The EU PEACE and INTERREG Programmes in Northern Ireland

1 Introduction

The Northern Ireland Executive’s European priorities for 2011-12 state¹:

_We are committed to increasing our uptake of European funding by twenty percent over the period 2011-2015_

In terms of social cohesion, Peace and INTERREG funds are seen as key EU programmes for promoting social cohesion in Northern Ireland².

The Committee for the Office of the First Minister and Deputy First Minister plans to visit Brussels 26-27 October 2011 as part of its scrutiny role on EU matters. This paper summarises the impact of the EU Peace and INTERREG programmes in Northern Ireland to inform that visit.


² Ibid., p.15.
Background to the PEACE and INTERREG Programmes in Northern Ireland

The PEACE Programme

The EU Special Support Programme for Peace and Reconciliation in Northern Ireland and the Border Region of Ireland, which became known as PEACE I, was established by the European Union to³:

make a positive response to the opportunities presented by developments in the Northern Ireland peace process during 1994, especially the announcements of cessation of violence by the main republican and loyalist paramilitary organisations

The initial programme was followed by further programmes to promote peace and reconciliation in Northern Ireland, as follows:

- Peace II - €995 million 2000-2004
- Peace II Extension - €160 million 2005-2006
- Peace III⁴ – allocated €225 million for the period 2007-2013

Discussions for Peace IV are on-going⁵, indeed, there is some confidence that there will be one⁶ and the UK Government has signified the desirability of a further Peace programme⁷:

In the case of Northern Ireland, the PEACE III Programme, which is funded from the Territorial Cooperation Objective, is helping to consolidate the region’s institutions of devolved governance, and to address the legacy of decades of conflict and division. Given the unique nature of the programme, further assistance would be highly desirable - whether as a fourth stand alone PEACE Programme or cross border programme with an additional social dimension.

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⁴ Examples of current projects are at Appendix 1, from the SEUPB website: http://www.seupb.eu/programmes2007-2013/beneficiaries.aspx.
INTERREG

The INTERREG Programme was developed to:

provide support for economic development in less developed Border Regions and promote this development within a Programme focus

Successive INTERREG programmes in the region have been as follows:

- INTERREG I – 1991-1993
- INTERREG II – 1994-1999
- INTERREG III in three strands (2000-2006):
  - A: Programme co-operation
  - B: Trans-national co-operation
  - C: Interregional co-operation
- INTERREG IV, in the same three strands as INTERREG III, 2007-2013

As with a future PEACE programme, there are intentions to secure money for a future INTERREG programme for Northern Ireland.

There have been considerable technical difficulties in the delivery of Peace III and INTERREG IV, but it has been asserted that the spend on the Peace programme is ‘under absolutely no threat’ and with regard to INTERREG, ‘there are serious threats to expenditure under the INTERREG programme, but they are manageable’.

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9 Examples of current projects are at Appendix 1, from the SEUPB website: http://www.seupb.eu/programmes2007-2013/beneficiaries.aspx.
3 Impact of the PEACE and INTERREG Programmes in Northern Ireland

The distribution of EU funds in Northern Ireland, particularly of the Peace Programme, has drawn considerable recent interest in the Northern Ireland Assembly in terms of barriers presented by the associated bureaucracy\(^{12}\), concerns around gaps in funding\(^{13}\), interest in the use of funds\(^{14}\), questions regarding the efficiency of the distribution of funds\(^{15}\), the extent of funds drawn down from the EU\(^{16}\) and whether there will be further programmes\(^{17}\). However, there have been no questions relating directly to the impact or evaluation of EU programmes.

Plenary debates have taken place on EU programmes, particularly in relation to accessing funds and raising concerns about delays in the distribution of funds. The following motion was resolved on 16 March 2010\(^{18}\):

> That this Assembly recognises the important contribution that European funding makes to communities; and calls on the Minister of Finance and Personnel to ensure that all stakeholders are involved in setting the priorities for any future funding from Europe; believes that opportunities for inter-jurisdictional EU funded projects have not been fully developed; and further calls on the NSMC and BIC to assess and identify where such funding opportunities exist including in the economic, education and innovation sectors.

On 26 April 2010, the following motion was resolved\(^{19}\):

> That this Assembly notes the long and continuing delays within the Special European Union Programmes Body (SEUPB) in processing applications for project funding under the European Union INTERREG IVA programme, especially for those projects relating to enterprise, tourism, energy and telecoms, for which DETI is the accountable Department; and calls on the Minister of Finance and Personnel to continue to work with the Minister of Enterprise, Trade and Investment and SEUPB to progress applications without further undue delay to enable good quality projects to be implemented quickly for the benefit of local communities.

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\(^{12}\) AQW 1446/11-15 answered 15 July 2011; AQW 2231/11-15 answered 30 September 2011; AQW 2178/10 answered 30 October 2009.

\(^{13}\) AQW 142/11-15 answered 7 July 2011.


\(^{15}\) AQO 1185/10 answered 10 May 2010; AQW 3528/10 answered 21 December 2009; AQO 145/10 answered 19 October 2010; AQO 2847/09 answered 1 June 2009; AQW 4469/09 answered 3 February 2009.

\(^{16}\) AQO 113/11-15 answered 14 June 2011; AQW 2794/11 answered 20 December 2010; AQW 7414/10 answered 17 June 2010; AQW 2927/10 answered 30 November 2009; AQO 329/10 answered 30 October 2010.

\(^{17}\) AQW 1392/11-15 answered 15 July 2011.


\(^{19}\) Northern Ireland Assembly debate 26 April 2010: [http://www.niassembly.gov.uk/record/reports2009/100426.htm#a5](http://www.niassembly.gov.uk/record/reports2009/100426.htm#a5).
There is a general recognition, therefore, that the PEACE and INTERREG funds have made a positive impact, but there are further opportunities to maximise in their effects.

The following sections examine programme evaluations and other literature relating to PEACE and INTERREG.

**The PEACE Programme**

Successive evaluations and studies of the various stages of the Peace Programme have demonstrated impacts and made recommendations for improvement. These have included the following:

- **PEACE I** The focus of this programme shifted away from productive investment to social inclusion and targeted hard to reach groups and disadvantaged areas. There were successes in training and development, the creation of voluntary and community sector infrastructure, a high level of participation, increase in awareness of the impacts of the conflict, increased cross-community interaction and innovative cross-border links, although the rate of employment following training was low. There was higher uptake of the Catholic population, explained by there being more deprived areas being majority Catholic, and, while social inclusion aspects of the programme were successful, some of the economic activity was considered to be going ahead anyway through other means. Whole long-term impacts were difficult to discern, the programme acted as a ‘catalyst for change’.

- **PEACE II** While there was a difficult transition from Peace I, a reduction in social inclusion funding and the process was considered extremely bureaucratic, there was far more concentration on peace and reconciliation outcomes for Peace II. While it has been difficult to attribute outcomes, qualitative studies have shown that peace building, economic renewal and capacity building have all been positively influenced by the programme, creating an impetus for change in how participants think about the ‘other’ community, recognition of the impact of the conflict and building of relationships to positively influence peace and reconciliation. An attitudinal survey found that those who had participated in the programme were more likely to think positively about the ‘other’ community, have inter-community contact and perceive changes in society as fair, compared with those who had not participated. A community uptake analysis found that, as with Peace I, the Catholic population was more likely to avail of Peace funds, although this was again due to skewing the programme towards more deprived areas.

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21 Brian Harvey (2003), Review of the Peace II Programme, York: Joseph Rowntree Trust.
22 NICVA (2004), Telling the Story of Peace II, Belfast: SEUPB.
24 SEUPB (2005), Community Uptake Analysis of Peace II, Belfast: SEUPB.
- **PEACE III** While detailed evaluations are not available because the programme is still under way and the strategic nature of the programme making impact difficult to assess, implementation analyses of Peace III show that, with the focus now entirely on peace and reconciliation, there have been innovative approaches to peace building, with new relationships for partnership working between community and statutory sectors and cross-border working, however, some concerns have been raised with regard to sustainability of projects, understanding the meaning and value of 'acknowledging and dealing with the past' and some replication of statutory provision.25.

Other commentators have added to the analysis of the impact of the Peace Programme, as follows:

The Peace Programme has nurtured cross community relations in Northern Ireland. The funding allocation process was a pioneering approach to broadening input into the decision making process. A large success of the programme was its broad scope and ability to engage in a wide spectrum of society.26.

Positive cross community experiences brought about by the fund have allowed for better ways of dealing with the past, along with more positive strategies for dealing with the future. Economic aid on its own is not a complete solution for the transformation of Northern Ireland. However, its use in building up the socioeconomic infrastructure has tackled deep-rooted structural conflicts that contributed to the protracted nature of the troubles, and contributes to a future shared civic culture.27.

The Peace Programme’s focus on poverty, economic development and social inclusion (issues that perpetuate violence) empowered the grassroots to be involved in the transformation of Northern Irish society. Involvement of people at the grassroots level reached a previously unseen scale through the use of extensive consultation and, in the case of Peace II, the use of decentralised and local delivery mechanisms.28. Such grassroots participation was crucial for the successful implementation of the funding project as it gave local people ownership of the project.29. Furthermore, the assessment criteria that underpinned allocation of Peace fund monies encouraged applicants to consider the potential contribution to the legacy of the conflict that their activities may

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29 Ibid.
have. Along with other conflict resolution processes, external economic aid, properly administered, has contributed to the de-escalation of conflict within Northern Ireland.

**INTERREG**

There has been less general interest in the INTERREG funds, although they have also been high value programmes. The following evaluations have given indications of programme impacts:

- **INTERREG IIIA** Despite a two year delay in launching the programme, there has been a high level of utilisation and absorption and was successful in achieving its overall objectives. The programme has had a positive role in strengthening cross-border and cross-community relationships which, while not being able to being about drastic change on its own, acts as a catalyst in initiating joint action.

- **INTERREG IVA** While the programme is still under way, therefore no final evaluations are available, the implementation analysis indicates that there has been an even spread of approved applications, with Northern Ireland having a higher value of projects (than the border region of Ireland or Scotland), particularly in Belfast.

Other comments have included the following:

Partnerships between the two parts of Ireland have been driven by the provision of INTERREG funding. This has enabled both unionists and nationalists to co-operate for the mutual benefit of their areas within an agreed institutional framework.

However, some authors are critical of INTERREG’s failure to attain some of its goals in the past, noting that it was successful in the funding of border regional development but that it has been less successful in the creation of cross-border projects and partnerships. It is argued that part of the reason for this is the failure among British and Irish policymakers to realise that issues of cross-border development and cross-border cooperation cannot be reduced to cooperation between local governments.

This formal co-operation of local governments has increased contact between politicians on both sides of the border and, as a consequence of this their personal relations have developed over time further improving cross-border relations. The fund

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33 Trutz Haase (2009), *Implementation Analysis of PEACE III and INTERREG IVA Programmes*, Belfast: SEUPB.
has provided economic incentives for economic cooperation across the border. This has in turn facilitated political cooperation between local councillors on both sides of the border\textsuperscript{36}. As a result EU funding has played an indirect role in conflict management and perhaps conflict resolution across the border regions\textsuperscript{37}.

\textsuperscript{36} Etain Tannam (2004) \textit{Northern Ireland and the Republic of Ireland: Neo-Functionalism Revisited}, paper produced for the project ‘Mapping frontiers, plotting pathways: routed to North-South cooperation in a divided island’, Centre for International Borders Research (Queen’s University Belfast) and Institute for British Irish Studies (University College Dublin).

\textsuperscript{37} Ibid.
### Appendix 1: Example Peace III Projects

#### Reference: 002030

**Organisation Name:** CDA/SEACF  
**Project Title:** DEALING WITH PERCEPTIONS  
**Project Description:** CDA/S.E.A.C.F will deliver a series of facilitated workshops for ex-combatants ex-prisoners and the 2000 + general membership of SEA UDA on a variety of issues including challenging sectarianism and racism. The outcome will be the preparation of a needs analysis, gauging perceptions and opinions on critical issues that need to be addressed as part of the wider Transformation of working class Loyalist communities within cluster area. The results from these workshops will be used to create the basis of our action plan for transformation. A built in leadership program will empower key volunteers to coordinate the management and participation of the workshops. 30 workshops on five themes will be delivered across the cluster area; Induction, Environmental improvements, Personal development, Civic engagement and “Orange and Green 1916” cultural diversity development. The aim of the workshops is to build confidence and skills to enable participants to actively tackle local issues around sectarianism and racism.  
**Project Postcode:** BT36 5DZ  
**Delivery Agent Details:** CAN PEACE III Partnership, Mossley Mill, Carnmoney Road North, Newtownabbey, Co. Antrim, BT36 5QA, 028 90340053, mmcalister@newtownabbey.gov.uk  
**Programme:** PEACE III  
**Priority:** P1 Reconciling communities  
**Sub Priority:** 1.1 Building positive relations at the local level  
**Total Cost of Project:** £ 26,160.83  
**Year Approved:** 2009

#### Reference: 002219

**Organisation Name:** Ards Citizens Advice Bureau  
**Project Title:** Volunteer for Change  
**Project Description:** The Projects aim is to help integrate migrants and ethnic minorities into the local community. The Project would recruit volunteers from the above communities to serve on Ards CAB Board, train as advice workers and assist with admin. The Project Worker would support volunteers through training and help to integrate them with existing volunteer group to provide a more inclusive workplace serving the needs of the whole community  
**Project Postcode:** BT23 4EN  
**Delivery Agent Details:** North Down Ards and Down PEACE III, North Down Borough Council, The Signal Centre of Business Excellence, 2 Innotec Drive, Bangor, Co. Down, BT19 7PD, 028 91278028, jan.nixey@northdown.gov.uk  
**Programme:** PEACE III  
**Priority:** P1 Reconciling communities  
**Sub Priority:** 1.1 Building positive relations at the local level  
**Sub Sub Priority:** Local authority action plans  
**Total Cost of Project:** £ 36,939.00  
**Year Approved:** 2009
### Reference: 001180
Organisation Name: Ballymacarrett Arts & Cultural Society

**Project Title:** Changing attitudes

**Project Description:** We aim to work with groups from the Protestant interfaces in Belfast and also a cross community group from North Belfast in developing positive attitudes towards a better understanding of anti racism and anti sectarianism. This will be done through a number of awareness workshops dealing with the issues of what is racism and sectarianism and who do we recognize these attitudes and how we deal with them.

**Project Postcode:** BT5 4PS

**Delivery Agent Details:**
Belfast City Council PEACE III, Room 212, City Hall, Belfast, Co. Antrim, BT1 5GS, 028 9032 0202, PeaceIII@belfastcity.gov.uk

**Programme:** PEACE III Programme

**Priority:** P1 Reconciling communities

**Sub Priority:** 1.1 Building positive relations at the local level

**Sub Sub Priority:** Local authority action plans

**Total Cost of Project:** £ 25,000.00

**Year Approved:** 2009

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### Reference: 000400
Organisation Name: TWN

**Project Title:** Positive Relations Project

**Project Description:** The overall aim of the project is to engage and empower women to contribute to post-conflict transition and reconciliation. This is to be achieved through the following layer-cake approach to intervention:

- Capacity-building work of individual women through personal development and skills acquisition
- Political awareness raising through a structured course and activities
- Understanding of reconciliation and post-conflict transition through phased accredited courses to OCR Level 3
- Active participation through mentored contextual projects to build positive cross-community and cross-border relationships as active citizens, along themes such as rural engagement, minority ethnic groups, young women, interfaces, etc.

An outline of the project is as follows:

- Extension of strategic, regional and local cross-border partnerships to identify and agree target group clusters north and south
- Delivery of capacity-building courses and activities in the areas of personal development, political awareness and reconciliation training to Level 3
- Support of activities and projects leading from the training activities to tangible relationship-building initiatives within and between clusters appropriate to the context
- Mentoring and network building to sustain linkages and positive relationships

**Project Postcode:** BT12 5GH

**Delivery Agent Details:** SEUPB Joint Technical Secretariat, Special EU Programmes Body, 11 Kevlin Road, Omagh, Co. Tyrone, BT78 1LB, 44 (0)28 82 255 750, info@seupb.eu

**Programme:** PEACE III Programme

**Priority:** P1 Reconciling communities

**Sub Priority:** 1.1 Building positive relations at the local level

**Sub Sub Priority:** Regional projects

**Total Cost of Project:** £ 2,766,645.00

**Year Approved:** 2008
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<td>Project Title:</td>
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<td>Project Description:</td>
<td>PACT provides a strategic focus for collaboration between the policing services on the island of Ireland and communities and key social partners as represented through Intercomm, ICTU and the Tyrone Donegal Partnership. The project activities are designed to address a legacy of unbalanced relationships between the police and different communities, as well as the changing nature of violence in Northern Ireland and the border region. PACT will change life long held, views, opinions, perceptions and attitudes towards the Police; develop relationships between communities and the police; and enable the police and communities to work together to develop joint, localised action plans that address the changing nature of violence and crime in post-conflict Northern Ireland/the border region. In doing so, PACT will also provide a meaningful vehicle to establish cross border and cross community healthy relationships that will create connections to improve trust and tolerance, and reduce levels of sectarianism and racism. The academic/practitioner partnership built into this project will also ensure the development of resources that will secure a lasting legacy for the PEACE programme.</td>
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<td>SEUPB Joint Technical Secretariat, Special EU Programmes Body, 11 Kevlin Road, Omagh, Co. Tyrone, BT78 1LB, +44 (0)28 82 255 750, <a href="mailto:info@seupb.eu">info@seupb.eu</a></td>
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## Appendix 2: Example INTERREG IV Projects

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<td><strong>Project Title:</strong></td>
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<td><strong>Delivery Agent Details:</strong></td>
<td>SEUPB Joint Technical Secretariat, Special EU Programmes Body, 11 Kevlin Road, Omagh, Co. Tyrone, BT78 1LB, +44 (0)28 82 255 750, <a href="mailto:info@seupb.eu">info@seupb.eu</a></td>
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<td>This proposal, through cross border partnership, will empower ten Local Authorities to make significant reductions in their fossil fuel consumption, with corresponding reductions in carbon dioxide emissions from Council buildings</td>
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<tr>
<td><strong>Delivery Agent Details:</strong></td>
<td>East Border Region Energy, East Border Region, 2 Monaghan Court, Newry, Co. Down, BT35 6BH, 02830 252684, <a href="mailto:dette@eastborderregion.com">dette@eastborderregion.com</a></td>
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<td>Project Description:</td>
<td>SailWest will develop and improve links between Northern Ireland, Rep. of Ireland and Scotland. This will be achieved by creating a well-managed and fruitful industry via a strategic marine tourism initiative, which will seek to grow the existing marine tourism industry and increase linkages across the partner area through improved infrastructure, strategic marketing and knowledge and industry networks.</td>
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<td>Donegal County Council Sailwest, Donegal Public Services Centre, Drumlonahger, Donegal Town, Co. Donegal Rep. of Ireland, 00353749740376, <a href="mailto:Jessica.hodgson@donegalcoco.ie">Jessica.hodgson@donegalcoco.ie</a></td>
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<p>| Organisation Name: | Derry City Council |
| Project Title: | Sail West - Foyle |
| Project Description: | Sail West will develop and improve links between Northern Ireland, The Republic of Ireland and Scotland. This will be achieved by creating a well-managed and fruitful industry via a strategic marine tourism initiative, which will seek to grow the existing marine tourism industry and increase linkages across the partner area through improved infrastructure, strategic marketing and knowledge and industry networks. |
| Project Postcode: |
| Delivery Agent Details: | Donegal County Council Sailwest, Donegal Public Services Centre, Drumlonahger, Donegal Town, Co. Donegal Rep. of Ireland, 00353749740376, <a href="mailto:Jessica.hodgson@donegalcoco.ie">Jessica.hodgson@donegalcoco.ie</a> |
| Programme: | INTERREG IVA Programme |
| Priority: | P1 Co-operation for a more prosperous cross-border region |
| Sub Priority: | 1.2 Tourism |
| Sub Sub Priority: | Tourism |
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2 Erne Road, Enniskillen,  
Co. Fermanagh, BT74 6NN,  
028 6634 0711, Lynda@icban.com |
| Programme          | INTERREG IVA Programme |
| Priority           | P1 Co-operation for a more prosperous cross-border region |
| Sub Priority       | 1.1 Enterprise |
| Sub Sub Priority   | Business support, infrastructure & networking |
| Total Cost of Project | £ 27,273.00 |
| Year Approved      | 2010 |