five research projects commissioned by the Higher Education Authority under the 2004-2006 Cross-Border Programme for Research contributing to Peace and Reconciliation: Intergenerational transmission and ethno-national identity in the border area; Equality and social inclusion; Mapping Frontiers, Plotting Pathways; E-consultation; and Virtual Research Centre for Point-of-Care Technology (February 2007).
- An overview of the activities of the Common Chapter of the Republic of Ireland's National Development Plan and Northern Ireland's Structural Funds Plan (2004-2005) for the Special EU Programmes Body – in



partnership with FPM Chartered Accountants (December 2006)

- A report on public attitudes to the development of cross-border health services, with particular reference to GP out-of-hours services, for the Co-operation and Working Together cross-border network of health boards and health trusts (October 2006)
- A report on education and skills in the North West, for the Irish Department of Education and Science and the Northern Ireland Department for Employment and Learning (September 2006)
- An Evaluation of the Education for Reconciliation Project (Year One and Two), for the City of Dublin Vocational Education Committee (2003-2005)
- A Review of Cross-Border Mobility Information Provisions in the South of Ireland, for the North/South Mobility Information Group (2003)
- An Evaluation of the Upstate Theatre Company's 'Crossover' cross-border community drama project (2002-2004)
- 'Towards a Strategic Economic and Business Research Agenda for the island of Ireland', for InterTradeIreland (2002)
- A report on public feedback to the PriceWaterhouseCoopers/Indecon Obstacles to Mobility study, for the North/South Ministerial Council (2002)
- A study into the feasibility of extending University for Industry/*learn*direct to the Republic

of Ireland, for University for Industry (2001)

- An evaluation of the Co-operation and Working Together (CAWT) cross-border network of health boards and trusts, for CAWT(2001)
- A 'scoping study' of North-South School, Youth and Teacher Exchanges, for the Department of Education (Bangor) and the Department of Education and Science (Dublin) (2001)

### SEMINARS AND STUDY DAYS

The Centre holds regular seminars and study days in Armagh and Dublin to examine strategic areas of interest to North-South policy makers. These bring together groups of policy makers, senior practitioners and academics to discuss a research paper prepared by the Centre under the chairmanship of a distinguished authority in the field. As the Centre's research programme has developed, these seminars have moved from studying broad policy fields to examining more focussed areas which have been the subject of specific research projects and commissioned work. Cross-border seminars and study days have been organised in the following areas:

- Agriculture
- Education
- Tourism
- Information and Communication Technologies
- Health Services
- Mental Health Promotion





- Developments in Telecom Technologies
- Local government links
- Foot and Mouth disease
- School, Youth and Teacher Exchanges
- European citizenship education
- The euro
- Business research
- The North-South Consultative Forum
- Ageing
- *Border region history\**
- *Border region regeneration\**
- Waste Management
- *Economic co-operation\**
- *Planning and mobility in the North West\**
- Science and Citizenship
- Information provision
- Housing and sustainable communities
- Education and Skills in the North West (in partnership with the NSMC)
- Mental health research

*\* For the Mapping Frontiers, Plotting Pathways project*

## CONFERENCES

The first major conference organised by the Centre, jointly with the Centre for International Borders Research (CIBR), was held at Queen's University Belfast in autumn 2000 under the title **'European Cross Border Co-operation: Lessons for and from Ireland.'** This international conference was opened by the Irish President, Mary McAleese, and was addressed by a wide range of distinguished speakers, including the

then First Minister of Northern Ireland, David Trimble; the then Deputy First Minister, Seamus Mallon; the then RUC Chief Constable, Sir Ronnie Flanagan; the head of the EU's cross-border INTERREG programme, Esben Poulsen; the international emergency communications expert, Professor Edward Johnson; Ambassador Hermann von Richthofen of the German-Polish Governmental Commission; and the then SDLP leader John Hume. Participants came from 13 countries to discuss cross-border co-operation in five areas: administrative institutions, security and policing, business and the economy, the environment, and culture and the arts.

The Centre has also organised six North-South conferences on aspects of higher education on behalf of the Department for Employment and Learning (Belfast) and the Department of Education and Science (Dublin). The first of these, in October 2002 in Armagh, was on **'Ireland as a Centre of Excellence in Third Level Education.'** This conference, which was attended by the presidents of seven of the nine universities on the island of Ireland, was addressed by several world authorities on higher education. These included Professor Malcolm Skilbeck, the OECD's former Deputy Director for Education; former US Secretary of Education, Richard Riley; the Director-General for Education and Culture in the European Commission, Nikolaus van der Pas, and the Chief Executive of the English Higher Education Funding Council, Sir Howard Newby.



In May 2003, the second conference was held in Cavan on **'International Education: A Capacity Builder for the Island of Ireland?'** The keynote speakers were Lindy Hyam, Chief Executive of IDP Education Australia, a world leader in international education and development services, and Neil Kemp, director of the Education UK Division of the British Council. The conference was chaired by Sir George Quigley.

southern Sweden (with keynote speaker Professor Linda Nielsen, Rector of the University of Copenhagen), and the EUCOR network between French, German and Swiss universities in the Upper Rhine region. The conference was co-chaired by Sir Kenneth Bloomfield and Noel Dorr.

The fifth conference was held in Belfast in June 2005 under the title **'Higher Education and Business: Beyond Mutual Incomprehension'**. The

keynote speaker was Richard Lambert, member of the Bank of England's Monetary Policy Committee, former editor of the Financial Times and author of the seminal Lambert Review of University-Business Collaboration for the British Government. The conference was opened by the Irish Minister for Education and Science, Ms Mary Hanafin TD, and the Northern Ireland Minister for Employment and Learning and Education, Ms Angela Smyth MP. Other speakers included the Presidents of Queen's University Belfast and NUI Maynooth, Professor Peter Gregson and Professor John Hughes, and leading Irish entrepreneurs Dr Chris Horn and Dr Hugh Cormican.

The sixth conference was held in Malahide in March 2006 with the title **'What role for Higher Education in the Development of the 21st Century Workplace?'** See under Universities Ireland for details.

In November 2003, the third conference was held in Belfast on **'Widening Access to Third Level Education on the Island of Ireland: Towards Better Policy and Practice'**. The keynote speakers were Dr Arnold Mitchem, President of the Council for Opportunity in Education in Washington

DC, a champion of access to higher education for low income and disabled Americans for 35 years, and Samuel Isaacs, Executive Officer of the South African Qualifications Authority.

The fourth conference – entitled **'Cross-Border Higher Education Co-operation in Ireland and Europe'** – was held in Cavan in May 2004. This examined examples of good practice in cross-border higher education elsewhere in Europe, notably in the

Oresund region of Denmark and







## PUBLICATIONS

In 2001 the Centre published, in association with Cork University Press, a series of short books containing essays by leading writers on key issues of interest to both Irish jurisdictions:

- *Multi-Culturalism: the View from the Two Irelands* by Edna Longley and Declan Kiberd, with a foreword by President Mary McAleese
- *Can the Celtic Tiger cross the Irish Border?* by John Bradley and Esmond Birnie, with a foreword by Peter Sutherland
- *Towards a Culture of Human Rights in Ireland* by Ivana Bacik and Stephen Livingstone, with a foreword by Mary Robinson



The Centre for Cross Border Studies always takes a very fresh and innovative approach, bringing together sources of energy on both sides of the border that used to be back to back but are now in an extraordinary dialogue.

*President Mary McAleese,  
February 2005*

It is essential that North-South co-operation is not the exclusive preserve of the politicians or the public sector. Other actors in the North-South arena – the private sector, trade unions, the farming sector, the voluntary and community sector, the universities and other educational institutions, to name but a few – have a critical role to play also in this process. This is where the role of the Centre for Cross Border Studies has been, and will continue to be, so important and valuable. You have carved out a very useful role in complementing the work of the new North-South institutions created by the Agreement, and serving as a kind of interface between the public sector in both parts of the island and non-governmental practitioners in the field.

## WHAT THEY SAY

I would like to take this opportunity to acknowledge the important work that the Centre for Cross Border Studies is taking forward under your direction. I wish you well and continued success in your work.

*Secretary of State for Northern Ireland,  
Rt Hon Peter Hain MP, January 2006 (in  
a letter to the director)*

*The Taoiseach, Bertie Ahern TD,  
February 2005*

The continued excellence of the research carried out by the Centre brings to mind the words of John Ruskin: "Quality is never an accident. It is always a result of intelligent effort."

*Nigel Hamilton, Head of the Northern  
Ireland Civil Service, March 2006*





The Centre for Cross Border Studies has now firmly established itself as a major repository of information, research, analysis and debate on all aspects of cross border co-operation. Its work is of assistance to policy makers, North and South, through its commitment to high quality research work.

The Centre plays a pivotal role in developing cross-border co-operation across a wide range of subjects of direct relevance to our citizens. It contributes to research and co-operation across a spectrum of practical areas including education, health, business, public administration, communications, agriculture and the environment. Crucially, the Centre has ensured the optimum access to its work through a comprehensive programme of publications and well-supported conferences which enables policy makers, practitioners and academics to come together to discuss the Centre's findings.

Some of the valuable work undertaken by the Centre in the last 12 months includes:

- Development of the website, [www.borderireland.info](http://www.borderireland.info), with its objective of providing a portal for information on and communication for cross-border co-operation on the island of Ireland;
- Production of a report on improving government service delivery for minority ethnic groups in Northern Ireland, Ireland and Scotland;
- Further sessions of the innovative North-South and Cross-Border Public Sector Training Programme;
- Facilitating a seminar to hear the views of the higher and further education and business sectors on the education, skills and workplace development challenges in the North-West of the island; and
- Promoting closer collaboration between the Chairpersons of the Boards of Public Bodies, North and South.

The North/South Ministerial Council Joint Secretariat congratulates the Centre once more on the vital work it is carrying out, and assures Andy Pollak and his team of our ongoing support for the future.

*Mary Bunting and Tom Hanney, NSMC Joint Secretaries, February 2007*

## 2002-2005 EVALUATION QUOTES

**by Brian Harvey (Brian Harvey Social Research, Dublin)**

### Summary

"The analysis of the Centre's performance is a positive one. The Centre has maintained, even accelerated, its performance in:

- Growth in website traffic, up in all indicators;
- Volume of research reports, publications, paper and grey literature;
- Numbers attending events, 1,297;





- Quality of national and international speakers at Centre events;
- Publicity achieved;
- Finance, with income up by 55%;
- Endorsement from political leaders.

"Clients of the Centre appraised its work as more than competent, demonstrating the highest levels of professionalism, coupled with commitment and invariable courtesy. Expert opinion likewise gave a high assessment of the Centre's performance, admiring its quality, output, impact, relevance, value for money, working methods, expertise, vision, tact and diplomacy."

### External Opinion

*[Drawn from a cross-section of persons known to the Centre, key clients, and experts on North-South co-operation]*

"Comments were: 'its projects are always very thorough'; 'doing valuable work'; 'doing a great job in challenging circumstances'; 'the director has an excellent grasp of what is necessary to move things along'; 'undertakes very worthwhile work'; 'nothing more important than north-south reconciliation'; 'good at publicising events and sending out invitations to people interested in education'; 'keep up the good work'; 'contributes a significant amount of information to the wider policy arena'; 'does important work and deserves more exposure'."

### Clients' Views

"The Centre had carried out its responsibilities properly and thoroughly. Typical comments were 'very good, competent, a good experience'; 'ran to a high standard'; 'bringing insights and skills beyond what we would have got from a commercial company'."

"The Centre was considered to be professional, reliable and worked hard. Its staff were 'a pleasure to deal with'. They did a 'tremendous job', provided 'good support and service', 'they do what they have to do – and more.' All the staff were good – 'but that comes from the values set down from the director at the top'. They were 'efficient, focused, interested and believed in what they were doing'."

"Clients were asked to identify problems that had arisen during the projects carried out by the Centre and none could. Its staff were unfailingly courteous and respectful at all times."

"Several commented that the Centre went beyond what was expected, 'treating the project pro-actively, bringing fresh energy and commitment, finding imaginative ways to work around problems'."

### Expert Opinion

"The Centre was admired and respected for its commitment, energy, political even-handedness and ability to open doors to people who might not otherwise be in contact with each other. It has oiled the wheels of co-operation better than anyone else could, bringing



an ever wider range of people into co-operation – ‘not just border people, but as far south as Cork’.”

“Its work was of high quality, substantial in nature, significant in quantity and relevant. What it did was valuable, useful and impactful.”

“All had a sense that the Centre had performed well on minimal staffing and resources. ‘It is transparent, managing an extensive programme, working within tight timeframes and with a small number of staff’.”

“Several commented on how Armagh was a well-chosen location for the

Centre, one with which both communities in the North could feel comfortable, especially unionists.”

“One organisation, whose work had been facilitated by the Centre, spoke enthusiastically of the Centre’s commitment to arranging cross-border contacts and promoting relationships between groups that had hitherto little contact, making the comment that: ‘Once the relationship was established and got going, the Centre walked quietly away. It didn’t try to hog the limelight or build an empire but let them get on with it’.”





## Board Members and Staff

**Dr Chris Gibson (chair)**, pro-chancellor, Queen's University Belfast; chairman, Northern Ireland Civic Forum



*Chris Gibson*

**Dr Pauric Travers (vice-chair)**, president, St Patrick's College, Drumcondra



*Pauric Travers*

**Dr Jane Wilde**, director, the Institute of Public Health in Ireland

**Professor Liam O'Dowd**, director of the Centre for International Borders Research and professor of sociology at Queen's University Belfast

**Paul Nolan**, director, Institute of Lifelong Learning, Queen's University Belfast



*Patricia Clarke*

**Stevie Johnston**, director, Workers' Educational Association (Northern Ireland)

**Professor Ronaldo Munck**, strategic theme leader for internationalisation, interculturalism and social development, Dublin City University

**Richard Jay**, senior lecturer in politics, Queen's University Belfast



*Mairead Hughes*

**Professor Dermot Diamond**, director, Science Foundation Ireland-funded 'Adaptive Information Cluster', National Centre for Sensor Research, Dublin City University

The director of the Centre is **Andy Pollak**, formerly religion and education correspondent of *The Irish Times*, and in the early 1990s coordinator of the Opsahl Commission.



*Andy Pollak*



The Centre's research manager is **Dr Patricia Clarke**, formerly a senior researcher with the London Ambulance Service, and its ICT leader is **Joseph Shiels**, a former software developer with Fujitsu and consultant with PriceWaterhouseCoopers.

The Centre's finance manager and administrator is **Mairéad Hughes**. The director's PA and events organiser is **Patricia McAllister**. The education project coordinator (Immigration, Emigration, Racism and Sectarianism Schools Project) is **Marie Hoeritzauer**. A new senior information officer, **Mark Kirkpatrick**, will begin work in April 2007.



*Patricia McAllister*



*Joseph Shiels*



*Marie Hoeritzauer*



## EXTRACTS FROM THE CENTRE'S 2005-2006 ANNUAL REPORT

### *The opinion of the independent auditors, PricewaterhouseCoopers LLP:*

- The financial statements give a true and fair view, in accordance with United Kingdom Generally Accepted Accounting Practice, of the state of the charitable company's affairs at 31 July 2006 and of its net incoming resources, including its income and expenditure for the year then ended;
- and the financial statements have been properly prepared in accordance with the Companies (Northern Ireland) Order 1986, and
- the information given in the Directors' Report is consistent with the financial statements.

### INCOME AND EXPENDITURE FOR THE YEAR ENDED 31 JULY 2006

Income and expenditure	Notes	2006 £	2005 £
<b>Incoming resources</b>			
Grants Receivable		300,986	278,598
Other income		317,011	295,671
<b>Total incoming resources</b>		<b>617,997</b>	574,269
<b>Resources expended</b>			
Direct charitable expenditure		574,824	545,433
Administrative expenses		9,427	12,471
<b>Total resources expended</b>		<b>584,251</b>	557,904
<b>Surplus for the year</b>		<b>33,746</b>	16,365

**BALANCE SHEET AS AT 31 JULY 2006**

	Notes	2006 £	2005 £
<b>Current assets</b>			
Debtors	9	<b>239,862</b>	169,415
Cash at bank		<b>200</b>	200
		<b>240,062</b>	169,615
<b>Creditors: amounts falling due within one year</b>	10	<b>(76,660)</b>	(39,959)
<b>Net current assets</b>		<b>163,402</b>	129,656
<b>Funds</b>			
Unrestricted	11	<b>42,168</b>	60,113
Restricted	11	<b>121,234</b>	69,543
		<b>163,402</b>	129,656

**NOTES**

<b>9 Debtors</b>	<b>2006 £</b>	<b>2005 £</b>
Other debtors and prepayments	<b>81,508</b>	37,646
Amounts due from The Queen's University of Belfast	<b>158,354</b>	131,769
	<b>239,862</b>	169,415

**10 Creditors: amounts falling due within one year**

	<b>2006 £</b>	<b>2005 £</b>
Accruals & deferred income	<b>57,186</b>	34,831
Other creditors	<b>19,474</b>	5,128
	<b>76,660</b>	39,959



**11 Funds**

	Balance at 1 August 2005	Incoming expended	Resources resources	Balance at 31 July 2006
	£	£	£	£
Restricted funds	69,543	300,986	(249,295)	<b>121,234</b>
Unrestricted funds	60,113	317,011	(334,956)	<b>42,168</b>
Total funds	129,656	640,262	(584,251)	<b>163,402</b>

Unrestricted funds are amounts which are expendable at the discretion of the Board in furtherance of the aims of the Company.

Restricted funds are amounts which are expendable only in accordance with the specified wishes of the sponsor. The restricted funds consist of grants and awards for specific projects or administrative functions carried out by the company.





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(048 from the Republic of Ireland)

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Andy Pollak

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### Websites:

[www.crossborder.ie](http://www.crossborder.ie)

[www.borderireland.info](http://www.borderireland.info)



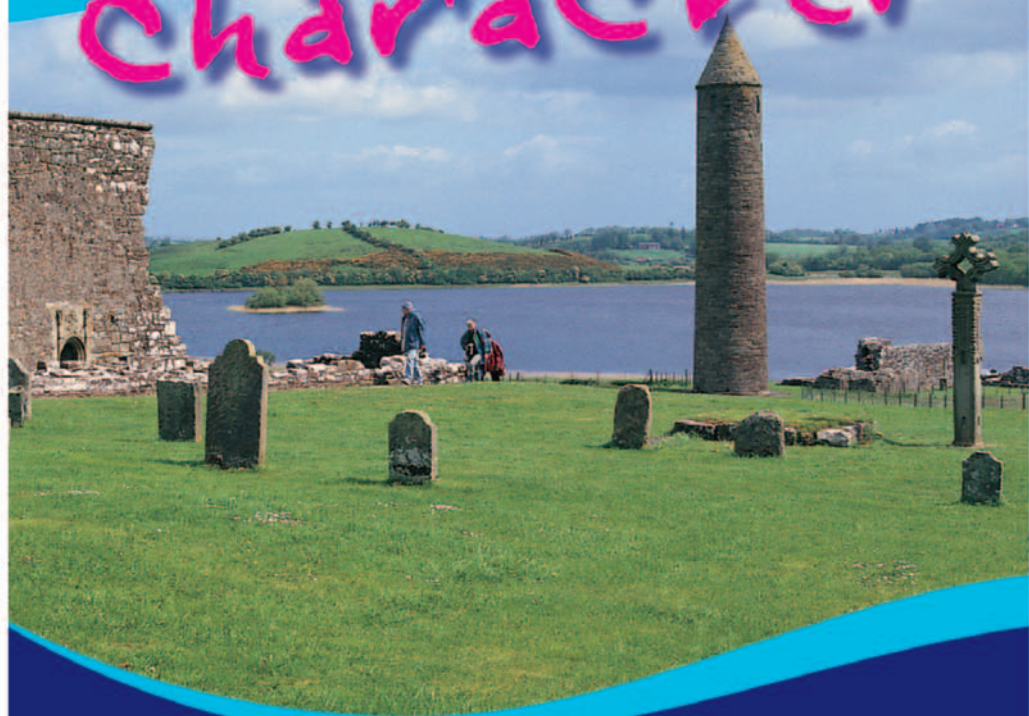
Designed by LSD Ltd, Belfast.  
Printed by Commercial Graphics





a sense of...

character



have you found yours...

[www.waterwaysireland.org](http://www.waterwaysireland.org)