

Limerick Regeneration

Framework **Implementation Plan**





Safe and sustainable communities can only be delivered through real and meaningful community participation and partnership







"Participation and active involvement in the determination of one's own destiny is the essence of human dignity"

- Mary Robinson,

President of Ireland (1990 – 1997)

United Nations High Commissioner for Human Rights (1997 – 2002)

Submission presented by: Ballinacurra Weston Residents' Alliance

Weston Gardens Residents' Association

Date Presented: 5th December 2013

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Foreword

By the Chairperson of the Ballinacurra Weston Residents Alliance

The Ballinacurra Weston Residents Alliance welcomes the publication of the Limerick Regeneration Framework Implementation Plan (LRFIP).

The first thing that needs to be said about the LRFIP is that residents had no real input in its development

Those consultations that took place in March were farcical, The Office of Regeneration couldn't answer half our questions and there were no independent experts to help residents understand what we were being shown. We made a formal submission and it wasn't responded to. It was included in the "Statement of Community Involvement" in the back of the LRFIP, but our concerns were not heeded.

We had to go to our TD's. We have a letter from the Office of Regeneration to Willie O'Dea TD that addressed some of our issues and now these plans are telling us different; they want to knock more homes including ones that they said they would refurbish, they want all my neighbours across the road gone and this is how we are told about it.

I'm really shocked, but I suppose I shouldn't be; I was on the residents' forum for 3-years and they never listened. Now they're telling everyone that they're listening, but they haven't even the decency to knock on peoples doors and let them know that they want their homes. People are afraid that they will take their homes; they really should have talked to residents first and come to an agreement.

We had to protest for the 4-weeks of September last year just to get them to knock the more dangerous houses, we had to get government Ministers and the national media involved before anyone would listen. The Office of Regeneration can pretend all they like that they worked on these plans with the community but we know better.

We have just completed our Human Rights Action Training with the Community Action Network in Dublin. What went on here over the past 7-years with the boarding up of houses was an abuse of our human rights, it caused all sorts of problems for residents and forced many to leave; they had no choice in the matter.

We learnt a lot from CAN about our human rights. We have the right to adequate housing, to security and safety. We also have a human right to participate in the decisions that affect our lives and that certainly isn't happening now, the BWRA will be doing all we can to assert those rights going forward and this submission proposes that the Offices of Regeneration adopts a Human Rights based approach to regeneration.

Finally, I would like to thank our PRO and Chairperson of the Weston Gardens Residents Association for conducting the research for our joint submission.

It is my sincere hope that our submission will be incorporated into the final plan and that we will have a real say in the decisions that affect our lives



Matt Collins Chairperson Ballinacurra Weston Residents Alliance 5th December 2013

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Foreword

By the Cathaoirleach of the Weston Gardens Residents Association

The Weston Gardens Residents Association (WGRA) welcomes the publication of the Limerick Regeneration Framework Implementation Plan. However we lament the lack of real community participation in its development.

The WGRA has had considerable experience in participating in the development of plans for our small estate. Since our formation in 2003 we had worked closely with Limerick City Council to agree a plan to refurbish Weston Gardens. We had regular meetings with our ward Councillors and Senior Officials to develop the plan, which we signed off on in 2006 and money was secured for the refurbishment of our area. The plans were advertised (twice) in February 2007, but never lodged. We eventually found out that everything was suspended pending publication of the *Fitzgerald Report*; we were to be included in a new plan to regenerate Ballinacurra Weston.

At first we were disappointed, but we welcomed the prospect of regeneration as we believed that could offer more and it would mean that more than just Weston Gardens would benefit. We presented formal proposals, which were ignored. We were excluded from participating in the Southside Regeneration Committee on the basis that there had been objections from residents in Ballinacurra Weston to our involvement. This was not true – we were lied to.

Following the collapse of the resident's forum I helped to form the Ballinacurra Weston Residents Alliance. We quickly identified that the structures for community participation were fraudulent. They were designed to keep residents quite while the area degenerated more and more. In the years that followed we have proven ourselves time and time again as committed and capable community activists; in June I was successfully nominated by the BWRA (I am their PRO) to be the Limerick City Community & Voluntary Forum's representative on the Council's Environmental Strategic Policy Committee.

We welcomed the demise of the Regeneration Agencies and had hoped that Limerick City Council would engage better with the "regeneration" communities as our own experience form 2003 - 2006 had been, when we had more of a say in what happened to our estate. Unfortunately, all our attempts to engage with the Office of Regeneration have met with derision. We were told to "engage with the established resident structures", but when we ask "who when where and how?" we are ignored. We have been asking this since last year. We requested a copy of the Terms of Reference from the secretive Community Consultative Forum and we were told that they were revising it; requests for the original were ignored. We looked for a meeting with the relevant Council Officials to agree a Safety & Security Plan and it is deliberately misinterpreted as concerns about Health & Safety.

If the Office of Regeneration truly wants to rectify the "*mistakes*" of the past then it needs to involve residents in a manner that is meaningful. Real community participation and the meaningful involvement of residents is the only way forward.



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5th December 2013

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Introduction

In June 2012 the Limerick Northside & Southside Regeneration Agencies were closed as the Ministerial Orders that had established them in 2007 were allowed to lapse. In July 2012 another Ministerial Order transferred the *Functions of the Agency* over to Limerick City Council. The newly established "Office of Regeneration" insisted on maintaining the failed structures for community participation while they developed a new plan for the target areas.

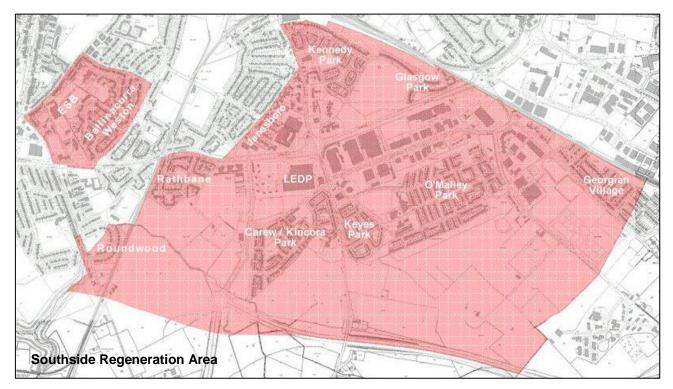
In September 2012, the Ballinacurra Weston Residents' Alliance held a series of protests on the Hyde Road in Ballinacurra Weston to highlight the issue of dangerous boarded-up houses and the lack of real community participation, culminating in a protest outside City Hall. The subsequent local and national media coverage embarrassed the council into knocking most of the dangerous houses, but the Office of Regeneration continued to insist that the structures for participation would remain unchanged.



ABOVE: Protest organised by the BWRA on the Hyde Road on 6th September 2012.

BELOW: Protest organised by the BWRA outside City Hall on 24th September 2012.





The Limerick Regeneration Framework Implementation Plan (LRFIP) was launched by the Minister of State for Housing and Planning, Jan O'Sullivan TD, to an invitation-only audience in Thomond Park on Friday 27 September 2013. The 506 page document outlines the Councils intentions for "regeneration" areas over the next 10-years. It is claimed in the plan that residents were fully involved in its development and that there is almost unanimous support for its implementation.

The BWRA and the WGRA welcomes the publication of the LRFIP and the opportunity to make a submission. It is interesting to note that for the first time ever, the legal remit of regeneration is acknowledged and the statutory boundaries (in place since 2008) are clearly indicated throughout the plan. However, it is important to note that the Vizes Court, Edward Street, Wallers Well, Nicholas Street and the Opera Centre developments are outside the legal remit.

While the legal remit goes well beyond the target areas in most instances to include neighbouring estates, it has partitioned Ballinacurra Weston, excluding most of the area and including parts of Prospect and Rosbrien. The statutory boundaries, which enable the Council to board-up houses indefinitely, need to be revised and amended.

Priority spending should be given to the demolition of derelict and unsafe houses in the areas; privately owned houses that were abandoned by their owners because of the intimidation they experienced during the "stabilisation period" should be purchased and the owners fairly compensated and given deeds for deeds for a new home that is suited to their needs. The Inclusion of an intention to comply with EU legislation when awarding contracts for developments so that provision can be made for local employment is to be welcomed; this is something that the BWRA have been highlighting since 2010.

Minister O'Sullivan has promised that her office will establish a "watchdog" to monitor the progress of the plan, this is something that is long overdue; it was first recommended by the 2007 Fitzgerald Report. Such an oversight committee will need to be independent and empowered to hold the Office of Regeneration to account.

It was claimed at the launch of the LRFIP that the new plan was "evidence based"; we will be citing from the numerous reports about Limerick Regeneration to support our position on a number of issues.



Community Participation

The BWRA and the WGRA note the proposals for "Capacity Building: Community Participation, Empowerment and Civic Engagement" on pages 151 to 153 of the LRFIP, which is based on the findings of the unpublished Nexus Report on community participation in the regeneration process & local Estate Management, and "the needs confirmed by representatives of the communities" (page 152).

The fact that community participation and empowerment continue to be live issues after nearly 7-years of "regeneration" is in itself a damning indictment of the regeneration process to date and the failure to engage meaningfully with residents.

Limerick City Council refused to sign off and publish the *Nexus Report*, but the final draft (dated December 2011) has been made available online by Limerick Regeneration Watch:

www.limerickregeneration.org/Final_Report_Draft_Feb_29th.pdf

The research for the *Nexus Report* was limited to the "community and residents groups involved in the estate management process at present." (Nexus, 2011, page 24). The views of residents on the ground were not sought and the people that are currently involved in the existing 'structures' are not representative of residents from the communities concerned, and they are certainly not mandated to speak for us.

While the proposal to establish a "Civic Participation Charter" appears laudable, it too is limited to those involved at present. Indeed, much of what is proposed ensures that the current 'representatives' will remain in place for the foreseeable future; as it is claimed that more research is needed; "an assessment of needs in each area (with residents' representatives fully involved in the assessment process) is required." (LRFIP page 152).

We are informed by the LRFIP that:

A capacity building programme in civic engagement in the regeneration areas is being supported under the Programme Innovation and Development Fund (SSIRL). The stakeholders involved include Limerick City Council, the PAUL Partnership, and the community drawn from representation on the Community Consultative Forum and members of the Traveller community.

(LRFIP, 2013, pages 151 -152)

The author of the *Nexus Report*, Brian Dillon, believed that implementation of his recommendations would begin in December 2012. Instead, the *Nexus Report* was referred to the *Supporting Social Inclusion & Regeneration in Limerick (SSIRL)* initiative for further consideration. This was unnecessary and has resulted in the dilution of the recommendations of the *Nexus Report*, which had envisaged that the development of an "agreed charter" would be "...endorsed by all relevant stakeholders (present and potential future)..." (Nexus 2011, page 36).

Restricting involvement to the current "stakeholders" will do nothing to empower residents to participate meaningfully in the decisions that affect our lives. Rather, it will reinforce the status quo while maintaining the pretence that there is real resident involvement in the current structures. The LRFIP acknowledges on page 10 that:

There is a recognised need to diagnose and treat the root causes as well as the symptoms of social and economic exclusion in Limerick's regeneration areas - Moyross and St Mary's Park on the city's northside and Southill and Ballinacurra Weston on the southside - so that future generations don't face the same challenges as current and former residents

This goal will not be realised unless the current policy of selective inclusion in the regeneration process and local Estate Management is ended.

Local Estate Management

Community participation, and the involvement of residents in estate management, is seen as central to successful regeneration in almost all projects where regeneration is being planned and/or implemented.

(Nexus Report 2011, page 5)

As emphasised earlier, participation in the research for the *Nexus Report* was restricted to those organisations involved at present. An online survey was utilised to evaluate the current structures for community participation:

Ten organisations responded to the online survey. These were:

Our Lady of Lourdes Community Services Group

O'Malley Keyes Residents Group

Carew & Kincora Estate Management

Ballinacurra Weston/Prospect Residents Forum

PAUL Partnership

Moyross Residents Forum

Moyross Community Enterprise Centre Ltd

Limerick Southside Ltd

Limerick Regeneration agencies

Southill Community Services Board Ltd

(Nexus 2011, page 24)

It is interesting to note that none of the organisations based in St. Mary's Park, such as St. Mary's AID Ltd., responded to the online survey, which further highlights the limitations of the *Nexus Report* in its evaluation of the current structures.

In Ballinacurra Weston, local Estate management is a sub-group of the Our Lady of Lourdes Community Service Group Ltd (CSG), both of which are in dire need of reform. In 2010 the CSG commissioned the Cork based *Walker Local Development Consultancy* to conduct a "*Review of the Structure, System, Role and Functions of Our Lady of Lourdes Community Service Group Ltd*" The unpublished *Walker Report* was leaked to the BWRA following a refusal from the CSG for the BWRA to nominate a member to its Board of Directors.

The *Walker Report* has been made available online by Limerick Regeneration Watch:

http://www.limerickregeneration.org/OLoLCSG_Walker_Report_2010.pdf

The Walker Report noted that the 46 positions available on the sub-committees were taken up by a total of 29 people with 2 positions vacant and stated that:

The sub committees do not have constitutions and do not operate in a similar manner to one another. There are no common membership, nomination, representation, election or rotation procedures across the Advisory Groups/Committees. The membership is in general by invitation with each Advisory Group/Committee tending to operate in its own fashion which has grown up over the years. This can lead to the domination of a Committee/Advisory Group by a single member or small number of members, which can further reinforce the perception in some quarters of the 'closed shop' syndrome

(Walker Report 2010, page 5)

The Walker Report also noted that the CSG Board of Directors contained only 4 members that were resident in the parish and stated that "these have all been on the Board since the incorporation of the CSG in 1995. This is a further potential cause of the CSG's perception as being a 'closed shop'." (page 5). None of these parishioners live in our area. Indeed, before we had read the Walker Report, we referred to the CSG as the "Closed Shop Group". Needless to say, we still do, as the reports recommendation that 4 Community Representatives should be nominated by Our Lady of Lourdes Community Umbrella Group was never implemented (Walker 2010, page 18).

The Walker Report had proposed a new system for nominating members

It is recommended that the Board should be comprised of nominees from -							
The Community Umbrella Group							
A community based organisation other than the CDP							
OLoLCDP	1						
Funding organisations	1						
Staff	1						
An Garda Siochana - Roxboro Road	1						
Home School Community liaison Officer	1						
Co-opted by the Board	<u>2</u>						
Total	<u>14</u>						
(Walker 2010, pag	je 18)						

It stated that this would have provided for 5 nominees from the community and stressed the importance of nominations from the Umbrella Group:

In order for this system to operate satisfactorily it is essential that there should be a properly constituted, independent and fully operating Community Umbrella Group. The current Umbrella Group is understood to more or less moribund and it is therefore vital that this should be resurrected as quickly and effectively as possible. It is very important that this should be done as it will provide a means of countering the current widely held perception of the CSG as -

- Being a "Closed shop"
- Not operating in an open, equitable and transparent manner
- Excluding residents from some areas from use of the Centre and participation in its management

(Walker Report 2010, page 18)

While the proposed Community Umbrella Group was re-established in November 2010 through the auspices of the local Community Development Project (OLoLCDP) (who were fully aware of the *Walker Report's* recommendations at the time) and the CSG hired a Chief Executive Officer as recommended, there were no nominations for the Board of Directors allocated to the Umbrella Group.

The cosmetic reshuffling of the Board of Directors and the hiring of a CEO hardly constitutes the real change and inclusiveness recommended by the *Walker Report*, which were to be implemented over a 5-year period.

The Walker Report highlighted the many other failings of the CSG such as a "lack of equality of area and interest representation on Board and Advisory Group/Committees", a "lack of openness and transparency in relation to the organisations structures, management and operation", a "lower than desirable level of involvement of the client groups in management structures", "failure to reach the 'hard to reach", a "lack of an inclusive of all ethos" and a "perception that people from certain areas are not welcome". We would assert that these remain live issues.

For 3 successive years Local Estate Management have competed against the BWRA in the *National Tidy Towns* and *Limerick's Going for Gold competitions*; rather than work with us they chose to enter for areas outside the designated regeneration area and refused the BWRA the use of equipment.

Membership of the CSG and local Estate Management committee continues to be by invitation only. Such selective inclusion is the antithesis of community participation

Human rights-based approach to participation

The findings and recommendations of the *Walker Report* were not allowed to inform the research for the *Nexus Report* adding further to its limitations. While the Nexus Report's literature review on community participation is highly informative (it drew heavily from the recommended readings in the BWRA's *Residents First*), its evaluation of the overall situation is flawed due to the omission of relevant information and restrictive research parameters. Furthermore, its implementation is almost 2-years behind schedule and its recommendations have been diluted by LRFIP to maintain the status quo.

The Ballinacurra Weston Residents Alliance and the Weston Gardens Residents' Association propose that the Office of Regeneration abandons its current proposals and instead adopt a Human Rights based approach to community participation if it truly wishes to address issues identified in the LRFIP such as poverty and social exclusion.

A report on the right to participate by Magdalena Sepúlveda Carmona, Special Rapporteur to the United Nations Human Rights Council (HRC), tells us that:

Rights-based participation is particularly necessary in order to ensure that the poorest and most marginalized people can make their voices heard, because of its principled foundations of dignity, non-discrimination and equality. Therefore, in contrast to some supposedly "participatory" processes that are pro forma, tokenistic or undertaken to give predetermined policies a veneer of legitimacy, rights-based participation aims to be transformative rather than superficial or instrumental. It promotes and requires the active, free, informed and meaningful participation of persons living in poverty at all stages of the design, implementation and evaluation of policies that affect them, based on a comprehensive analysis of their rights, capacity and vulnerabilities, power relations, gender relations and the roles of different actors and institutions.

(Sepúlveda Carmona, M., 2013, page 5)

The current structures for community participation are tokenistic; all of the decisions that impact on the lives of residents are made exclusively by external agencies. The committees that were established by the Regeneration Agency do not have any meaningful decision making powers, they are little more than talking shops.

To fully respect dignity and autonomy, participatory processes must be meaningful for those living in poverty and they should be able to exert influence over the final outcome. They should be included in all stages of the relevant decision-making processes so that they have the chance to set priorities or question the agenda in fundamental ways.

(Sepúlveda Carmona, M., 2013, page 11)

In March 2013 the Office of Regeneration held a series of public consultations during which residents were presented with the new "Proposals for Redevelopment" and asked to give written feedback. Despite the overall low attendance of residents at this "Public Information Session", it was claimed in the LRFIP that residents had been very much involved in the development of the plan. The Special Rapporteur takes a different view of consultation:

Currently, many participatory processes are limited to "consultation" – a higher authority giving information to or extracting information from members of the public. Participatory processes that are not designed and implemented with a human rights perspective may in fact be disempowering, and serve to exclude or reinforce existing power structures. In contrast, human rights-based participation is an important tool to empower people living in poverty by allowing them to exercise their voice to influence relevant decision-making processes.

(Sepúlveda Carmona, M., 2013, page 16)

Indeed, during her *Mission to Ireland* from 10th to 15th January 2011, the Special Rapporteur visited the Fatima Mansions regeneration project in Dublin and recommended that:

...This project provides a good example of community participation in the decision-making process that should be ensured in other projects, such as the Dolphin House project in the Rialto area. The State should consider adopting a legislative framework for a National Public Housing Estates Regeneration Programme to ensure that international human rights standards and community participation are ensured in all regeneration projects in the country...

(Sepúlveda Carmona, M., 2011, page 20)

The regeneration of Fatima Mansions is widely considered to be an example of best practice when it comes to community participation. Indeed, it is the very of model that the BWRA called for in our policy document *Residents' First*.

In June 2011, The Ballinacurra Weston Residents' Alliance, in association with Limerick Regeneration Watch, launched *Residents First - towards real community participation in regeneration areas* at a 3-day conference in the University of Limerick. It highlights the fraudulent nature of the Limerick Regeneration Agencies engagement with communities under their remit and charts the history of that engagement in Ballinacurra Weston. It argues for the urgent need for change and real community participation and calls for the Community elections and the establishment of localised power-sharing Regeneration Boards similar to the one in Fatima Mansions.

Needless to say, the state did not introduce legislation to ensure that such best practice was a consistent feature of regeneration projects throughout the country, and the proposals of *Residents First* were ignored by the Regeneration Agency and continue to be ignored by the Office of Regeneration.

The purpose of community participation is to empower residents:

There is an important distinction between closed, invited and claimed policy spaces in terms of their empowering potential. Spaces for policy influence should not be closed or predetermined, but must allow for ideas to emerge from the ground up, and participation must occur early enough in a process to set priorities and influence deliberation, drafting and outcome. It must not be limited to marginal or peripheral issues, but should focus on key issues such as public services, budgets and fiscal policy. Empowerment must be a primary and stated goal of such a process, through

providing a participatory learning process that helps people to analyse local problems and develop solutions that use and promote rights.

(Sepúlveda Carmona, M., 2013, pages 16 -17)

Residents need to have a real say in the decision making process. The absence of such empowerment is what led to the collapse of the Ballinacurra Weston/Prospect Residents Forum. There is no real participation of residents in the decision making process.

Meaningful decisions must be on the table for consideration and discussion, including budgets and resource allocation. Research shows that lively participation is more likely where control over resources is located close to local people; this proximity is also critically important to whether participation can make a difference to people's lives.

(Sepúlveda Carmona, M., 2013, page 17)

Despite claims to the contrary in the LRFIP, the current structures promote a top-down approach with a bottom-up veneer. There is no partnership involving residents. The Office of Regeneration needs to uphold our right to participate and re-evaluate its approach from a Human Rights perspective.

What the Local Reports Say:

All residents should be encouraged and supported to participate in the regeneration process in a manner that is meaningful. Residents have expressed an eagerness to participate in the regeneration process in partnership with the Regeneration Agency

(Health Impact Assessment, 2008, page 6)

The fact that residents of areas targeted by regeneration are viewed as poorer citizens is also worrying. Poor citizenship is often used as an excuse to justify the social exclusion of marginalised groups. Marginalised groups are often blamed for their poor levels of social participation when in reality they have fewer opportunities and resources to participate in the same way as their more affluent counterparts.

(Revitalising Communities, 2011, page 7)

Residents need to be informed that that they have the same rights to services and benefits as any other citizen in the state and that the local services are there to facilitate these rights. Also, residents need to feel that they have a degree of ownership and responsibility for the activities in their own areas.

(Revitalising Communities, 2011, page 19)

It is disappointing to find that while a 'bottom up' approach to the regeneration of the estates is seen as being of vital importance if the project is ultimately to succeed, there is a very strong perception among the elderly residents in particular that official bodies are unwilling to come out and listen to voices on the ground. This in turn is seen to be impacting on the residents' attitudes towards meetings between resident committees and authorities. There is a strong sense of disillusionment surrounding events of this kind where it is felt that nothing of practical value is achieved.

(Feeling Safe in Our Community, 2011, page viii)

Low levels of community social capital indicate a lack of positive networks *across* community in these areas; it means the foundations are lacking for widespread participation in community-based initiatives, mobilising residents to act together in the wider community or common interest.

(How Are Our Kids, 2012, page 266)

The lack of real community participation has impacted directly on residents Human Right to adequate housing. Residents had no say or influence on the Councils policy of depopulation and the boarding-up of houses.

Boarding-up of houses

Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services...

(The Universal Declaration of Human Rights, Article 25)

The right to adequate housing has been further defined by the UN Committee on Economic, Social and Cultural Rights:

... adequate housing must provide the inhabitants with adequate space and protect them from cold, damp, heat, rain, wind or other threats to health, structural hazards and disease vectors...and provide...safe drinking water, energy for cooking, heating and lighting, sanitation and washing facilities, means of food storage, refuse disposal, site drainage and emergency services.

(General Comment 4, 1991)

Depopulation and the subsequent boarding-up of vacated houses had a serious impact on the human right of residents to adequate housing. Within days of being boarded-up, such houses were systematically looted for copper causing damage to the adjoining properties and accelerating the onset of penetrating damp due to leaking water mains. Boarded-up houses are often used by youths for drug parties before being eventually burnt-out, forcing more residents to leave.

Both Limerick City Council (LCC) and the Regeneration Agency were aware at an early stage of the negative impact that the boarding-up of individual houses has on the neighbouring occupied homes. Ultimately, it encourages residents' to leave; it facilitates anti-social and criminal behaviour, which caused a domino effect that hastened the depopulation of the area by LCC.

The fact that many residents' basic human rights to adequate housing and security were seriously undermined by these deliberate policies was described throughout the launch of the LRFIP in Thomond Park by a variety of speakers as "mistakes".

If LCC was truly concerned with our welfare then it would have stopped boarding-up houses and revised its policy after the first few incidents. It is our considered opinion that the last 7-years of so-called "regeneration" has proven to be little more than a state-sponsored land grab.

Evidence of this land-grabbing is provided by the depopulation and demolition of Clarina Park; the houses were built only 16-years ago and there was nothing physically wrong with them. All the residents were Council tenants and were the first to be moved out. The last two houses, home to the local CDP and the School Completions Programme (SCP), were demolished in May; arrangements had been made to move the CDP and SCP in November 2012, the houses were vacated and boarded-up in on 12th January 2013, burnt-out 2-days later and became centre for anti-social behaviour. The land in Clarina Park is currently green-lined in the LRFIP for private development in the long term.

It is clear that the decision of the Council and Regeneration Agency to depopulate and board-up houses has impacted on residents Human Right to adequate housing. Reports from the Public Health Inspector describing such houses as not fit for human habitation are routinely ignored. Many boarded-up houses are infested with rats, yet they are rarely baited with poison by LCC



Figure 1: This kitchen of a mid-terrace home in Crecora Avenue, Ballinacurra Weston, which was newly installed and decorated in 2011, shows the effect caused by penetrating damp from the adjoining boarded-up house in 2013



Figure 2: Food cupboard of a mid-terrace home in Crecora Avenue, Ballinacurra Weston, which is mounted on to the adjoining wall of a boarded-up house.

As illustrated by Figure 1, penetrating damp is a common feature in homes next to boarded-up houses. Figure 2. illustrates that the damp is so strong that it has penetrated the hard-board backing of the cupboard and is no longer suitable as a "means of food storage". Penetrating damp is real health concern for residents living next to boarded-up houses. The tenants in this house are paying €89 per week to live in these conditions.

This would never have happened if residents had the right to participate in the decision-making process; the UN Committee on Economic, Social & Cultural Rights has stated that:

The full enjoyment of other rights... such as the right to participate in public decision-making is indispensable if the right to adequate housing is to be realised and maintained by all groups in society.

(General Comment 4, 1991)

What the Local Reports Say:

There was a sense that residents do not feel they have control over who lives with them. They frequently referred to the local authorities as having the final say and as being responsible for having the 'wrong mix' of people in the area who were driving the 'good people' out.

(Revitalising Communities, 2011, page 10)

The issue of boarding up houses in particular has very real health and safety concerns beyond the symbolic feeling of neglect and marginalisation. Given the scale of the housing waiting lists in Limerick City, it is our view that new tenants should be moved into vacant properties as quickly as possible. In the case of properties which are marked for demolition rather than new tenancies, then these demolitions should occur as quickly as possible after the property has been vacated. We would recommend that properties should not be left boarded up indefinitely as they are detrimentally impacting on the quality of life for the residents.

(Feeling Safe in Our Community, 2011, page ix)

A major concern for residents taking part in this research was that the water supply is not automatically turned off at the time of a house being vacated. In many instances this has led to flooding, the subsequent loss of water pressure to surrounding houses etc when these houses are subsequently vandalised. It is our view that this situation is unacceptable. There are no circumstances in which this practice should be allowed to continue. We recommend that the water supply is turned off at the mains prior to any house being boarded up by the Local Authority. This is a very simple / practical measure but it is one which has inexplicably has not been happening to date.

(Feeling Safe in Our Community, 2011, page xii)

The regeneration areas are much more likely to have serious problems in the physical environment (unoccupied / boarded up / burnt out houses; rubbish / litter problems); they are likely to be less safe as places for children to grow up, and to engage in normal activities, such as play, and to meet each other; while crime (car crime, violence, harassment / abuse / drugs) and anti-social behaviour are much more prevalent as serious problems.

(How Are Our Kids? 2012, page 265)



ABOVE: Block targeted for demolition, No. 35 Lenihan Avenue, Prospect. The house had been unoccupied for over 10-years. It was acquired by Limerick City Council in 2011 and boarded-up. Within days the house was looted for copper and the adjoining homes were damaged by the leaking water. Residents had pleaded with the Council not to board-up the property, but were not listened to. Residents had no say in the matter.



ABOVE: Image used on the BWRA Facebook page to highlight the impact of depopulation and the boarding of houses.

The highly visible degeneration of Ballinacurra Weston during the course of the so-called "regeneration" process is often blamed on residents even though we had no say in the matter. Most of our residents were homeowners many of whom were elderly. Homeowners were offered pittance for their homes (€30,000) to relocate as Council tenants in other areas. Most residents that took this appalling offer did so because of the problems associated with the boarded-up house next door. This intimidation by proxy only ended because of the downturn in the economy.

Community Elections

The question of who can claim to legitimately represent people living in poverty is an extremely sensitive issue. Ideally, people living in poverty should be directly involved in any decision-making process. However, where they are represented by civil society actors such as facilitators or community workers, these actors should give full account of their work to the community. They should also be held responsible for any abuse of their position, breach of trust or acting beyond their mandate.

(Sepúlveda Carmona, M., 2013, page 16)

The current community representatives are not mandated by residents to act on our behalf and the various regeneration committees are not empowered to make decisions.

We propose that arrangements should be immediately made by the Office of Regeneration to organise community elections so that residents can elect representatives onto empowered local regeneration and Estate management committees. Such elections are not unprecedented; In Fatima Mansions, residents" representatives were elected by secret ballot onto a power-sharing local regeneration board that gave equal attention to both physical and social regeneration and where residents' actually had a majority.

Representatives on such committees would be empowered to act on behalf of residents by virtue of their mandate. Representatives would also have an obligation to consult regularly with residents and be accountable for any decisions taken. Presently there is absolutely no communication between the current representatives and the residents. The current use of paid community workers as resident representatives is unacceptable as they do not live in the area. Moreover, because they are paid by the Council they are seen as functionaries of the Office of Regeneration.

Postcard Campaign

Although it was officially launched in September, a copy of the LRFIP wasn't given by the Office of Regeneration to residents until November 23, leaving 11 days for residents to make submissions before it is presented to the Council for approval. We note that the proposals for community participation on pages 151-153 of the LRFIP were not included in the edited plan for Ballinacurra Weston that was left outside resident's homes.

We decided to avail of the opportunity to make submissions to the LRFIP with a postcard campaign, which we announced in the autumn edition of our newsletter, the BWRA News.

The newsletter was delivered to every home in the designated "regeneration" area on Friday 11 October, informing residents that:

In the coming weeks the BWRA and our affiliates in Limerick Regeneration Watch will be empowering residents to call on Limerick City Council and the Office of Regeneration to immediately reform the structures for community participation.

(BWRA News 2013, page 8)

The postcard was given to residents in person so that we could explain its purpose. This proved to be a much slower process than we had anticipated as most residents wanted us to explain the contents of the LRFIP. This is something that should have been done by the Office of Regeneration over the ten weeks since its launch. Some residents complained that they could not make sense of it and that the font was too small to read comfortably. Many residents complained that they had not had anyone from the Regeneration Programme approach them in years. Because of the time spent at each home we called to we were unable to visit with everyone in the regeneration area before the closing date for submissions. Nevertheless, we can legitimately claim that we got a unanimously positive response from residents we visited.

- AUTUMN 2013 +++ AUTUMN 2013 +++ AUTUMN 2013 +++ AUTUMN 2013 +++ AUTUMN 2013 +

BWRA NEWS

NEWSLETTER OF THE BALLINACURRA WESTON RESIDENTS' ALLIANCE



HUMAN RIGHTS REGENERATION WRONGS

Very few residents were invited to attend the launch of the Limerick Regeneration Framework Implementation Plan, although all of the speakers stressed how much community participation, involvement and "collaboration" there was with residents in developing it.

The Minister of State for Housing and Planning, Jan O'Sullivan TD, launched the new plan to invited guests in Thomond Park on Friday 27th of September 2013. The 506 page document outlines the Councils intentions for "regeneration" areas over the next 10-years.

The event was compered by Garda Chief Superintendent Dave Sheehan, who claimed that the "regeneration" areas had been "stabilised" over the past 7-years. There was no mention of the depopulation policy that had decimated communities with boarded-up houses. There was no

explanation from the Chief Superintendent as to how so many of those houses were looted and burnt out (often in broad daylight) while the Gardaí were supposed to be policing the estates, However, it was admitted that antisocial behaviour was still a major concern for residents.

The fact that many resident's basic human rights to adequate housing and security were seriously undermined by these deliberate policies was described throughout the launch by a variety of speakers as "mistakes".

"Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services..."

- The Universal Declaration of Human Rights
Article 25



SUBMISSION FOR THE LIMERICK REGENERATION FRAMEWORK IMPLEMENTATION PLAN:

I, the undersigned, call on Limerick City & County Council and the Office of Regeneration to immediately reform the failed structures for Community Participation in the regeneration process and local Estate Management. I support the holding of community elections to directly elect resident representatives onto reformed and empowered local regeneration and Estate Management committees. The present policy of participation by invitation-only must be replaced by a more democratic and accountable system. Residents have a fundemental Human Right to participate in the decisions that affect our lives.

Signed:	 	 	 	 	

LIMERICK REGENERATION, Unit 12-14b, LEDP, Roxboro Road, Limerick.

ISSUED BY: BALLINACURRA WESTON RESIDENTS ALLIANCE (www.bwra.blogspot.com)



Community Safety & Security – CCTV Cameras

Anti-social and criminal behaviour is an on-going problem in regeneration areas. The Regeneration Agencies were established on the recommendations of the *Fitzgerald Report* and charged with its implementation. The first recommendation of the *Fitzgerald Report* was to:

Put in place intensive policing arrangements: As a result of my consultations it has become clear that, although policing on its own cannot solve the problems in the long term, intensive policing intervention is required in the short to medium term to allow the other interventions an opportunity to work. This cannot happen against the continuing backdrop of crime and intimidation...there needs to be a highly visible Garda presence at all times in these estates in order to restore confidence and stability in the communities. A policing structure, headed by a Superintendent, should be established that is exclusively dedicated to the policing of these areas. This will involve a minimum of 100 additional Gardaí, with appropriate management structures, whose sole function will be the policing of these areas.

(Fitzgerald Report 2007, pages 8 – 9)

This never happened. While it is true to say that 100 additional Gardaí were assigned to the Limerick Division (which covers Limerick City & County and parts of Co. Clare) in the year-and-a-half that followed the publication of the Fitzgerald Report, these Gardaí were not exclusively dedicated to the policing of regeneration areas. They weren't part of a "policing structure, headed by a superintendent" because a superintendent was never appointed. In short, there was no real attempt to implement this first and vital recommendation. Instead, we were given CCTV cameras to watch over us.

Unfortunately, the CCTV cameras are not monitored. The CCTV system for the Southside consists of 29 cameras (8 in Ballinacurra Weston), which were upgraded in 2010/11 so that they could monitored directly by the Gardaí in Henry St. This has not been done and the monitoring centre located at the LEDP is un-staffed; the cameras are fixed and motionless, recording only what they are pointed at.

We have been unable to find out why the cameras are not being monitored directly by the Gardaí or why staff have not been hired for the "monitoring" station in the interim.

It is simply preposterous that the issue of upgrading and monitoring the CCTV cameras should be a matter of public consultation at all. If we cannot have a "highly visible Garda presence at all times" then the least we can expect is to have the CCTV cameras monitored. The burning of boarded-up houses happened under the "watchful eye" of the cameras. The CCTV cameras need to be monitored as a matter of urgency, particularly as joyriding has once again become a feature of life in Ballinacurra Weston.

It was claimed by Garda Chief Superintendent Dave Sheehan at the launch of the LRFIP that the "regeneration" areas had been "stabilised" over the past 7-years. There was no mention of the depopulation policy that had devastated communities with boarded-up houses. There was no explanation from the Chief Superintendent as to how so many of those houses were looted and burnt out (often in broad daylight) while the Gardaí were supposed to be policing the estates.

The safety and security concerns of residents have been researched and documented in the Report, *Feeling Safe in Our Community*, which was commissioned by the Regeneration Agency in 2011. It would be extremely beneficial to residents if the Office of Regeneration would heed the findings of this report begin implementing its recommendations.

What the local Reports Say:

The installation of CCTV cameras most certainly performs an important 'visible' function in relation to residents' perceptions of their own safety. We would recommend that any future deployment of CCTV cameras should be monitored live by the police. We believe that this would prove to be much more effective than the current situation where the Gardaí have to request tapes after an event has happened.

(Feeling Safe in Our Community, 2011)

Organised joyriding was described to us by residents as joyriding specifically designed for an audience. In the case of Ballinacurra Weston joyriding is taking place in front of CCTV cameras and groups of young people who have been phoned by the joyriders subsequently assemble to cheer them on.

(Feeling Safe in Our Community, 2011)

In conclusion, the apparent acceptance by some Gardaí that there is nothing they can do about the threat of reprisals, often by very young children and teenagers are extremely problematic and are again indicative of deeply rooted problems in relation to how residents perceive their community is being managed and policed. Accordingly, the residents are adamant that a more visible community Garda presence is needed, along with quicker response times and increased sensitivity to the particular situation in which residents find themselves.

(Feeling Safe in Our Community, 2011)

Moreover given the perceptions of many residents in these estates that the Gardaí are not overly concerned with the problems in these estates we recommend that measures are put in place which results in quicker response times and increased sensitivity on the part of some Gardaí to the particular situation in which residents find themselves. Consideration should also be given to the establishment of a group which would oversee individual policing plans for particular areas.

(Feeling Safe in Our Community, 2011)



ABOVE: Stolen car abandoned on Blakes Boreen in Weston Gardens on 4th December 2013, another stolen car was abandoned in Hyde Avenue the same night. 4 cars were burnt out in Clarina Park the previous weekend; youths had removed fencing to gain access.





Physical Regeneration

There is some confusion regarding contradictory statements made by the Office of Regeneration regarding the proposed demolition of residents' homes.

Demolition of Houses

31 houses are identified for demolition on the maps on pages 257 and 259 of the LRFIP, while the plan states that a total of 27 houses are being targeted. This is because 4 have already been demolished: 3 in May of this year (7 Beechgrove Avenue, 48 & 49 Clarina Park) and 1 in 2011 (No. 1 Crecora Avenue). This discrepancy, and the fact that targeted homes were excluded from upgrades during the 2012 - 13 Water Mains Rehabilitation Scheme, has led us to believe that these plans were drawn up some time ago.

A total of 20 occupied homes (15 privately owned, 5 council) are targeted for demolition. Many of these residents were unaware of this fact as they were told during the March consultations that their home would be refurbished, even though their homes were clearly blue-lined for long-term development in the aerial photograph shown to residents.

None of these residents were contacted by the Office of Regeneration for negotiations to agree to the demolition of their home prior to the publication of this plan, which "Assumes occupied homes proposed for demolition will decant into unoccupied proposed for refurbishment" (page 247). We called to all of the residents whose homes are being targeted for demolition and gave them a colour copy of the map and explained that these are only proposals that require their consent.

8 of the houses targeted in Clarina Avenue were added after the March consultations without contacting residents. Despite the fact that they are clearly red-lined in the LRFIP maps the Office of Regeneration has denied that these houses are targeted for demolition.

Of the 7 boarded houses targeted for demolition 4 are privately owned, 8 privately owned boarded houses are also targeted for refurbishment to provide replacement houses; to date the Office of Regeneration has refused to engage formally with the owners to agree a settlement.

There were no independent experts to explain to residents what they were being shown during the March consultations, which had a low attendance of approximately 70 residents. Many were misinformed; some residents were told that they were outside the regeneration area, even though the statutory boundary clearly indicates otherwise, and others were told that their home was being refurbished when they are red-lined for demolition. It's a disgrace that people's homes are being targeted for demolition without prior agreement.

The letter that accompanied the plans left outside residents doors on Saturday morning of the 23rd November advises that the following houses are targeted for demolition:

Beechgrove Avenue (No,8) Crecora Avenue (15, 25, 29, 31, 33) Hyde Avenue (17 and 19) Lenihan Avenue (33, 35, 37, 39, 41, 43) Byrne Avenue (29, 31, 33, 35, 37, 39) Clarina Avenue (No, 29)

No. 29 Clarina Avenue was actually demolished in 2012. The other houses targeted for demolition in Clarina Avenue shown on the maps, but not mentioned in the letter are: No.'s 39, 27, 25, 23, 21, 19 & 17. This has caused much confusion for the residents as the Office of Regeneration has continued to deny what can be plainly seen on the maps on pages 257 and 259 of the LRFIP. The map on page 259 (shown here on the previous page) shows the area that is green-lined for proposed additional private housing in the long term (6-10 years) — half the back gardens of No.'s 27, 25, 23, 21, 19 & 17 Clarina

Avenue are green-lined for long term private development. While these houses are also red-lined for demolition they have been retained with half their back gardens on the map showing the long term aspirational development plans on page 254 of the LRFIP. The Office of Regeneration should contact the residents concerned and clarify their intentions towards their homes.

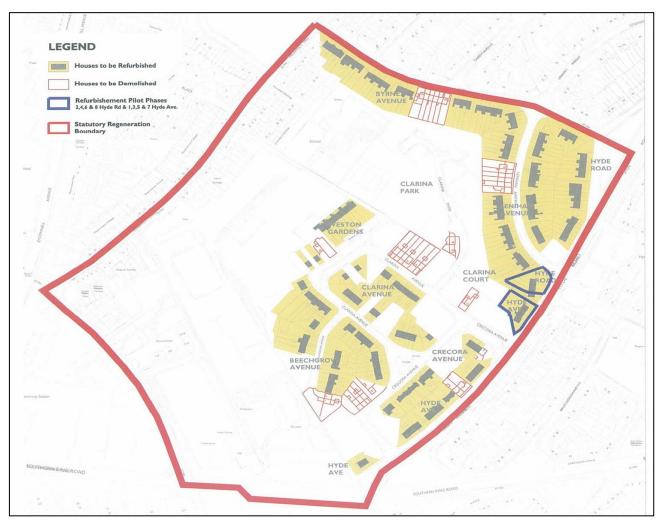
We have been informed by residents that contacted the Office of Regeneration regarding the proposed demolition of their homes that the practice of boarding-up individual houses as they are vacated will continue.

We've been told that as residents agree to move into refurbished houses that their former home will be boarded-up and that demolition will not occur until the entire block has been depopulated. It is our view that this amounts to bully-boy tactics aimed at putting pressure on residents that will refuse to move for what is currently on offer.

The Office of Regeneration needs to seriously rethink this strategy and seek the agreement of residents' block-by-block basis rather than house-by-house. It also needs to tailor offers to meet the requirements of residents whose homes it wants to acquire.

Refurbishment & Pilot Scheme

We welcome the proposals in the LRFIP to refurbish homes to a 'C' energy rating, which will only involve works that need to be done. However, we feel that the Office of Regeneration should consider carrying out alternative works on the homes of residents that don't require refurbishment.

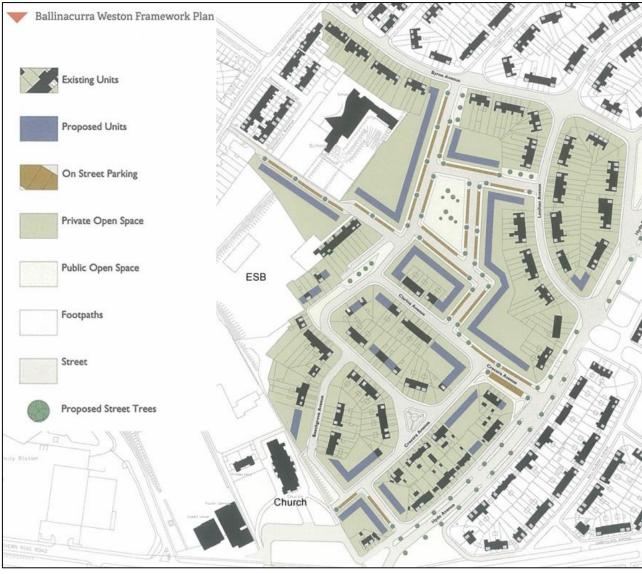


ABOVE: Map from page 257 of the LRFIP showing houses targeted for demolition and refurbishment.

The houses involved in the pilot scheme were not picked based on resident's needs, they were chosen primarily because "...they are on a main access road into the city they would have a high profile, being a highly visible example of the works which will be carried out." (page 256). There are many residents that need that work carried out urgently because their homes are riddled with damp, but they're being long-fingered because they are not visible from the main road.

The Office of Regeneration should carry out an assessment of needs to ensure that any future refurbishment works will be carried out first on the homes that need it most. In this case a house-by-house approach is required rather than block-by-block.

It was stated in the letter that the refurbishment of 1-3 Weston Gardens and an additional 14 unspecified properties would begin in early 2014 and that these properties will be re-let once work is completed. The Office of Regeneration needs to meet with existing residents regarding who their new neighbours will be. While residents are happy to houses refurbished, many are concerned about the possibility of anti-social elements being moved in next door to them. Indeed, residents expressed the view that they would rather see the house left empty than have anti-social neighbours.



ABOVE: Map taken from page 254 of the Framework Implementation Plan. This shows the aspirational outcome in the long-term (6-10 years) "should an uplift in the market conditions occur" (page 258). Most of the new housing shown is for private development. Note how some of the homes on Clarina Ave identified for demolition on page 257 are retained with the back gardens halved.





















Community Gardens

We welcome the support expressed for community gardens in the LRFIP.

While we were delighted to see Our Lady's mural from our Garden of hope featured prominently in the LRFIP and on the cover of Ballinacurra Weston edition, we were disappointed that the role Ballinacurra Weston Residents' Alliance was not acknowledged.

In 2011 the Ballinacurra Weston Residents' Alliance scooped first prize of €5,000 in the Limerick Community Challenge for our efforts in establishing the Ballinacurra Weston Garden of Hope and is clear evidence of our community's ability to organise and manage our own resources. It also serves to highlight our community spirit, goodwill and talent that still exists in Ballinacurra Weston, despite the loss of many good neighbours.

We didn't realise it at the time, but we were competing against local Estate Managed, who came 16th place in the competition.

In 2012 and 2013 we entered Tidy Towns. Only one organisation per area is permitted to enter Tidy Towns and we are recognised by Tidy Towns as being representative of the area. Most areas that enter Tidy Towns don't have a local Estate Management or any of the other numerous services and resources allegedly available to our community, Tidy Towns acknowledged the failure of such service providers to engage with the community. This year's results were better than we had anticipated

"Many thanks for your entry in this year's Tidy Towns Competition. Thank you for the frank and compelling information on your work and the challenges that you face. Ballinacurra Weston Residents' Alliance is doing important work and you are to be commended for your participation in this competition." – Adjudication takes place in June.

"The adjudicator regrets reading of some of the setbacks that you've seen in the last year but you are persisting which is of utmost importance. Your material suggests that your lobbying has been effective, in part at least." – We had informed Tidy Towns of obstacles in our way.

"Your group is working in a highly changeable and challenging urban setting. Is it possible for you to know which house are for demolition and which green spaces are to be kept? Only if you did could you target your efforts most effectively. In the meantime, do your best with petitioning the relevant agencies for action on the worst of the properties. Most importantly, try to ensure that the houses pose no immediate threat to safety."

"The community garden with the mural of Our Lady - is this the Garden of Hope? - is a great achievement. The adjudicator saw a bench, flower beds, several planters, laurel bushes and other shrubs. Well done. Another area has a long raised bed, and several planters. Jimmy's Garden was admired. He has really made the place come alive with colours." – Jimmy O'Donnell was the BWRA's nominee for the Going for Gold Individual Merit Award. Jimmy's house and the garden he developed on the adjacent derelict site are targeted for demolition in the Framework Implementation Plan.

"It's good that you have a CE scheme in place. There was a good deal of litter seen on adjudication day." – We had explained how local Estate Management was competing against us in a non-regeneration area and were failing to provide the area with an adequate service particularly throughout the month of June

The biggest setbacks we faced in this year's competition were the attacks on the five community gardens we had started in 2012. In December 2012 the gardens were vandalised. In July of this year we had to remove the benches from the Garden of Hope as they were being used as climbing aids to gain access to the adjoining property, which was burgled and looted for copper while the owner was in hospital. The garden was further

vandalised in August and we didn't have the resources to repair it as we hadn't applied for grants this year; we had wrongly anticipated that work on the regeneration would be underway and the green sites would be full of machinery.

We would like to have had co-operation from service providers like local Estate Management, who instead refused us the use of equipment; it is next to impossible to cut the large green areas left in the wake of demolition with a petrol lawnmower. We did email local Estate Management in April to congratulate them on being awarded a grant of €10,000 to plant trees in Ballinacurra Weston and asked to meet and discuss where they might be planted as this was one of the recommendations made by *Tidy Towns* in our results for 2012 – our correspondence was ignored. The situation cannot be allowed to continue, we need to be supported and recognised for the work we do.



ABOVE: Jimmy O'Donnell's garden. Jimmy was the BWRA's nominee for the *Going for Gold* Individual Merit Award. Jimmy's house and the garden he developed on the adjacent derelict site are targeted for demolition in the Framework Implementation Plan.



ABOVE: Work on this garden was spearheaded by Peggy Byrne on the derelict sit across from her home. Peggy worked with neighbours and involved local children in creation of this oasis and was our nominee for the *Going for Gold* individual merit award in 2012. The garden was destroyed by vandals in December 2012.

Conclusion

This submission is supported by evidence from the numerous reports on Limerick Regeneration since its inception in 2007. In 1967, a sociologist, Fr. Liam Ryan, published *Social Dynamite*, in which he argues for the urgent need for social regeneration in Ballinacurra Weston, which he refers to as "*Parkland*" so as to avoid adding to the "*amused hostility*" of "*the better educated classes*". He suggests that residents might be empowered to manage facilities and services. Imagine what might have been if his recommendations had been heeded all those years ago. Alas, like the reports produced in recent times they were ignored; that "*amused hostility*" hasn't gone away.

There is much in the Limerick Regeneration Framework Implementation Plan that is to be welcomed and much more that that warrants further analysis and comment. However, we have outlined the main concerns of our community as they were expressed to us by residents. The Office of Regeneration has been given the task of putting regeneration back on track, but it needs to acknowledge that the structures for community participation have failed and residents are not in the least impressed with another big book of promises.

Since the closure of the Limerick Northside and Southside Regeneration Agencies we have hoped for a new beginning. As Residents' we have had to endure a lot of hardship over the past 7-years as we bore witness to the destruction of our community. Regeneration is supposed to be for our benefit, it is supposed to improve the social, economic and physical environment. If the Office of Regeneration wants to deliver safe and sustainable communities, then it only needs to remember one thing:

Safe and sustainable communities can only be delivered through real and meaningful community participation and partnership.

Get that right and all else will follow. Thank you for taking the time to consider our submission, we sincerely hope it will inform the final outcome and we look forward to working with you in the future when our exclusion has ended and the structures for community participation in the regeneration process and local Estate Management have been reformed and empowered.





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