



Theme 1.2: Acknowledging and Dealing with the Past

Review of Implementation

Report

23 September 2010



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Acknowledgements

Deloitte would like to thank everyone who contributed to this research.

1 EXECUTIVE SUMMARY

1.1 Introduction

Deloitte was commissioned by SEUPB to undertake a review of implementation to date for Peace III Theme 1.2 – Acknowledging and Dealing with the Past. This report sets out the findings from the review.

1.2 Methodology

The table below outlines the review methodology describing the activities undertaken at each stage.

Stage	Summary of Approach
1. Project initiation	<ul style="list-style-type: none">Project initiation meeting with the Steering Group on 2nd June 2010 (Steering Group members provided in Appendix I); andProduction of Project Initiation Document.
2. Project preparation	<ul style="list-style-type: none">Programme of consultation agreed;Review of the Strategic Context;Collation and organisation of data;Desk-review of funded activity; andDeveloped the review framework including discussion guides for use during Stage 3.
3. Fieldwork	<ul style="list-style-type: none">Completed consultations with 26 strategic stakeholders (consultees listed in Appendix II);Completed 15 project promoter consultations with representatives from funded projects across Northern Ireland and Southern Border Counties (consultees listed in Appendix II).
4. Analysis of Findings and Reporting	<ul style="list-style-type: none">Analysis of Findings;Steering Group Workshop;Production of Draft Report; andProduction of Final Report.
5. Project initiation	<ul style="list-style-type: none">Project initiation meeting with the Steering Group on 2nd June 2010 (Steering Group members provided in Appendix I); andProduction of Project Initiation Document.

1.3 Strategic Context

Since Peace III commenced there have been a number of key developments within Government policy and strategy. Most recently the Cohesion, Sharing and Integration (CSI) policy has been agreed between First and Deputy First Minister and is currently out for public consultation. Other key changes include the development of the Strategy for Victims and Survivors, establishment of the Commission for Victims and Survivors, the pilot Forum for Victims and Survivors and the proposed Victims and Survivors Service. Therefore this review is being undertaken at a time of substantial change and decisions on the remainder of Theme 1.2 funding need to take account of this.

1.4 Key Messages from the Analysis

The following summarise the key messages from the analyses:

- In total since 2007, 57 projects have received funding under Theme 1.2. All of the projects have fallen under strand 2 (27 projects) and strand 3 (30 projects). Despite substantial effort no projects have been approved for funding under strand 1. Overall, 57 projects indicate a higher number of projects than would have been envisaged originally for Peace III (the expectation had been a 'smaller' number of strategic' projects. This largely reflects the limited developments in policy or strategic approach at the onset of Peace III).
- To date, through these projects almost 2,500 people have received Trauma Counselling, c. 4,000 individuals attended conflict resolution workshops and just less than 5,000 participants attended events for Victims and Survivors. Although these numbers have exceeded initial targets what is less clear is the 'quality' of targets.
- There is potential within the landscape of activities funded under strand 2 to address a wide spectrum of Victims and Survivors needs, that at one end of the spectrum represent comparatively minor needs (such as anger and anxiety) through to entrenched, complex, multi-stranded psychological issues arising from trauma.
- Whilst there are often quality standards in place, practice is varied and inconsistent. Standards are driven by the project organisation rather than as a result of Peace III funding requirements.
- Theme 1.2 is anticipated to produce outcomes against all four 'Aid for Peace' indicators. Some of these indicators are more readily understood (e.g. attitudinal change, behavioural change). How 'acknowledging the past' contributes to peace and reconciliation processes is more complex. Application of the 'Aid for Peace' indicators is helping projects to think through how their activity links to wider peace and reconciliation processes and objectives.
- The clearest gap relates to activities envisaged under Strand 1. Other potential gaps relate to provision of services in Southern Border Counties, efforts to mainstream service delivery (or at least enhance collaboration with public agencies), PUL communities and other legacies of the past (e.g. peace walls and other physical and non-physical barriers across the region) that are not being dealt with in the context of connecting the past to the future.
- Overall, SEUPB has ring-fenced €50 million over the period 2007 – 2013 under Theme 1.2 with just over €25 million being allocated within the review period. Given the significant investment it is unlikely that many of the projects would be sustainable, certainly at the same scale, without this funding. In the absence of project evaluation up to this point it is not possible to be definitive with regards VFM. However, our analysis is positive as we are confident of outcomes across each of the 'aid for peace' indicators.

1.5 Recommendations

Overarching recommendations

Recommendation One:

The current context within which Theme 1.2 is operating has highlighted significant and in some cases increasing incidence of trauma / mental health related issues, sectarianism and segregation associated with dealing with the past. There remains a continued rationale and need for providing support to sustain and develop the capacity of Victims and Survivors and wider society to deal with the transition to peace and reconciliation. In this context it is also evident that future need and intervention continues to be in line with objectives articulated within the Peace III Operational Programme.

A key message throughout the review relates to the difficulties associated with understanding what “acknowledging and dealing with the past” actually looks like in practice. In the absence of an agreed understanding or vision there is a need to continually refresh thinking on the way forward.

Recommendation Two:

Overall, in support of developing the way forward we have identified a series of overarching principles underpinning how Theme 1.2 funding should be used. These principles include:

- Funding to be administered towards **strategic** interventions;
- Alignment with **Government objectives** on dealing with the past;
- **Sustainability / legacy** should be ingrained within projects / programmes;
- Need for clear **added value** against other provision in this area;
- **Focussed on need** using the best evidence available;
- Delivered to consistently high **quality standards**; and
- Should be used with the intention of **strengthening existing structures**.

The recommendations that follow have these principles at their core.

It is clear that Theme 1.2 on its own cannot be expected to resolve all of the deep-seated problems that relate to the past. Resolution of these problems, many of which are deeply ingrained in our society, can only take place over a longer period of time and with the efforts of many individuals and groups in the region and further afield. These principles will support Theme 1.2 to continue to build on work in this area and help the Peace III programme to be a ‘tool for learning’ for government and other stakeholders in both practice and policy development.

Strategic Intervention

A key priority area of the operational programme relating to Theme 1.2 is to support the *“exchanging of different views of history, culture and identity and different conflict and post-conflict experiences among relevant groups and individuals”*. As is highlighted through our analysis the receipt of 45 expressions of interest and 26 applications under strand 1 with no projects being approved represents substantial efforts on all sides for very little return.

Throughout the consultation process and within wider research related to acknowledging and dealing with the past it is clear that an appetite continues to exist for work in exploring the legacy and memory of the conflict through truth recovery, documentation, storytelling and the recording of complex history and experience. However, despite a continued appetite for this type of work, there remains significant challenges in terms of agreeing and developing a strategic intervention which incorporates all (or some) of these elements whilst doing so in a sensitive and understanding manner.

Part of the challenge in acknowledging the past in public memory is the limited foundation in terms of principles, standards and best practice required to actually undertake this work. In the past there has been a concern that although this work has the potential to be beneficial, in the absence of standards it also has the potential to be counterproductive.

Recommendation Three:

We recommend the development of a process with the intention of bringing ideas articulated in acknowledging the past in public memory together.

There is an appetite evidenced throughout the review for one central strategic process:

- this process should provide assurance around the quality of approach (including the skills, capabilities and standards necessary to deliver the process);
- the process should also demonstrate the credibility and trust required to engage the breadth of stakeholders required;
- the process should learn from best practice internationally and from work that has already been undertaken locally; and
- there could be online and physical outcomes from this process.

The strategic stakeholders that are likely to be involved include museums, media / broadcasters and organisations with links to victims and survivors. A lead partner should be identified from these strategic stakeholders to co-ordinate and develop the strategic process.

There should also be a mechanism for input from others with sector specific input (e.g. geographic communities, churches, ethnic minorities) or technical capabilities (archiving, training etc.).

Strengthening service delivery

A key aim of Theme 1.2 is to *“build the capacity of individuals to deal with the transition to peace and reconciliation and ensure victims and survivors are able to deal with the past on their own terms”*. The first tranche of funding sought to achieve part of this aim through the delivery of direct conflict related services (i.e. such as counselling, befriending etc). We recognise the context has developed and the future provision of direct conflict related services for Victims and Survivors is anticipated being delivered and sustained through OFMDFM's Victims and Survivors Service in Northern Ireland. Future Theme 1.2 funding therefore needs to consider service delivery with this in mind.

Recommendation Four:

We recommend in looking forward that Theme 1.2 funding for service delivery is only applicable where there is clear added value against other provision in this area, and relevance to need using the best evidence available is demonstrated, ensuring additionality.

In order to support this practically it is imperative the Consortium within any application process make this requirement clear. In ensuring added value linkage with recommendation 5 (strengthening quality), recommendation 6 (strengthening collaboration) and recommendation 7 (support in southern border areas) are also important.

Strengthening quality

Our analysis has highlighted a lack of consistency in terms of quality standards relating to Victims and Survivors service provision. When quality standards were in place, they had been developed as a result of the project rather than the funder. A key area to be considered for groups in moving towards the new Victims and Survivors service is what level of 'quality' is expected and what is valued in terms of service delivery. This will help both groups and funders demonstrate and understand quality, effectiveness and efficiency and how this relates to long term outcomes and VFM.

Recommendation Five:

We recommend that quality standards are increasingly funder driven. In doing this the Consortium should consider the experience of previous programmes (e.g. Victims and Survivors Core and Development Grant Schemes) and link in with the Standards Working Group set-up in preparation for the Victims Service. The approach needs to be developed in line with the Working Group to ensure sector-wide consistency.

Strengthening collaboration

Collaborative working between the community and voluntary sector and the statutory sector remains desirable in meeting the needs of Victims and Survivors, particularly given the increased pressure to demonstrate that resources are used in the most efficient and effective way. It is important however that Peace III funding is not used to replicate statutory services.

Services provided by the statutory sector can be complemented by services provided by the community and voluntary sector. For example, if a GP meets a patient who is feeling isolated within the community due to events that happened during the troubles, referral to befriending services may be the first step on the road to recovery for the patient. Similarly if a community and voluntary sector group provides services to someone and the signs of post-traumatic stress disorder are apparent, they should sign-post them onto the relevant statutory sector provider. There does, however, remain a challenge to facilitate understanding (and potentially trust) between the statutory sector and the community and voluntary sector of the complementary nature of services being provided and the opportunities to maximise impact through referrals between the sectors.

Recommendation Six:

We recommend the Consortium commission a programme of research and piloting activity. The research should map current and potential collaboration for new and enhanced working relationships to effectively meet the needs of Victims and Survivors. The research should seek to understand the issues relevant to building such collaborations (e.g. these could include chill factors, accessibility, trust, understanding of skills and capabilities). The programme should also support piloting of specific proposals (e.g. including community / voluntary and statutory partners) feeding into the ongoing research, to develop, test and learn lessons

Having developed the evidence base, the final phase would be to transfer the learning to the appropriate public agencies and the community and voluntary sector for them to integrate the learning into future practice.

Southern border areas

Our consultation and analysis highlight potential challenges within southern border areas in relation to identification of need and seeking funding for Victims and Survivors related services. For example to date only one southern project has received funding related to delivery of Victims and Survivors services under Theme 1.2. In looking forward, whilst in the North the OFMDFM Service will be available for Victims and Survivors, there will be no equivalent in the southern border areas.

Recommendation Seven:

We recommend that the Consortium take a proactive approach in advertising and promoting the future call for projects within the southern border areas. This approach should make clear the potential services and activities that could be supported and ensure that future funding in the southern border areas is accessible to those who need it.

Link with Government Objectives... 'addressing physical and community division created by interfaces'

It is imperative that any future funding fits with the wider strategy for 'dealing with the past' represented by the Victims and Survivors Strategy and CSI. As is recognised within the draft CSI programme perhaps the most tangible representation of the 'past' in Northern Ireland is the peace walls and other, sometimes non-physical, interface barriers. Support should draw upon learning from interface interventions funded under other parts of the Peace Programme (e.g. Belfast Interface Trust funded under Peace III Theme 1.1) and other stakeholders (e.g. OFMDFM, Atlantic Philanthropies).

Recommendation Eight:

We recommend the Consortium consider whether there are specific opportunities in the remaining funding period to undertake a phased approach to addressing one or more peace walls and other, sometimes non-physical, interface barriers. The phases should allow for a flexible and realistic approach as to what is achievable in the short term, and what could be continued beyond the Peace III funding horizon.

- The initiative would need to articulate clearly how it is integrating 'acknowledging and dealing with the past' into its process. This will ensure it remains distinctive to Theme 1.2;
- A lead partner should be identified to co-ordinate and develop the approach. One potential partner with experience of interface related interventions and a good community connection across the north is the Northern Ireland Housing Executive;
- Whoever the lead partner is, they should engage with interface communities and key statutory stakeholders in developing the approach;
- Expression of interest phase – this could map out the scope or steps that could be taken over a short, medium and long term for a number of opportunity areas;

We envisage activities could include a series of steps including identifying baseline, identifying the conditions required before 'movement on the barrier could be considered', working towards those conditions and potentially planning / addressing the barrier itself (this may be reduction e.g. via replacement with a more permeable structure, or removal). These steps would draw on policy direction (e.g. description of interface issues covered in CSI) and best practice from other interface activity and research.

Consideration of this recommendation should also take into account activity supported under other Peace III themes / measures to ensure all effect is additional and complementary.

Innovative and distinctive

The innovative and distinctive nature of projects which came through under Strand 3 highlights that a process of open call for projects which 'push the boundaries' in terms of how addressing the past links into sustaining and embedding peace and reconciliation. Understanding of the scope of Theme 1.2 has developed from the time of the original Operational Programme. There is increasing consensus that addressing the past is broader than meeting the needs of those currently self-identified as victims and survivors.

Recommendation Nine:

We recommend a budget remains available for an open call approach through the Consortium which welcomes 'creative', 'innovative' and 'boundary pushing' projects in relation to peace building and reconciliation projects which meet the needs of Victims and Survivors. This could include services for Victims and Survivors that demonstrate additionality and add value to other provision in this area (see Recommendation 4).

Recognition of the long-term nature of peace-building and reconciliation should be taken into consideration. This may imply funding to continue on some of the most effective projects from the first tranche of funding in order that they maximise the extent of this impact over a longer period of time.

Funding allocation structure

Learning from the three strand approach, we foresee Theme 1.2 continuing without the aforementioned strands, but applying a combination of strategically led interventions and open call.

Recommendation Ten:

We recommend the next tranche of funding be allocated using a different structure. We envisage an approach of funder led interventions, direct commissions and open call.

Under the funder led / strategic partnership approach:

- a strategic intervention acknowledging the past in public memory; and
- addressing physical and community divisions created by interfaces.

Under Direct Commission:

The suite of activity required to strengthen service delivery (e.g. activity relating to standards, VFM and mapping and piloting potential collaboration between statutory and non-statutory providers). This can largely be done by directly commissioning work.

Under open call:

Projects which address the past, and contribute to sustaining and embedding peace and reconciliation. These should include innovative and distinctive approaches but could also include some Victims and Survivors services delivery where it is proven to be additional to other provision.

Target setting and evaluation

SEUPB should consider how best to improve target setting for the next tranche of funding. It is now in a good position to do this given development of the Victims Strategy and experience of the first tranche of funding. Our analysis has highlighted the lack of clear definitions in a number of the output targets within the Operational Programme. For example, 'Trauma Counselling' targets include a range of activities from intensive psychotherapy to complimentary therapies. A positive move by the Consortium relates to the development and introduction of the 'Aid for Peace' indicators which remain critical in looking forward in terms of understanding the impact of Theme 1.2.

Recommendation Eleven:

We recommend in looking forward and in order to give a more accurate indication of the effectiveness of the activities / services offered output targets should be given enhanced definition (e.g. to clearly distinguish between activities identified as Trauma Counselling) and the number of outputs for targets revised. In addition to the current range of output measures the 'aid for peace' indicators should continue to be integrated into evaluation processes.

This would allow SEUPB to understand more confidently which activities are performing well or underperforming and contributing to overall Peace III objectives.

Value for Money

VFM measurement in relation to 'dealing with the past' is particularly difficult. Methodologies are still emerging and assessment of effectiveness is difficult as impacts / outcomes may be very personal to individuals whilst also are still not explicitly understood at a societal level.

There needs to be further development of approaches to assessing VFM in relation to initiatives for dealing with the past. This is necessary both to help identify and explain effectiveness of intervention and to make the case for further investment given the economic challenges presented in the current climate and in looking forward towards the closure of Peace III funding.

Recommendation Twelve:

In establishing an understanding of VFM we recommend methodologies are piloted with a small number of providers to develop, test and learn lessons in relation to the most effective approach (this could be undertaken with projects currently funded through Theme 1.2). This effort needs to be linked with other efforts to better demonstrate VFM, including those being taken forward in relation to the Victims Service.

This sample should include providers of different forms of services. The pilot should take place over a period of time sufficient to allow definition, monitoring, assessment and reflection. The practices, lessons and skills could be collated and analysed centrally for the benefit of all stakeholders. However the process would necessarily be done in partnerships with organisations and hence could embed capacity within the sector.

Feedback during the consultation process from stakeholders and project promoters identified the important role played by the Consortium in terms of supporting and monitoring project implementation. We understand the current contract with the Consortium in relation to its intermediate body role is due to run until December 2013 however, our understanding is that projects in terms of spend and activity could potentially continue until 2015. In addition we would highlight the challenges (covered in this review) that remain in the delivery of this theme.

Recommendation Thirteen:

It is important that SEUPB consider how projects and spend will be supported and monitored in the period up until Theme 1.2 programme activity completes. Specifically, consideration should be given to the resources required to support activity through to completion including monitoring and evaluation.

A further overarching area for SEUPB to consider in taking Theme 1.2 funding forward is the potential risk associated with not achieving target expenditure levels. Whilst funding in relation to the 'open call' interventions and the commissioned research have less risk attached in terms of achieving expenditure targets the 'strategic' projects relating to acknowledging the past in public memory and in addressing physical and community divisions created by interfaces have potential risks in terms of achieving target expenditure levels, particularly if either have associated capital-build requirements. It should also be recognised, there may be negative feedback from some stakeholders if funding was moved from theme 1.2 to another theme.

Recommendation Fourteen:

We recommend that SEUPB should monitor progress against associated expenditure targets throughout the next twelve months so that risk associated with non-spend is minimised. In particular we envisage the highest risk in terms of spend associated with 'strategic' projects identified relating to acknowledging the past in public memory (recommendation 3) and in addressing physical and community divisions created by interfaces (recommendation 8) especially if either have associated capital-build requirements (which would involve significant lead in times).

The Consortium should compile an analysis of likely future needs and expenditure in the first quarter of 2011. This should provide SEUPB with a realistic understanding of the risk of not being able to spend the remaining funding within Theme 1.2, and the potential scale of any spending gap.

If the risk of non-spend is identified there may be opportunities to spend within other parts of Theme 1.2. However it may be necessary that a reallocation takes place to other Themes where there is associated need. SEUPB should consider how best to manage any reallocation.

2 INTRODUCTION AND BACKGROUND

2.1 Introduction

Deloitte was commissioned by SEUPB to undertake a review of implementation to date for Peace III Theme 1.2 – Acknowledging and Dealing with the Past. This report sets out the findings from the review.

This section of the report considers the background to the review, its overall objectives and outlines our approach.

2.2 Background

Peace III

The EU Programme for Peace and Reconciliation in Northern Ireland and the Border Region¹ of Ireland (2007 – 2013) (Peace III) is a distinctive European Union Structural Funds Programme aimed at “reinforcing progress towards a peaceful and stable society and promoting reconciliation”². The Peace programme is in its third full iteration following on from the implementation of Peace I (1995 – 1999) and Peace II (2000-2006). The Programme objective is to assist Northern Ireland and the Border Region, specifically focussing on reconciling communities and contributing towards a shared society.

In taking forward the overall aim of Peace III, the Programme is focussed on two overarching strategic objectives, each of which incorporates two key themes. These are outlined below:

Priority One: Reconciling communities

- building positive relations at the local level; and
- acknowledging and dealing with the past.

Priority Two: Contributing to a shared society

- creating shared public spaces; and
- key institutional capacities are developed for a shared society.

Theme 1.2: Acknowledging and Dealing with the Past

Theme 1.2 is a key aim of the reconciling community priority and aims to build upon the capacity of individuals to deal with the transition to peace and reconciliation and ensure that Victims and Survivors of the conflict are able to deal with the past on their own terms.

The Consortium (Community Relations Council and Pobal) has been appointed by SEUPB as a joint delivery mechanism of Theme 1.2. In total in the period 2007 – 2013 a global grant of c. €50m will be administered.

To assist with covering the target areas of the Peace III Operational Plan the Consortium divided the theme into three strands:

- Strand 1: Addressing the Past in Public Memory;
- Strand 2: Support for Participation; and

¹ The Border Region comprises counties Louth, Monaghan, Cavan, Leitrim, Sligo and Donegal

² Peace III Operational Plan

- Strand 3: Securing the Future.

To date there has been three calls for proposals under Theme 1.2 by the Consortium, one for each strand with approximately 50 per cent of the global grant being committed within these calls. As a result c. €25m remains within the budget for Theme 1.2 until it closes in 2013.

2.3 Terms of Reference

It is within this context that SEUPB has commissioned this review. The key aims of the review as identified within the Invitation to Tender are:

- an analysis of the current portfolio of projects to determine the type and level of services being provided by those projects. This analysis should assess the extent to which the Theme, its strands and the current project portfolio are addressing the needs of Victims and Survivors. The analysis should comment on the quality of these interventions (i.e. stating whether they are accredited) and also provide a commentary on their anticipated contributions to peace and reconciliation outcomes. The analysis should also test the extent to which groups working generally in the community and voluntary sector are seeking funding to provide services which meets the needs of Victims and Survivors.
- analysis in relation to Value for Money (VFM) aspects of the provision of services and a comparative cost analysis carried out to determine the cost of delivery and effectiveness of these services.
- analysis identifying any gaps in the current provision to the victims sector in relation to the objectives identified in the Operational Programme document. Following key stakeholder interviews, a comparative analysis with other developments in this sector in Northern Ireland and the Border Region of Ireland should be undertaken with a view to identifying any potential areas for duplicate provision.
- analysis identifying the additionality/added value of EU grant aid in the victims and survivors sector against alternative funding and other subventions as well as identifying any unintended consequences.
- Identify challenges, draw conclusions and make relevant recommendations in relation to the future implementation of the Theme in terms of addressing the needs of victims and survivors. This should include recommendations of the nature of activities that should be included in future calls and the quantity and quality of support services the PEACE III Programme should be providing to meet the aims and objectives of the Programme Priority.

2.4 Our Approach

Our approach to the assignment is summarised in Table 2.1 below.

Table 2.1
Methodology

Stage	Summary of Approach
6. Project initiation	<ul style="list-style-type: none"> Project initiation meeting with the Steering Group on 2nd June 2010 (Steering Group members provided in Appendix I); and Production of Project Initiation Document.
7. Project preparation	<ul style="list-style-type: none"> Programme of consultation agreed; Review of the Strategic Context; Collation and organisation of data; Desk-review of funded activity; and Developed the review framework including discussion guides for use during Stage 3.
8. Fieldwork	<ul style="list-style-type: none"> Completed consultations with 26 strategic stakeholders (consultees listed in Appendix II); Completed 15 project promoter consultations with representatives from funded projects across Northern Ireland and Southern Border Counties (consultees listed in Appendix II).
9. Analysis of Findings and Reporting	<ul style="list-style-type: none"> Analysis of Findings; Steering Group Workshop; Production of Draft Report; and Production of Final Report.

2.5 Report Structure

The remainder of this report is structured as follows:

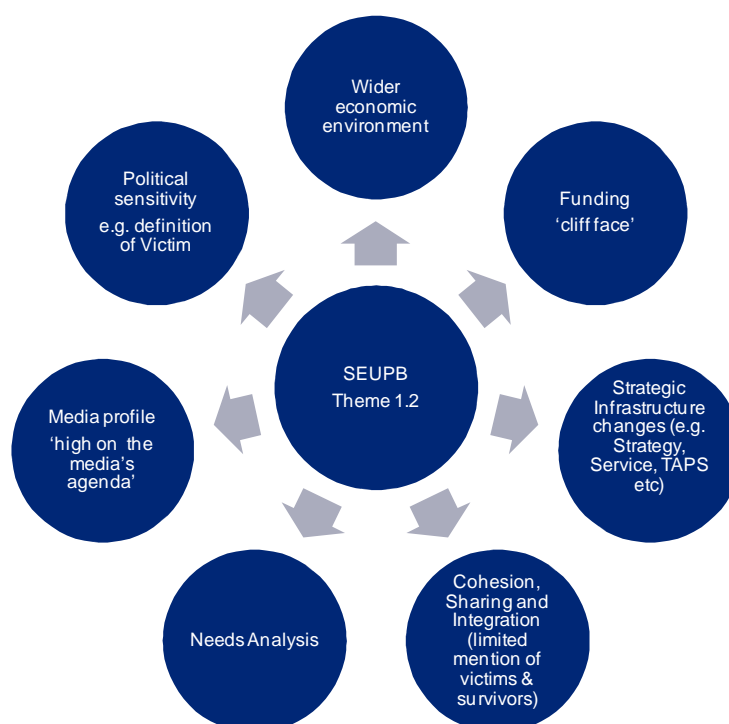
- **Section 3** – outlines the strategic context for the review including the purpose and scope of Theme 1.2 and key developments over the review period;
- **Section 4** - presents our data analysis of the funding administered under Theme 1.2 in terms of strand, spend and geographical distribution;
- **Section 5** – outlines the key findings from our consultations with internal and external stakeholders and project promoters;
- **Section 6** – presents our analysis of Theme 1.2 against each terms of reference; and
- **Section 7** – presents our recommendations for the way forward.

3 STRATEGIC CONTEXT

3.1 Introduction

This section of the report provides an overview of the strategic and policy context within which Theme 1.2 is operating and the key developments over the review period. The key factors affecting the strategic context are illustrated in Figure 3.1 below. These are developed further in this section.

Figure 3.1 – Strategic Context

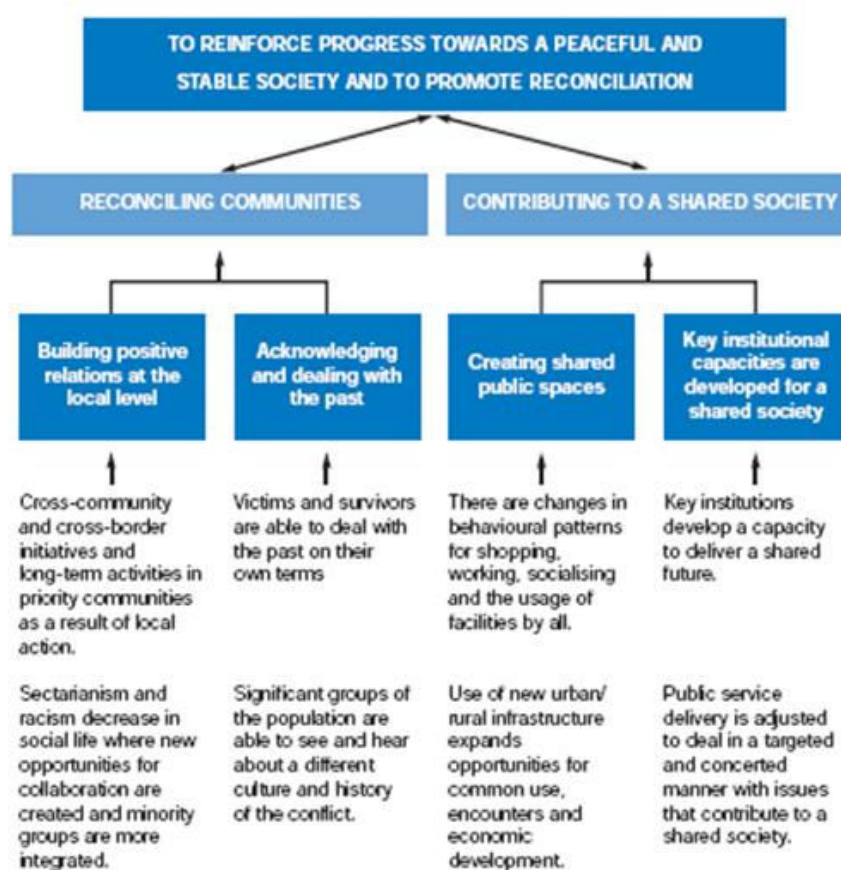


3.2 Overview: Theme 1.2 Acknowledging and Dealing with the Past

This subsection provides a high level overview of Theme 1.2 within the overall structure of the Peace III programme (presented in Figure 3.2).

Theme 1.2 sits within Priority 1, which has a strategic objective of *'Reconciling Communities'*, and contributes to the overall goal *"To reinforce progress towards a peaceful and stable society and to promote reconciliation"*.

Figure 3.2 – Overall Structure of Peace III Programme



Source: *Peace III Operational Plan*

The Operational Programme (paragraphs 4.17 – 4.20) also highlights the target areas, target communities and groups and indicative operations. These are listed in Table 3.1 below.

Table 3.1 Target areas, Target communities and groups, Indicative Operations

Target areas	Target Communities and groups	Indicative Operations
<ul style="list-style-type: none"> • Sectarian interface areas where segregation, inter-community conflict and dispute are high and community relations are correspondingly poor; • Disadvantaged areas suffering the effects of physical dereliction as a consequence of the conflict; • Areas that have experienced high levels of sectarian and racial crimes, incidents and tensions; • Areas isolated by border closures and limited economic and social cross-border linkages; and • Areas where social and economic development has been inhibited by the conflict and problems of exclusion and marginalisation exist, illustrated by low levels of income, skills and qualification and consequently display high levels of multiple deprivation. 	<ul style="list-style-type: none"> • Victims of the conflict, i.e., the surviving injured and/or disabled people (either physically or psychologically) of violent, conflict related incidents, and those who care for or are related to them, including close relatives who mourn their dead; • Displaced persons, i.e., those who have involuntarily moved from areas of violence or from interface areas, and communities in which there is a concentration of such displaced persons; • People who have been excluded or marginalised from economic, social and civil networks as a result of problems related to sectarianism, racism and the conflict (this includes, inter alia, a focus on young people, women and older people and minority communities); • Former members of the security and ancillary services; • Ex-prisoners and their families, i.e., qualifying prisoners who were or would have been released under the terms of the Good Friday Agreement. 	<ul style="list-style-type: none"> • Action plans (including those Action Plans for the Border Region and for Northern Ireland and those on a cross-border basis) developed and implemented at a local level that address the relevant issues in that area in relation to sectarianism, racism, conflict resolution, mediation and reconciliation; • Cross-community, cross-border and other events that challenge attitudes towards sectarianism and racism, support conflict resolution and mediation and promote active citizenship; • Activities that seek to address the barriers to participation in economic and social networks which victims and survivors face; • Actions that explore legacy and memory of the conflict through truth recovery, documentation, storytelling and the recording of complex history and experience; • Projects that stimulate cultural diversity, including public, private and community institutions; • Projects that increase the participation of marginalised and minority groups in society and promote active citizenship; • Projects that develop high quality trauma counselling services; • Projects that develop high quality befriending services; and • Projects that contribute to the collection, development and exchange of messages concerning different experiences of conflict and post conflict.

Source: Peace III Operational Plan

Table 3.2 provides a summary of the targets and indicators anticipated from programme activity under Theme 1.2.

Table 3.2 Targets and indicators

Type	Indicator	Baseline	Source	Timeframe
Output	1,000 people in receipt of Trauma Counselling/Service	0 [3,400 participants were involved in PEACE II projects with trauma counselling as a key element, some may have received assistance other than trauma counselling ⁸⁹]	Reporting by beneficiaries and verification/checking by Intermediate Body	Six monthly
	50 events assisting victims and survivors	0 [211 PEACE II projects were involved in reintegration activities with victims and survivors ⁹⁰]	Reporting by beneficiaries and verification/checking by Intermediate Body	Six monthly
	2,000 participants at events assisting victims and survivors	0 [8,700 participants involved in PEACE II projects]	Reporting by beneficiaries and verification/checking by Intermediate Body	Six monthly
	20 conflict resolution workshops	0	Reporting by beneficiaries and verification/checking by Intermediate Body	Six monthly
	200 participants attending conflict resolution workshops	0	Reporting by beneficiaries and verification/checking by Intermediate Body	Six monthly
Result	75% of recipients of trauma counselling feel they are better able to cope	0	Reporting by beneficiaries and verification/checking by Intermediate Body	Six monthly
	75% of participants of events believe they are more able to describe what it is like for the other community	0	Reporting by beneficiaries and verification/checking by Intermediate Body	Six monthly
	Change in perception amongst Programme beneficiaries that violence is not a legitimate or effective means of resolving conflict	Not yet available	Survey or focus groups of participants before and following events	Ongoing
Impact	Changes in awareness of the past and/or roles in the conflict among Programme beneficiaries	Not yet available	Survey or focus groups of participants before and following events	Ongoing

⁸⁹ The 3,400 participants of PEACE II were involved in projects where trauma counselling was a key element, however, there were other services offered within these projects and it is likely that some participants received assistance other than trauma counselling. In addition, less funding is available for PEACE III.

⁹⁰ Measure 2.4b of PEACE II had a particular emphasis on assisting victims and survivors and there were 211 projects funded. Given the more strategic nature of PEACE III, it is expected that there will be a smaller number of focused events.

Source: Peace III Operational Programme

In 2009, a set of four 'Aid for Peace' indicators were developed by the Consortium to support projects to identify how they were achieving peace and reconciliation "outcomes". The 'Aid for Peace' Approach³ is an evaluation methodology for examining peace building interventions

³ PriceWaterHouseCoopers LLP (2007) – *A monitoring and evaluation framework for peacebuilding, Final Report*

designed on behalf of SEUPB. The four 'Aid for Peace' indicators designed in relation to Theme 1.2 are as follows:

- People demonstrate a change in attitude towards cross community and cross border activity;
- People demonstrate a positive change in behaviour towards individuals from other communities;
- People engaged with the project demonstrate improved levels of trust and tolerance within their community and or between communities; and
- Different experiences, memories and legacies of the past have been acknowledged.

To assist with covering these target areas and contributing to the thematic targets the Consortium divided the theme into three strands:

- **Strand 1 - Addressing the Past in Public Memory** - aiming to support actions that explore the legacy and memory of the conflict through truth recovery, documentation, storytelling and the recording of complex history and experience.
- **Strand 2 – Support for Participation** - aiming to provide advice, counselling and support services for victims, their relatives and those who care for them. It also aims to build the capacity of individuals to deal with the transition to peace and reconciliation and ensure victims and survivors are able to deal with the past; and
- **Strand 3 – Securing the future** - aiming to support innovative actions that will help prevent an outbreak of violence in the future by taking action to repair relationships and by engaging the wider community in peace-building and reconciliation work.

Further analysis of the performance of Theme 1.2 against targets is presented in section 4.

3.3 Government Policy and Strategy

This subsection provides a high level overview of Government Policy and Strategy relevant to the operation and implementation of Theme 1.2.

3.3.1 Programme for Government 2008 - 2011

The Programme for Government (PfG) sets out the key plans for the Northern Ireland Executive for the period 2008-2011. Its over-arching aim is:

“to build a peaceful, fair and prosperous society in Northern Ireland, with respect for the rule of law and where everyone can enjoy a better quality of life now and in years to come”.

Although the PfG does not include explicit references to acknowledging and dealing with the past it does contain some implicit references. Under Public Service Agreement 7 entitled Making People's Lives Better, is a programme across Government to reduce poverty and address inequality and disadvantage.

Objective 5 of this PSA “to promote equality and the enforcement of rights” specifically references the need to bring forward *“a programme of cohesion and integration for a shared and better future for all to address the divisions within our society and achieve measurable reductions in sectarianism, racism and hate crime”.*

Objective 6 of this PSA is *“working with the Commissioner for Victims and Survivors, to develop and implement a new, comprehensive strategy approach to Victims and Survivors”.*

Specific actions recorded are to:

- publish a new strategy for victims and survivors and establish a Victims and Survivors Forum; and
- establish a new scheme to provide support, assistance and advice for groups and individuals and agree arrangements for the sponsorship of the office of the Commissioner for Victims and Survivors.

3.3.2 Cohesion, Sharing and Integration

With the resumption of devolution in May 2007, OFMDFM initiated the development of a new strategy that would integrate the race and community relations strategies and would supersede *“A Shared Future”*.

Agreement between the First Minister and Deputy First Minister on the Cohesion, Sharing and Integration (CSI) programme was announced in February 2010. Subsequent to the initial announcement, OFMDFM asked government departments for their input into the CSI programme. The draft programme was released for public consultation on 27th July 2010 with the consultation programme set to run into the autumn.

The CSI programme aims to *“build a strong community where everyone, regardless of race, colour, religious or political opinion, age, gender, disability or sexual orientation can live, work and socialise in a context of fairness, equality, rights, responsibilities and respect”*.⁴ In taking forward governments commitment a ministerial panel is to be established under the draft proposals.

CSI does not explicitly discuss acknowledging and dealing with the past. Several references, however, do link to it, for example *“the arrival of people from across the globe offers the potential to change the context within which divisions of the past have remained”*. In addition, CSI prioritises the removal of physical evidence of the conflict as a way to *“work to address the legacy of the troubles”*. One of the key goals in this regard is *“to urgently address the physical and community division created by interfaces with the support of communities”*. In highlighting issues relating to interface areas the CSI programme specifically references the following key requirements:

- The need for local community involvement and support in approaches taken;
- a number of interventions to tackle the issues which sustain the maintenance of Peace Walls through a cross-cutting programme with Departments, agencies and the community;
- creation of security and safety for the community in ways which would allow the physical interface barriers to be removed over time but only when the process has reached the point where people from the local community are ready to move forward; and
- working with communities to resolve instances where good relations issues arise from infrastructural work (e.g. traffic management / roads engineering etc).

Empowering children and young people *“to engage in positive activities and programmes that will have beneficial impacts and outcomes for them”* is also referenced in the context of moving forward from a *“society of mistrust and division to one that is shared”*. Specifically referenced within this priority is a project at the Junction in Derry / Londonderry entitled *“Dealing with the Past – Youth Leaders Training”* which aimed to support Youth Leaders *“take away the knowledge and skills on dealing with the past which could be applied when working with young people”*.

⁴ *Programme for Cohesion, Sharing and Integration – July 2010*

CSI also recognised the need for “greater sharing and understanding of the diversity within our community and respect for cultural manifestations where they are compatible with human rights norms”. Within this context CSI also highlights the need for an “effective outward looking dimension” in terms of “learning from the experiences of others and to continue to share our own experiences with areas such as the Middle East, the Balkan States and others emerging from conflict”.

3.3.3 Strategy for Victims and Survivors (2009)

In December 2009, OFMDFM published the strategy for Victims and Survivors. The strategy recognised that in taking forward a comprehensive approach, cognisance should be given to the complexity and numeracy of the issues relating to Victims and Survivors. The strategy aimed to build upon the existing “Reshape, Rebuild, Achieve” strategy of 2002.

The approach is Victim and Survivor centred and built around three key areas:

1. The Commission for Victims and Survivors;
2. A Victims and Survivors Forum; and
3. A new Victims and Survivors Service.

An overview of this infrastructure is presented in section 3.3.4.

The strategy recognises:

- that pain and suffering occurred;
- the long term impact of violence on victims and survivors;
- the need to adopt an approach specific to individual needs and not implement a ‘one approach fits all’ methodology;
- the need to include the victims and survivors in the building of a more peaceful future;
- the provision of funds responsive to identified and changing needs of victims and survivors;
- the work carried out to date by victim and survivor groups and build upon such valuable work; and
- not everyone affected by conflict needs or wants additional support.

The overall aims of the strategy are to:

- put in place comprehensive arrangements to ensure that the voice of victims and survivors is represented and acted upon at a governmental and policy level;
- secure through the provision of an appropriate range of support services and other initiatives a measurable improvement in the wellbeing of victims and survivors;
- assist victims and survivors, where this is consistent with their wishes and wellbeing, to play a central role, as part of wider society in addressing the legacy of the past; and
- assist victims and survivors to contribute to building a shared and better future.

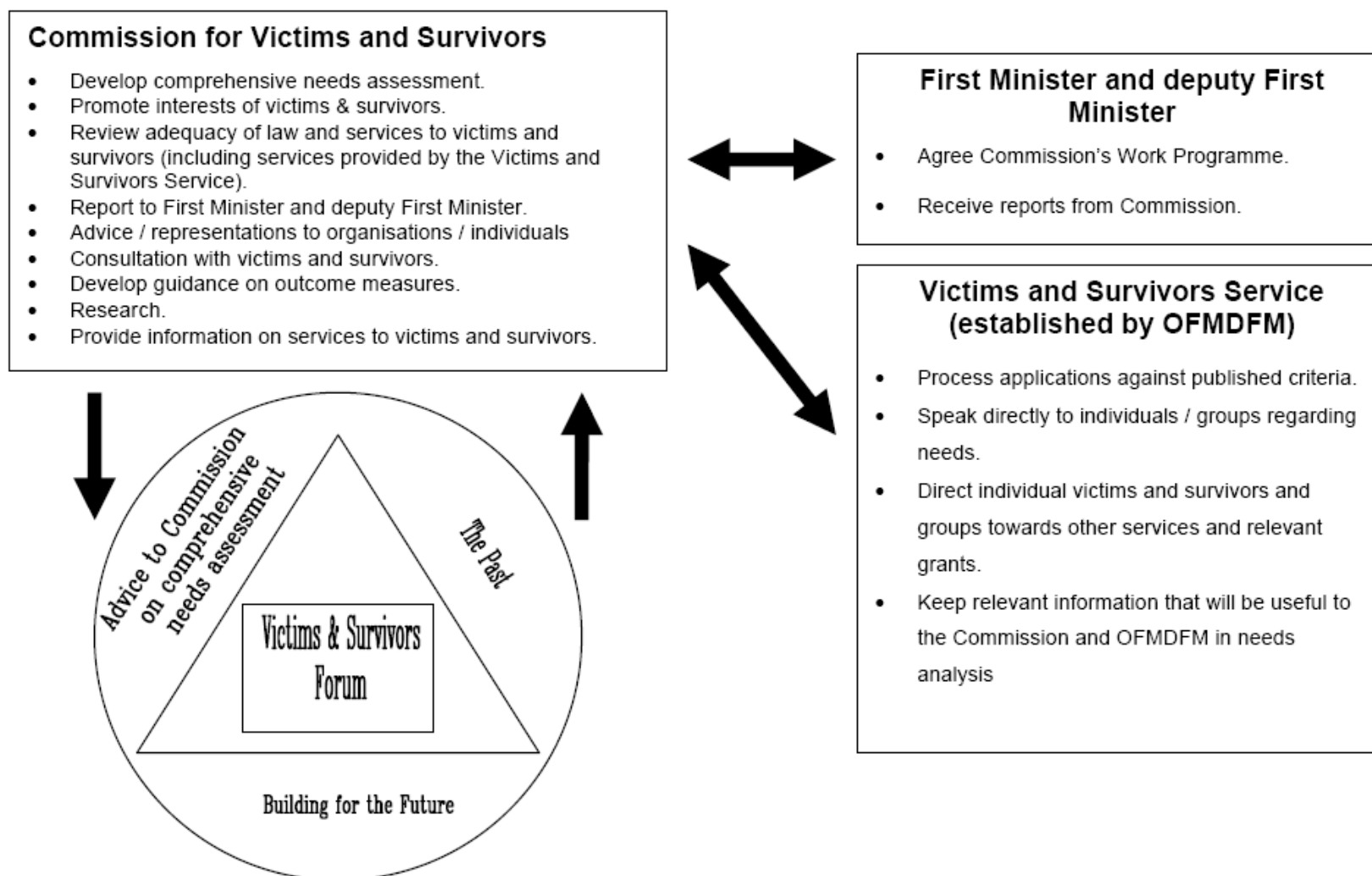
The strategy highlights action being required in three areas:

- a comprehensive needs assessment to inform the development of services (linked to the provision of long-term funding and support services for victims /survivors);
- dealing with the past; and
- building for the Future.

3.3.4 Overview of Strategic Infrastructure for Victims and Survivors

An overview of the infrastructure, as illustrated in the Strategy for Victims and Survivors is presented in Figure 3.3. This shows the roles and relationships between the Victims and Survivors Forum, the proposed Victims and Survivors Service and the Commission with OFMDFM.

Figure 3.3 Strategic Infrastructure



Source: OFMDFM's Outline draft strategic approach for Victims and Survivors – Consultation Paper

The Commission for Victims and Survivors

The Commission for Victims and Survivors was established in June 2008 under the Victims and Survivors (Northern Ireland) Order 2006. It is a Non-departmental Public Body of the OFMDFM. The principal aim of the Commission is to promote the interests of victims and survivors.

Statutory duties include:

- promoting an awareness of matters relating to the interests of victims and survivors and of the need to safeguard those interests;
- keeping under review the adequacy and effectiveness of law and practice affecting the interests of victims and survivors;
- keeping under review the adequacy and effectiveness of services provided for the victims and survivors by bodies or persons;
- advising the Secretary of State, the Executive Committee of the Assembly and anybody or person providing services for victims and survivors on matters concerning the interests of victims and survivors;
- ensuring that the views of victims and survivors are sought concerning the exercise of the Commission's functions; and
- making arrangements for a forum for consultation and discussion with victims and survivors.

The general powers of the Commission include:

- undertaking or commissioning research or educational activities concerning the interests of victims and survivors;
- issuing guidance on best practice in relation to matters concerning the interests of victims and survivors;
- compiling information, providing advice or information and publishing research or advice on any matter concerning the interests of victims and survivors; and
- making representations to anybody or person concerning the interests of victims and survivors.

CVSNI are currently developing strategic outcomes for the next three years of operation. The draft plan includes five strategic outcomes:

1. Active and inclusive listening and representation;
2. Clear evidence based advice and guidance to government;
3. Ensuring the efficient and effective delivery of services and standards of excellence;
4. A sustainable future for Victims and Survivor; and
5. A commission that is fit for purpose and value for money.

Pilot Victims and Survivors Forum

The Pilot Victims and Survivors Forum convened for its first meeting in September 2009. The Forum, whose members were appointed by the Commission for Victims and Survivors, aimed to be a platform whereby individuals expressed opinions and debated issues affecting Victims and Survivors. Key issues included the definition of a Victim, one of the most complex and controversial subjects and other topics including

the Eames / Bradley report, the Victims and Survivors service, and the Commission's work plan for 2010.

The forum completed its pilot phase in June 2010 and is currently subject to an evaluation process with the Commission expected to review the pilot forum by autumn 2010 and provide advice to Government on its future role. The pilot phase allowed the Commission to examine operating principles and structures and it is now developing plans for a permanent Forum which is anticipated to be convened in March 2011.

We understand that in the interim period a transitional group (consisting of the former pilot forum members) will continue to meet on a monthly basis to continue to discuss and engage on a range of key issues.

Victims and Survivors Service

In August 2009, a consultation paper on a Victims and Survivors service was released by OFMDFM. This Service is intended to be the focal point for funding work with Victims and Survivors replacing all current arrangements under which OFMDFM provides funding to the Victims and Survivors sector. It will be responsible for the provision of support for both individual Victims and Survivors, and, groups working with Victims and Survivors.

The Vision Statement for the Service outlined within the consultation paper is as follows:

"The Victims and Survivors Service will provide support for all victims in a co-ordinated and efficient manner. It will listen and be responsive to the needs of victims, and, will work closely with the Commission for Victims and Survivors and the Forum, to improve the lives of Victims and Survivors"

A key part of the Vision identified within the consultation paper is to build upon the work already carried out by practitioners with Victims and Survivors within the Voluntary and Community sector.

In support of this Vision Statement the Aims of the Service include:

- better co-ordination of funding;
- clearer links between support provided and actual needs;
- more efficient use of resources;
- sustainability;
- to make use of and improve upon good practice in the sector;
- to obtain better information on outputs;
- to collate information on individual needs; and
- better evaluation of services provided.

The Objectives for the service are that Victims and Survivors will have:

- access to high quality services;
- support relevant to their needs;
- services delivered in appropriate locations; and
- a commitment to the long term if required.

Since the completion of the consultation exercise in late 2009 discussions have been taking place with the OFMDFM Committee and the Commission for Victims and Survivors. Taking account of these views and the responses to the consultation, all of the strands of work required to establish the new Service have been identified. An agreed Project Management structure has also been agreed with the establishment of an overall steering group and a number of working groups looking at key areas such as organisational structure, standards, victims groups interaction and communication, service delivery and management information services.

On 1st April 2010 OFMDFM's Victims Unit announced a two year funding programme for community-based work with Victims and Survivors to cover the transitional period leading up to the establishment of the new Victims and Survivors Service in 2012. Within this overall timeframe, a phased approach to the Service's introduction is to be adopted with individual assessments during 2011 followed by victims groups interaction in 2012.

3.4 Victims and Survivors Sector

The Victims and Survivors sector is diverse and varied reflective of the diverse experiences, opinions and needs resulting from the conflict in the region. In relation to groups, for example, some have emerged due to specific events, whilst others have emerged in response to incidents in specific geographical areas. Groups vary in being seen as representing one or the 'other' side in the conflict, some are cross-community, with some also more political than others. Most groups provide certain levels of support to Victims and Survivors and services range from personal help (e.g. counselling, therapies, social support etc) to advice and advocacy work. As a measure of the scale of such groups 48 groups received core funding in 2008 / 09 through CRC's Core Funding Scheme whilst 122 groups received funding under the Development Grant Scheme.

In addition to the groups there are also individual Victims and Survivors who do not want to associate with groups or do not want to be defined as Victims. Consequently, they may remain 'invisible' in any process which seeks to count them as Victims and Survivors. Although no definitive numbers have been produced, estimates can vary between 44,000 and 55,000⁵, with some commentators suggesting this figure could be much higher.

There are also challenges with the 'visibility' of Victims and Survivors in the Southern Border Counties. Despite the development and growth of a sector in the North the infrastructure for Victims and Survivors in the South is relatively non-existent. This is despite evidence that some of the population there are also experiencing significant issues which they attribute directly to the Troubles.

"Although the incidence of those classified as (PTSD) cases was twice as high in Northern Ireland than in the Border Counties of the Irish Republic, 1 in 20 respondents from that location were classified as displaying clinical symptoms".⁶

Funding programmes in their requirements for greater accreditation and quality standards have helped developed the skills, capacity and quality standards of sectors such as the Victims and Survivors sector. However questions as to the professionalism and quality of services within this sector continue to be asked. In addition, practices of measurement and valuation of Value for Money (VFM) generally are still often focussed on outputs and on the short term. As well as outputs softer outcomes and impacts such as improved relationships, confidence, reduced social exclusion / isolation, social capital, engaging marginalised groups in mainstream policy processes (e.g. consultation and advocacy) are also valuable. The issue of timing is also a particular challenge for this review as the impacts of initiatives may only be realised over a long period of time.

⁵ South West LSP Community Victims and Survivors Initiative (2006:51)

⁶ QUB – The Legacy of the Troubles: Experience of the Troubles, Mental Health and Social Attitudes

Understanding the needs of Victims and Survivors is a particular challenge. The Commission for Victims and Survivors has been tasked with developing a comprehensive needs assessment. The first piece of work that was carried out was an initial literature review, which considered all of the previous needs assessments. The work was undertaken in the first few months of the Commission's existence, in 2008, and published in January 2009. The second phase of work undertaken was an examination of how spend had been prioritised between 2000 (the year that OFMDFM's victims unit was established) and 2008. This information provides a baseline indicator of how funding has been spent in order to build a quantitative assessment. Further work on need is ongoing, including the quantitative assessment with an expected completion date of April 2011 in line with the proposed opening of the Victims and Survivors service.

3.5 Wider Issues of Dealing with the Past

Within this subsection we identify a number of wider issues associated with dealing with the past.

How to deal with the past?

The question of how to deal with the past in any society emerging from conflict is wrought with difficulties and in that sense Northern Ireland and the Southern Border Counties are no different. Hamber and Kelly's definition of reconciliation identifies the importance of acknowledging the "*hurt, truths and suffering of the past*".⁷ They also identify mechanisms to do so including justice, healing, restitution or reparation and restoration.

The role of story-telling, recording and documenting experiences and opinions are being cited as mechanisms to explore legacy and memory of the conflict within the wider processes of truth recovery and within the context of exchanging different views of history, culture and identity. For others, the value of these activities is contested. Remembering the past, and struggles faced by the Victims and Survivors of the conflict and wider society create complex challenges. Addressing these challenges is critical for the future quality of lives of individuals, and also critical to wider conflict transformation processes.

There is growing recognition and evidence that when people are not engaged and are not moving forward, there is a danger they feel disenfranchised from any benefits of peace. In these situations they can become more marginalised in society, in more extreme circumstances to the point of becoming active against any peace process and creating political instability. Working alongside Victims and Survivors is relevant in this context.

Political Sensitivities / Scrutiny

*"The use of language, terminology and typologies remains a contested issue that evokes strong emotions in the sector"*⁸. Two areas of particular contention arise repeatedly in the context of dealing with the past:

- How victims are defined; and
- Use of definitions which produce a hierarchy of victims.

The lack of agreement on a definition relating to victims reflects the differences within wider public opinion in relation to dealing with the past. To some degree these opinions are split along political lines. Again this highlights challenges associated with acknowledging and dealing with the past.

In recent times we have seen an increase in the profile of "dealing with the past" through the media. For example, the Belfast Telegraph ran a series of articles / opinions through July which contributed to the debate (coinciding with the release by Secretary of State Owen

⁷ Hamber, B and Kelly, G. (2004) *A working definition of reconciliation*

⁸ *Hearing the Voices: Sharing Perspectives in the Victims and Survivors Sector -Templer and Radford 2007*

Paterson of a summary response to the consultation on the Consultative Group on the Past Report).

In addition, questions and scrutiny in relation to spend on dealing with the past are increasing particularly in light of the challenging economic conditions across both the North and South. For example, there have been debates on public record in relation to the value and effectiveness of spend⁹. The increased scrutiny and questions relating to dealing with the past create additional pressures to ensure impact and effectiveness is maximised and demonstrated through interventions.

Legacy of the Past

There has been significant change in the region, not least with the restoration of the devolved institutions and the tangible representation of co-operation it presents. The legacy of conflict, however, remains a continuing challenge. This is evident in continuing, if less frequent, acts of violence. It is also evident in those areas where conflict and division was most significant. Deprivation indices and research makes clear *“poverty and conflict have combined to leave many areas with problems of multiple deprivation still divided by the physical barriers which were once seen as short term protection for embattled communities but have now become part of the permanent structural landscape”*¹⁰.

The draft CSI document prioritises removal of physical evidence of the conflict. Perhaps the most tangible legacy of the past is the interface barriers or peace walls across Northern Ireland. In many cases these have been constructed as temporary or emergency interventions to provide neighbouring communities with increased security from direct attack. However, some commentators have highlighted that the policy behind erection of these walls or barriers has not been accompanied by thinking on the policy for their removal. Hence despite wider societal progress (e.g. with a shared government), such barriers have remained to become more like permanent features¹¹ and indeed the trend in the number and size of interface barriers has been increasing rather than decreasing (e.g. OFMDFM Good Relations Indicators 2008 update highlights twelve additional peace lines were erected between October 2006 and August 2008)¹².

Whilst quantification of the financial cost associated with division in Northern Ireland has proved difficult, research undertaken by Deloitte in 2006 on behalf of OFMDFM¹³ highlighted significant evidence that issues of segregation and conflict continued to influence policy decisions, public service provision and hence resource allocation.

3.6 Future funding

The Peace programme is in its third full iteration. It has played a substantial role in the journey out of conflict on this island. The Peace programme, the government and others have invested in developing capacity and initiatives to help acknowledge the past, support victims and survivors directly with their various needs (which can change over time), and repair relationships and engage the wider community in conflict transformation processes.

Contextually however, it is likely we are currently at the height of funding dedicated to interventions related to dealing with the past. On top of public sector spending cuts (£128m of savings in Northern Ireland in 2010 and further cuts of £1.2bn predicted to be required by 2015-16 from current expenditure of over £10bn) other funders are also planning to withdraw. These include the International Fund for Ireland (planning to finish in 2013) and Atlantic Philanthropies (planning to complete spending by 2016). Specifically in relation to OFMDFM spend on Victims (currently estimated to be £11.4m using information provided by OFMDFM)

⁹ See http://www.niassembly.gov.uk/record/committees2009/OFMDFM/100217_CVSNI.htm

¹⁰ *“Towards Sustainable Security”: Interface Barriers and the Legacy of Segregation in Belfast* Page 3, 2008. Community Relations Council

¹¹ *“Towards Sustainable Security” 2008 - Community Relations Council*

¹² OFMDFM – Good Relations Indicators 2008 Update (2009)

¹³ *Financial Cost of Division in Northern Ireland – 2006 Deloitte*

although Victims remains a high priority area, there is no guarantee it will be as substantial during the next Comprehensive Spending Review period.

It is important as the Peace Programme enters its final stages of funding that building sustained change is central to its thinking, in the context of meeting programme aims and objectives.

3.7 Summary

Since Peace III commenced there have been a number of key developments within Government policy and strategy. Most recently the Cohesion, Sharing and Integration (CSI) policy has been agreed between First and Deputy First Minister and is currently out for public consultation. Other key changes include the development of the Strategy for Victims and Survivors, establishment of the Commission for Victims and Survivors, the pilot Forum for Victims and Survivors and the proposed Victims and Survivors Service. As section 3.6 highlights a major challenge is going to be the reduction in funding initiatives related to dealing with the past. Therefore this review is being undertaken at a time of substantial change and decisions on the remainder of Theme 1.2 funding needs to take account of this.

4 FUNDING DATA ANALYSIS OF THEME 1.2

4.1 Introduction

This section describes the administration of the funding and a brief overview of the funding processes. It also provides details of the analysis of the funding awarded under Theme 1.2 since 2007. It is noted that analysis had already been undertaken by the Consortium in May 2010. However, as part of this review process the analysis has been reviewed and some additional analysis has subsequently been carried out.

The views of project promoters in relation to administration and processes are contained in section 5. Further analysis of the processes and involved in the allocation of funding is presented in section 6.

4.2 Administration of the Funding

The overall budget for Theme 1.2 is €50 million. As outlined in section 3.2 the Consortium has allocated funding under Theme 1.2 across three strands. In order to support allocation across these strands an indicative funding budget was also detailed as identified below:

- Strand 1: Addressing the Past in Public Memory (€10m);
- Strand 2: Support for Participation (€25m); and
- Strand 3: Securing the Future (€15m).

Strand 1

Under this strand the Consortium aims to fund projects from organisations or consortia interested in developing and delivering peace-building and reconciliation projects which seek to implement actions that explore the legacy and memory of the conflict through truth recovery, documentation, story-telling and the recording of complex history and experience. In particular it was anticipated that the Consortium would “*support a limited number of larger-scale projects of international quality in the identified areas of activity, storytelling, archiving and broadcasting*”¹⁴.

This strand was particularly targeted at organisations and institutions with the capacity to:

- work throughout the entire eligible area (as described in section 2.2), demonstrating extensive reach and engagement with all issues across communities;
- engage and reach all sections of society and maximise the number of people engaged in the process of reconciliation and healing;
- demonstrate experience and capacity to collect memory;
- demonstrate an understanding of the complex nature of the conflict;
- clearly demonstrate a bottom up approach within their proposal; and
- demonstrate how the project will meet the appropriate technology standards for broadcasting or media usage.

¹⁴ *The Consortium – Strand 1 Guidance Notes*

The Consortium opened for expressions of interest at the end of 2008, opened for applications in April 2009 and provided pre-application and post-application workshops as well as one to one support to applicants in advance of closure of applications in December 2009.

Strand 2

The aim of strand 2 is *“to address the suffering of Victims and Survivors of the conflict as an essential element of reconciliation”*. Projects supported under the strand are engaged in a wide range of activities including:

- counselling services;
- befriending / outreach services;
- complementary therapies;
- advice services;
- respite services for individuals caring for Survivors;
- training and education programmes and events (including accredited training for delivery of counsellors, therapists) ;
- networking events / facilitated discussions;
- youth peer mentoring training;
- cultural activities; and
- mentoring and supervisory support for volunteer counsellors.

This strand is specifically targeted at supporting public, voluntary and community organisations who work with, or can demonstrate the capacity to work with target groups including *“Victims of the conflict, displaced persons and people who have been excluded or marginalised from economic, social and civil networks as a result of problems related to sectarianism, racism and the conflict, former members of the security and ancillary services and ex-prisoners and their families”*¹⁵.

The Consortium opened this strand on 20th June 2008 and closed for applications on the 30th January 2009. In opening the strand adverts were placed in the national newspapers in Northern Ireland and the Republic of Ireland and information was available in hard copy from the offices of the Consortium and on the websites of SEUPB, CRC and Pobal. All applicants were also offered one to one support by Consortium staff and a number of workshops and clinics across Northern Ireland and the Southern Border Counties (five in total) were held by the Consortium.

Strand 3

The principle aim of strand 3 is *“to provide innovative actions that will help prevent an outbreak of violence into the future, by taking action to repair relationships and by engaging the wider community in peace-building and reconciliation work”*.

Projects supported under this strand involve a wide range of activities including:

¹⁵ The Consortium – Strand 2 Guidance Notes

- engaging the wider community in peace building and reconciliation work (including projects with specific themes e.g. women, young people, sport, arts etc);
- skills development in storytelling;
- promoting active citizenship;
- promoting good relations;
- capacity building initiatives;
- providing opportunities for cross-community, cross-border interaction and dialogue; and
- formal and informal training to support integration between the host community and growing refugee community.

The Consortium opened this strand in April 2008 and closed for applications in June 2008. As with strand 2 a number of support clinics and workshops were held for potential applicants' and one to one pre-application support was also available.

4.3 Funding activity by Strand

Table 4.1 below provides an overview of the applications and letters of offers to date under each strand, broken down by the number of applications received, rejected and approved and the letters of offers issues and accepted.

Table 4.1 Applications received to date

Theme 1.2		No. of applications received	No. rejected	No. approved	No. of Letters of Offers issued	No. of letter of offers accepted
Strand 1	Acknowledging the truth in public memory	26	19	1*	0	0
Strand 2	Support for participation	65	37	28	28	27
Strand 3	Securing the future	52	22	30	30	30
Total		143	78	59	58	57

**subject to pre-contract check*

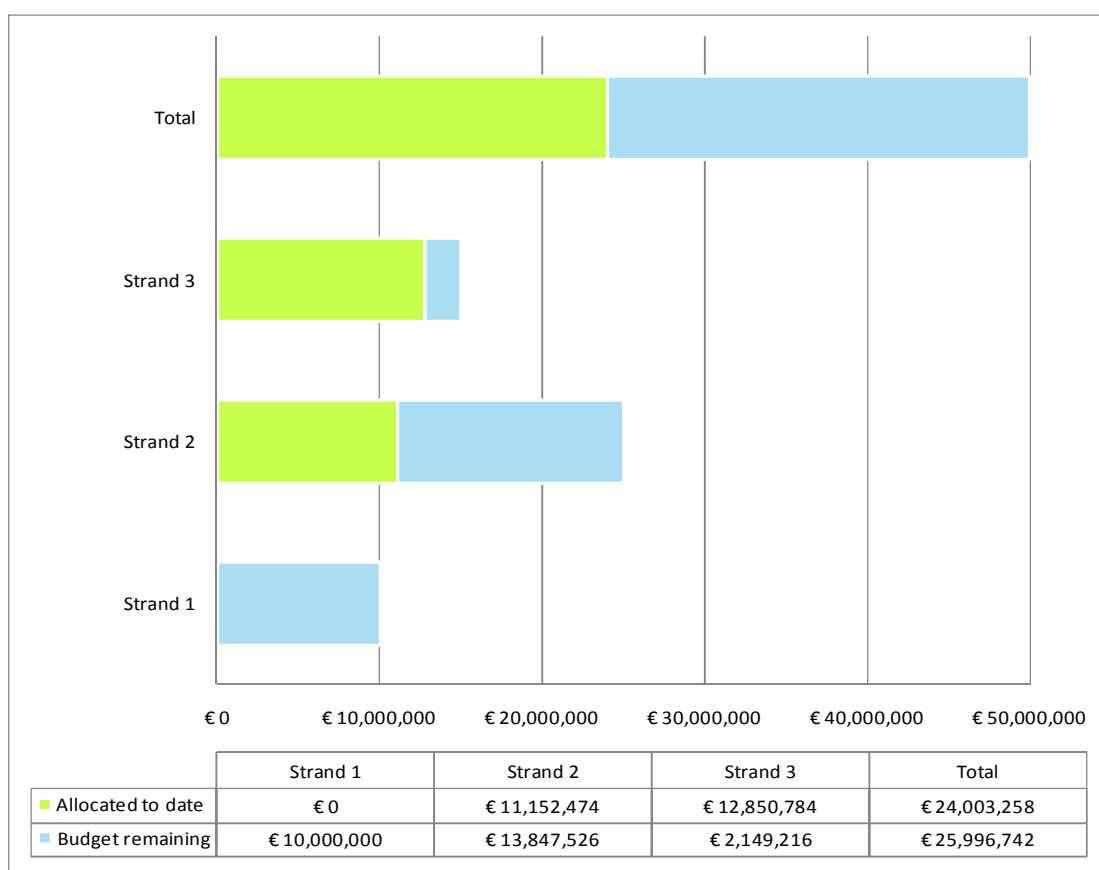
Source: Consortium, May 2010

Under strand 1, only one project has been approved subject to pre-contract check. The amount approved is £864,297. One other application has been deferred by the Consortium Steering Committee for consideration at the end of September 2010. All other applications under this strand have been rejected. To date the majority of projects funded have been allocated under strands 2 and 3. Table 4.1 also indicates that to date 143 applications have been received and 57 Letters of Offers have been issued and accepted.

Further analysis in relation to application process, including feedback from project promoters, is presented in sections 5 and 6.

Figure 4.1 below illustrates funding allocated to date across the three strands in terms of the amounts allocated and the budget remaining.

Figure 4.1 Funding allocated to date



Source: Consortium, May 2010

Figure 4.1 highlights that almost 50 per cent of funding has been allocated to date. It also shows that through the allocation of 30 projects the budget allocated for strand 3 has almost been met; approximately €14 million is yet to be allocated for strand 2; and the full amount of €10 million is yet to be allocated under strand 1.

As no projects have been approved as yet under Strand 1, the remainder of this section focuses on Strands 2 and 3.

4.4 Achievement against Peace III Operational Programme Targets

Table 4.2 below highlights the achievements to date of Theme 1.2 against Operational Programme Targets set at the beginning of the programme.

Table 4.2 Achievement against Operational Programme Targets

Operational Programme Indicator	Operational Target	Letter of Offer Targets Strand 2		Letter of Offer Targets Strand 3		Total Letter of Offer Targets	
		Target	Achievement	Target	Achievement	Target	Achievement
People in receipt of trauma counselling	1,000	4,448	2,166	940	264	5,388	2,430
Conflict resolution workshops	20	527	113	626	212	1,153	325
Participants attending conflict resolution workshops	200	3,630	950	7,154	2,986	10,784	3,936
Events assisting Victims and Survivors	50	1,048	209	327	88	1,375	297
Participants attending events for Victims and Survivors	200	11,178	3,319	5,914	1,581	17,092	4,900

Source: Consortium, May 2010

Overall, the data indicates to date, through strand 2 and strand 3 that targets have already been exceeded substantially in relation to the Operational Programme Targets. However, as can be seen from Table 4.2 the letter of offer targets are significantly higher across the indicators per strand (e.g. the total letter of offer targets for trauma counselling (5,388 people) is significantly higher than the Operational Programme indicator (1,000 people). This would indicate that Operational Programme Targets set at the outset across all of the indicators were relatively cautious and would merit revision¹⁶.

The subsections below provide further analysis in relation to these indicators.

Trauma Counselling

As shown in Table 4.2, trauma counselling features most strongly in strand 2 with more than 2,000 people in receipt of trauma counselling under this strand over the review period.

Within the Consortium's analysis undertaken in May 2010 the following areas were also highlighted:

- sixteen projects funded provide trauma counselling service, ten of which focus primarily on counselling services and the remaining offer complementary therapies and advice services; and
- the highest concentrations of these projects are in Belfast, Derry and Markethill. Only one project is located in the Southern Border Counties (the Cavan Family Resource Centre), one in Fermanagh (the Ely Centre in Enniskillen) and a further two in Tyrone (the Tara Centre in Omagh and the Peace Factory in Dungannon).

Under strand 3, more than 250 people have been in receipt of trauma counselling. However, the trauma counselling services funded under strand 3 relate to the provision of counselling or trauma therapy as part of a wider programme of activity as opposed to being a stand-alone service.

Conflict Resolution Workshops

In total, more than 300 conflict resolution workshops have taken place (as at March 2010) against an Operational Programme Target of 20 and letter of offer target of 1,153 with just less than 4,000 participants attending.

¹⁶ Our understanding of this exercise is to be undertaken across the wider Peace III programme for approval by EU in 2011

The number of conflict resolution workshops is evenly split across strand 2 (45 per cent) and strand 3 (55 per cent). However, it is anticipated there will be proportionally more participants attending workshops (66 per cent) under strand 3 than under strand 2 (34 per cent).

Events Assisting Victims and Survivors

The final Operational Programme Targets relate to events for assisting Victims and Survivors. These events range from social events for Victims and Survivors and their carers (including outings, social activities etc) to seminars or workshops to project beneficiaries.

In total, across both strands almost 300 events have taken place against an Operational Programme Target of 50 and letter of offer target of 1,375. In relation to attendance, these events engaged 4,900 people as at March 2010.

The majority (76 per cent) of these events up to March 2010 have been delivered by projects funded under strand 2.

4.5 Geographical Impact and Community Uptake

As part of their analysis, the Consortium assessed the geographical impact, community uptake and cross community impact of projects funded to date under strand 2 and 3. The methodology for assessment against these categories was based on the Consortium's existing experience and knowledge of the groups / projects in receipt of funding, information provided at application and assessment stage and monitoring reports submitted by projects to date against the following definitions:

Geographical impact: the area of benefit/geographic footprint of project beneficiaries. This has been categorised as follows;

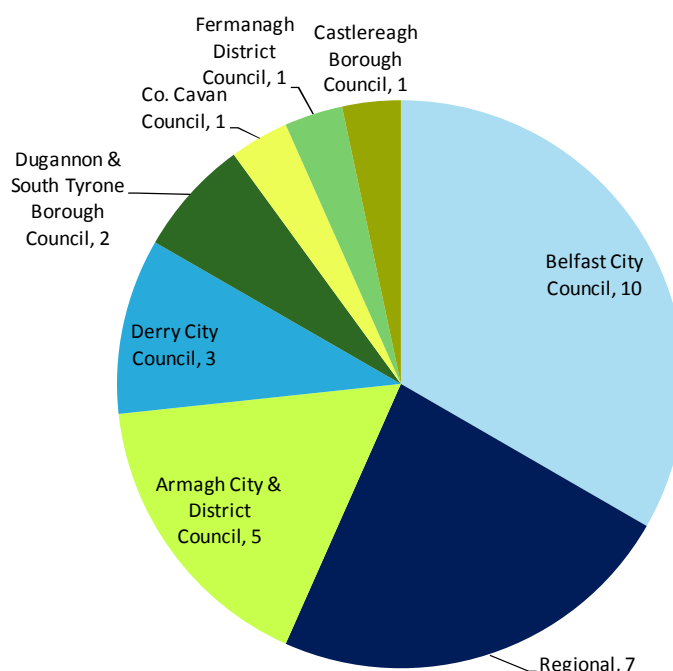
- Regional – project will impact across the entire eligible region (i.e. Northern Ireland and Southern Border Counties);
- Northern Ireland Only – project targets beneficiaries within the 6 counties of Northern Ireland;
- Cross Border – the project will impact across the border but the link will be with one or two areas on either side of the border (i.e. sub-regional); and
- One specific area – where the project's reach is within one distinct area. Based on the data made available for this research we have used Local Government Districts (LGDs).

Community Uptake: of project beneficiaries and the lead partner. This has been categorised as follows:

- Protestant/Unionist/Loyalist (PUL);
- Catholic/Nationalist/Republican (CNR); and
- Cross Community.

Figure 4.2 provides a breakdown of the geographical area of impact of projects funded to date under strand 2 in terms of the number of projects. Information provided is at a LGD level for ease of comparison, however it should be noted that not all projects will have a LGD - wide impact, for example the one project in Castlereagh Borough Council specifically targets one estate.

Figure 4.2 Geographical spread of strand 2 projects

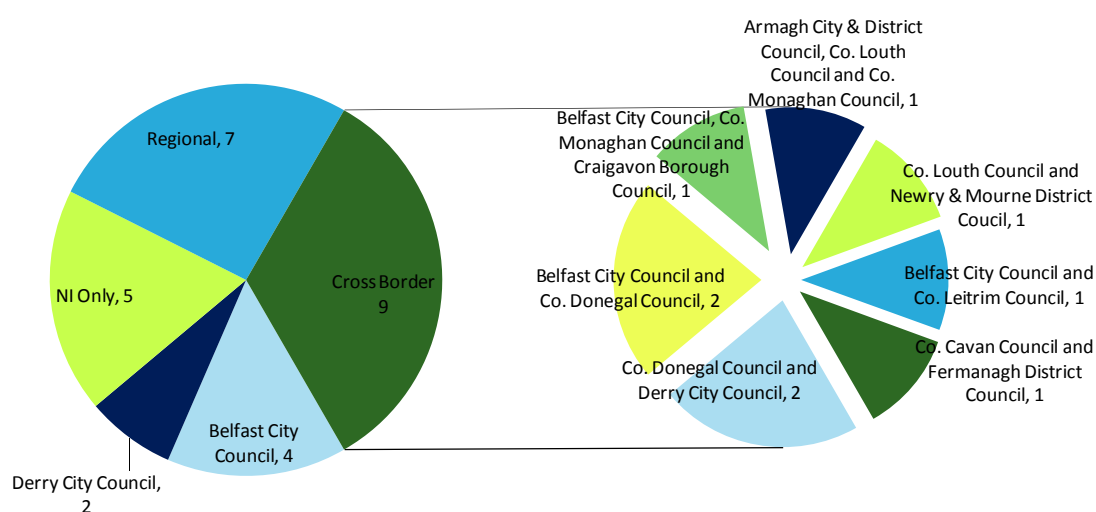


Source: Consortium, May 2010

Figure 4.2 illustrates that under strand 2 the largest proportion of projects benefit communities in Belfast City Council area (33 per cent, n=10) and the second largest proportion benefit communities in all eligible areas i.e. are regional (23 per cent, n=7). Only one project benefits communities in a Southern County Council (Co. Cavan Council n=1). None have a cross border impact at a sub-regional level.

Figure 4.3 provides a breakdown of the geographical spread of projects funded to date under strand 3 in terms of the number of projects. Again information is shown at the LGD level.

Figure 4.3 Geographical spread of Strand 3 projects



Source: Consortium, May 2010

Figure 4.3 illustrates that the largest proportion of strand 3 projects span both sides of the border i.e. are cross border (32 per cent, n=9), or operate in all eligible regions. It also shows

that the majority of projects have impacts in more than one LGD, with just 6 out of the 27 funded impacting in only one area – Belfast City Council (14 per cent, n=4) and Derry City Council (7 per cent, n=2).

Table 4.3 provides a summary of the funding allocation by beneficiary geographical area across strands 2 and 3. Again, this is based on information provided by the Consortium and on their understanding and knowledge of the projects.

Table 4.3 Funding allocation per geographical area

Geographical Spread	Strand 2		Strand 3		Total		% of total
	No. of Projects	Net €	No. of Projects	Net €	No. of Projects	Net €	
Regional	7	3.726m	7	3.996m	14	7.722m	32%
Belfast City Council	10	2.852m	4	2.076m	14	4.928m	20%
Cross Border (Sub-regional)	0	0	9	4.151m	9	4.151m	17%
Northern Ireland Only	0	0	5	2.247m	5	2.247m	9%
Armagh City and District Council	5	2.184m	0	0	5	2.184m	9%
Derry City Council	3	0.847m	2	0.665m	5	1.512m	6%
Dungannon & South Tyrone Borough Council	2	0.890m	0	0	2	0.890m	4%
Co. Cavan Council	1	0.369m	0	0	1	0.369m	2%
Fermanagh District Council	1	0.330m	0	0	1	0.330m	1%
Castlereagh Borough Council	1	0.171m	0	0	1	0.171m	1%
Total	30	11.369m	27	13.135m	57	24.5m	100%

Source: Consortium, May 2010

Table 4.3 highlights that the majority of funding across both strand 2 and 3 has been allocated on a regional basis (32 per cent, n = €7.722m). The second largest amount was allocated to Belfast (20 per cent, n = €4.928m), closely followed by Cross Border (17 per cent, n = €4.151m).

As the majority of strand 2 projects operate in just one LGD, we have set out below the amount per capita allocated in each of the LGD that have benefitted from strand 2 funding. The analysis shows that the most money spent per capita for strand 2 was in Armagh City & District Council area (€38/capita), Dungannon and South Tyrone Council area (€17/capita) and Belfast City Council area (€11/capita). These are the three areas considered to be most affected by the Troubles,

Table 4.4 Strand 2 Amount of Funding Allocated per capita

Geographical Spread	Strand 2		
	Total population*	Net €	€/capita
Armagh City and District Council	56,800	2184000	38.45
Dungannon and South Tyrone Council	52,300	890000	17.02
Belfast City Council	267,400	2852000	10.67
Derry City Council	107,900	847000	7.85
Co. Cavan Council	64,003	369000	5.77
Fermanagh District Council	60,600	330000	5.45
Castlereagh Borough Council	65,600	171000	2.61
Total	674,603	7643000	11.33

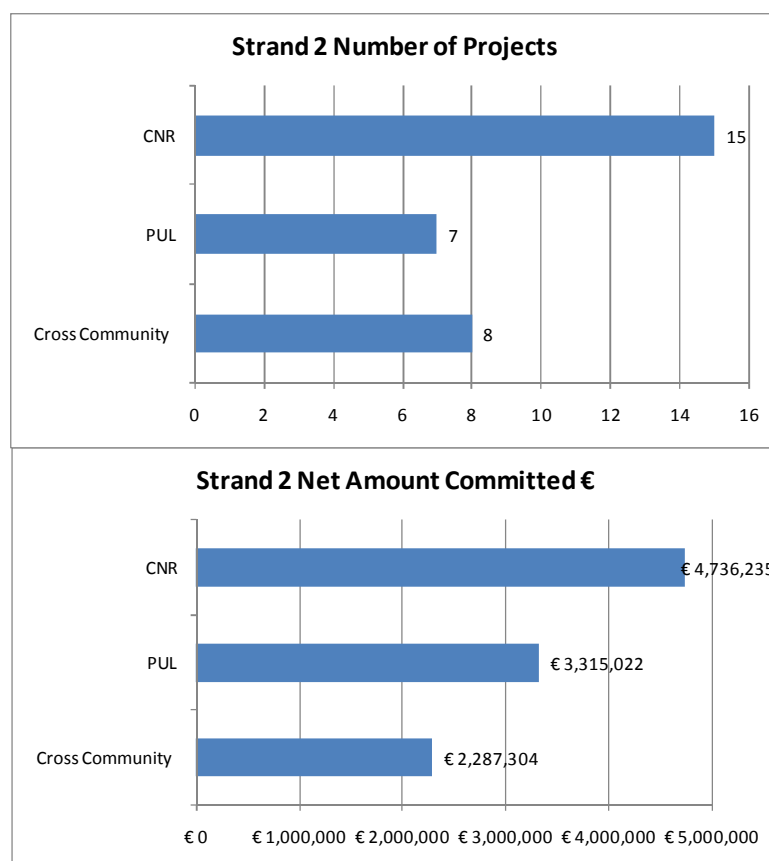
*As explained, projects that are regional, Northern Ireland wide or cross-border are not included in the analysis.

**2009 mid-year population estimates were available for Northern Ireland, however not for Ireland. Therefore this analysis is based on 2006 population data for Northern Ireland and Ireland.

Community Uptake¹⁷

Figure 4.4 provides a breakdown of the ‘community uptake’ of projects based on the definitions provided by the Consortium as part of their analysis. It is important to note that the Consortium have primarily used their own knowledge and experience of projects in allocating projects to each category.

Figure 4.4 Community Up-take and Amount Committed under Strand 2



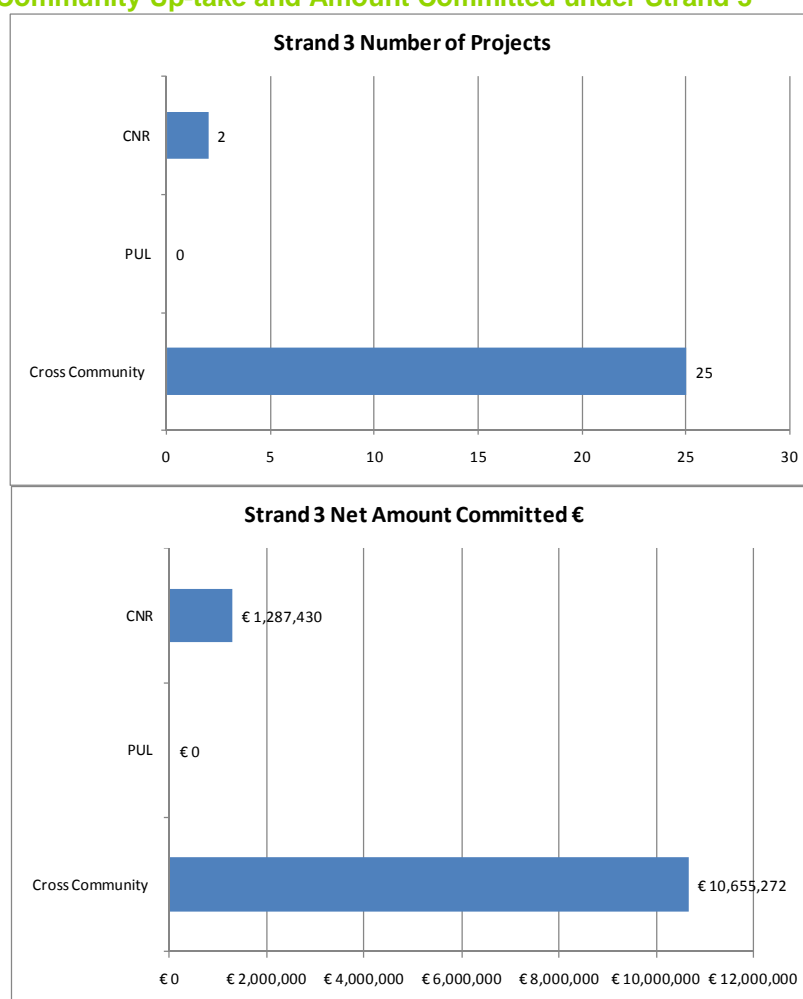
Source: Consortium, May 2010

In relation to strand 2, the majority of projects benefit CNR communities (50 per cent, n=15), 26 per cent are cross community projects (n=8) and the remaining 7 projects (24 per cent) benefit the PUL community. The amount of funding allocated under strand 2, shows that 46 per cent has went to projects that benefit CNR communities, 32 per cent went to PUL projects and 22 per cent was allocated to cross-community projects.

Strand 2 focuses on victim and survivor services and is therefore more likely to be single identify than cross-community. Also, there are other funders that support victim and survivor groups which do not have peace and reconciliation requirements. This may affect what groups are in a position to apply for Peace III funding.

¹⁷ To date the analysis has been based on the Consortium methodology for assessing community background for Theme 1.2. The reader should note SEUPB is commissioning research to complete a Peace III wide community background analysis. This programme wide analysis is the critical community background analysis overall

Figure 4.5 Community Up-take and Amount Committed under Strand 3



Source: Consortium, May 2010

For strand 3, the majority (93 per cent, n=25) are cross community projects, two benefit CNR communities and none target PUL-only communities. The amount of funding allocated under strand 3, shows that 89 per cent has been allocated to cross-community projects and the remaining 11 per cent went to projects that benefit CNR communities.

Strand 3 focuses on innovative projects that will help secure the future by repairing relationship between the two communities. It therefore lends itself more to cross-community initiatives as reflected in Figure 4.5.

In addition to this it, it has been suggested that PUL communities have not availed of funding as much as CNR communities due to poor infrastructure and this may be why fewer PUL projects have been funded under Strand 2 and none have been funded under Strand 3.

4.6 Initial Gap Analysis

In this subsection we provide an analysis of gaps in funding under strand 2 and 3 using information presented by the Consortium. Many of these findings have been revisited in consultation from stakeholders and project promoters in section 5 whilst further gap analysis is also presented in section 6.

Strand 2 – Support for Participation

- Analysis of the data provided by the Consortium highlights that 29 of the 30 projects funded in strand 2 are located in Northern Ireland with just one located in the Republic of Ireland (Cavan Family Resource Centre).
- In Northern Ireland, Belfast and Armagh LGD's receive the highest allocation of projects and funding in terms of geography under strand 2 reflective of the high number of conflict fatalities in those areas. However, other areas within the eligible region (including Derry, Dungannon & South Tyrone, Antrim, Coleraine LGDs etc) have none or very few projects.
- In relation to community uptake only a small number of the projects (eight projects) are classed as 'cross-community' using the Consortium definition. Whilst PUL community uptake (seven projects) is almost half CNR community uptake (15 projects).

Strand 3 – Securing the Future

- In total, 42 per cent of strand 3 applications were rejected. Using Consortium data this primarily relates to the low capacity of organisations which would have required significant support and mentoring from the Consortium to ensure they would meet expected requirements.
- There is a high number of projects (93 per cent) working on a cross-community basis under strand 3. However, none of the projects (using the Consortium definition) are PUL-only focused whilst only two are CNR focused. This is despite Consortium discussions with applicants highlighting the need for single identity work to pave the way to cross-community engagement and joint activities due to fear, prejudices misperceptions and lack of understanding that is still apparent in some communities.
- The following LGD areas are not beneficiaries of funding under strand 3: Larne, Ballymena, Moyle, Coleraine, Limavady, Dungannon, Omagh, Banbridge, Down, Ards, Lisburn, Magherafelt, Cookstown and Strabane.
- There is no project that is targeting or located in Sligo.

The Consortium has attributed these gaps to a number of factors that are outlined below. As part of our consultation process we have sought to test these observations (see section 5).

- Organisations and people living in the areas under-represented do not apply for the funding for a variety of reasons, such as:
 - no perceived need;
 - understanding of the funding and the relevance to their community and the work of their organisation;
 - lack of capacity and experience in applying for and managing large grant aid, staffing etc; and
 - perceptions and misunderstandings about the "peace and reconciliation process" anticipated as part of the funded project.
- In areas of high deprivation with significant social and economic issues it is a challenge for an organisation (particularly voluntary and community groups) to develop a project based on local need which focuses on addressing complex peace and reconciliation issues.

- Accessibility of funding from other sources. In particular organisations supporting victims and survivors and those who care for them have a number of options for funding such as Community Relations Council Development and Small Grants Programmes, as well as their Core Funding Programme for key staff. Many organisations prefer to manage a range of small grants for specific events of programmes.
- Many organisations, particularly in the community and voluntary sector, are put off by the detailed application and assessment processes as well as the level of financial controls, managing of staff, cash-flows, reporting and monitoring required post approval for funding.

4.7 Summary

To date approximately 50 per cent of the overall funding for Theme 1.2 has been allocated to a total of 57 projects. This has all been under strands 2 and 3. The budget for strand 3 has almost been met through the approval of 27 projects. There is approximately €14 million left of strand 2's budget and as no projects have been formally approved under strand 1, the budget of €10 million remains.

Funding has been allocated across Northern Ireland, the Southern Border Counties and on a cross border basis. Strand 2 largely consists of projects based in Northern Ireland with just one based in the Republic of Ireland. Communities targeted under strand 2 are largely single identity communities (50 per cent CNR and 24 per cent PUL) with just over a quarter (26 per cent) targeting both communities using the Consortium's definition of community uptake. strand 3 has a larger proportion of cross border initiatives and a larger percentage of cross community (93 per cent) projects.

5 CONSULTATION FINDINGS

5.1 Introduction

The purpose of this section of the report is to present the key findings from the stakeholder and project promoter consultations undertaken as part of the review. The findings are considered across a number of subsections as follows:

- Context;
- Current Theme 1.2 projects;
- Issues of Duplication, Quality, Partnership;
- Role of the Consortium;
- Value for Money; and
- Looking Forward.

A summary of the stakeholders and projects engaged in the consultation process are provided in Appendix II.

This section reports on the views of those consulted and does not reflect Deloitte's opinion, which is contained in our analysis in section 6. In the interest of confidentiality we have sought not to identify individual stakeholders or project promoters' opinions throughout this section. However, in order to gauge the level of opinion we have largely used the following system to group opinion "one" (one stakeholder / project promoter), "a few" (two or three stakeholders / project promoters), "a minority" (between four and half of stakeholders / project promoters), "a majority" (more than half stakeholder / project promoters) or "all". This should support the reader in understanding how many stakeholders / project promoters shared an opinion.

5.2 Context

Stakeholders

Stakeholders were asked to comment on the key contextual issues and developments relevant to funding under Theme 1.2 over the review period and their implications.

The 'Big Picture'

The majority of stakeholders highlighted the "new opportunities" presented by wider political progress such as agreement on the CSI programme and the devolution of policing and justice. However, the consensus was that although these progressions were important and welcome, the "uncertainty" and "confusion" within the wider community relating to dealing with the past had grown over an extended period as a result of the wider political impasse (e.g. delays in CSI, Victims and Survivors Strategy etc). As a result, the "uncertainty" and "confusion" as to "what success looks like" was unlikely to change in the short term. A minority of stakeholders continued to suggest that Government strategy remained "vague" highlighting that Victims are not mentioned within the CSI programme. In addition, a few stakeholders commented on the continued lack of political will to tackle "tougher issues" such as truth recovery and justice.

There were different views on the role of Victims and Survivors within the bigger picture of the peace process. One stakeholder spoke of a moral duty society had towards Victims and Survivors. However, a few others suggested that a broader outlook on dealing with the past was required and Victims and Survivors should not explicitly be considered to be the only stakeholders as the “issue is for wider society”.

It was also noted that in relation to Theme 1.2, although a substantial pot of money is available, the first tranche was developed and applied during the delay in the development of the Victims and Survivors strategy. A majority of stakeholders articulated that the absence of a strategy made it impossible to think strategically with the funding and as a result it should not be expected to have made strategic impacts. However, a few stakeholders were of the opinion that Peace III was supposed to be strategic and questioned the open-call approach to funding under this Theme. One added that in the context of top-down policy leadership, and open call, there should not be expectations on Victims groups, set-up for humane reasons, to lead policy and strategy developments.

Complex Issues

All stakeholders were in agreement that the issues of remembrance, acknowledgement and truth were “complex” and required “sensitivity”. A few stakeholders also identified how the challenge of identifying their impact on the wider peace-process was equally as complex and as a result were viewed in some areas as being “less important”.

As evidence of the complexity of working in the context of the past, stakeholders consistently pointed towards the continued contention around the definition of “victim”, language used more generally such as “reconciliation” and the fact that issues can very quickly become “politicised”. A few stakeholders pointed to the release of the Eames / Bradley report as a “case in point” suggesting that the “controversy” around the compensation for Victims and Survivors had resulted in lots of “good recommendations being left behind”.

Ongoing incidents and issues (e.g. such as political violence at interface areas and on a broader scale in relation to dissident activity) were viewed by a minority of stakeholders as being a “key threat” to work related to dealing with the past. They highlighted the challenge of work within this area as one stakeholder stated “one-off incidents can send us back five years”.

A few stakeholders highlighted the importance of the needs assessment being taken forward by the Victims Commission which will include categories and priorities to support and assist the Victims and Survivors Service. However, there was recognition this would not be complete in time to shape the second tranche of Peace III funding.

Growth in Victims and Survivors Sector

Although the majority of stakeholders recognised Theme 1.2 involves more than the Victims and Survivors sector, a few individuals expressed concern about the “unsustainable” growth of this particular sector in recent years. Stakeholders consistently considered the sector as “fragmented” and “lacking cohesion”. Others were more positive highlighting the growth in the sector as evidence that more Victims and Survivors were having their needs met and were more comfortable to come forward.

Specifically in relation to funding under Theme 1.2 a minority of stakeholders expressed concern about the “fears” some groups had of “having the rug pulled out from under them” when funding completed in the next couple of years. A few other stakeholders also questioned whether Peace III funding should be going into “service delivery” rather than “building sustainability” of the sector.

Economic Climate

The wider economic climate and pressures presented by the government cut-backs were also presented by the majority of stakeholders as a key contextual issue. Specifically, stakeholders believed that in times of “economic hardship” it was even more imperative to be “clear” and “transparent” with how money was being spent.

A minority of stakeholders commented on the perceived “cliff-face” for funding related to work in this area with the end of EU funding and a number of other “key players” including Atlantic Philanthropies and the International Fund for Ireland as well as the impending Comprehensive Spending Review which will “significantly cut public spend in across key areas”. A few other stakeholders discussed this next period of time in advance of a reduction in spending as “a key opportunity to create coherence”.

In relation to Peace III spend looking forward a minority of stakeholders talked of a “tension” between “spending money and losing money”. In particular, a few stakeholders highlighted potential difficulties in committing funding on “sensitive” or “political” subject matters which could get “bogged down in a political process”.

A minority of stakeholders continued to suggest that “perceptions” remained within PUL communities that CNR communities were benefiting more from Peace programme funding. This was particularly viewed to be the case in Southern Border Counties where minority communities were believed to be “too far behind” to effectively apply for funding under Peace III more generally.

Project Promoters

Project promoters were also asked about the context in which the projects are being delivered, if this had changed in any way since inception and what impact this may have had on the project.

Economic Climate

All promoters consulted mentioned the economic recession as being one of the biggest challenges to the sector. Government cuts have meant reduction in core funding for some organisations leading to necessary restructuring and redundancies with in some cases potential “knock-on” effects in attempts to meet the targets set for Theme 1.2 activity.

One project promoter who offers a counselling and advice service stated that the economic recession has impacted on the types of services they offer. “The economic recession has led to redundancies and therefore deprivation levels have increased”. This has in turn led to more people seeking counselling services and different types of advice such as debt management.

Uncertainty

Another key area for concern is the lack of clarity around the wider strategic and policy context. A few groups expressed the view that this lack of clarity has resulted in “uncertainty” within the sector which makes it very difficult for groups to plan for their own future. The majority of groups also expressed “confusion” and “uncertainty” around future funding, and the perceived ‘funding cliff face’. This was particularly evident in groups based in the Southern Border Counties where Peace funding is the only funding source in relation to counselling / befriending services and has given “recognition” to the people in these areas who were also affected by the Troubles. Without Peace funding there is a fear of what will happen with no other funding sources available.

In particular, the ‘dissident’ threat was highlighted by a few groups as being a key threat to work in this area. There was some suggestion that “fear” and “uncertainty” could undermine attempts at “moving forward”.

5.3 Current Theme 1.2 projects

Stakeholders

Stakeholders were asked for their views / opinions in relation to the current portfolio of projects funded under Theme 1.2.

Role within the wider peace process

There were a number of questions from stakeholders on the “role of Theme 1.2” within the wider peace process. As discussed, within the findings in relation to context stakeholders believed that as Theme 1.2 was designed and implemented during the period of “political impasse” as CSI and the Victims and Survivors strategy were developed its wider role in the peace process is “open to debate” and requires “reconfigured”.

A minority of stakeholders also discussed the role of the Victims and Survivors sector within the wider peace process. In particular, one stakeholder referenced the significant part that Victims and Survivors have played in “other post-conflict regions” but believed this was not the case in Northern Ireland as “too many people’s emotions were still raw”. A few stakeholders commented on Theme 1.2 being viewed as the “Victims Theme” at the outset but believed the “goalposts” had changed with the need to integrate Victims and Survivors more “fully into the wider peace process”.

Piecemeal funding

A few stakeholders also discussed views in relation to the “piecemeal” nature of the funding. This was largely viewed again as a result of the lack of wider strategy from government and there was some belief that the next tranche of funding should be “more strategic”. A further concern linked to “realising outcomes” was that the short-term horizons could limit people’s “ambition” and “expectation”.

Views on breadth / strand structure

There was some debate amongst stakeholders as to the appropriateness of the three strand structure of funding administration in terms of effectively meeting the overall aims of Peace III to “reinforce progress towards a peaceful and stable society and promoting reconciliation”.

There were some questions as to how this was being measured and “what this actually looks like in practice”. A minority of other stakeholders believed the strands were adequately broad to be able to incorporate “a wide range of activities”. However, a few stakeholders did suggest that although the principles were broad it was still difficult to get people to “think outside the box”. In addition, other stakeholders questioned whether this “broad approach” provided a platform to “think strategically”.

Across the stakeholders there was openness to removal / revision of the strands. However, a few stakeholders believed that categorisation under these strands were “sensible” in the absence of any “alternatives”.

Strand 1 projects

The majority of stakeholders were aware of the challenges faced by the consortium in finding “appropriate” projects under strand 1 of the funding. A few suggested that “it was just too political” to work and was much “harder” and “longer term” than provisionally thought. However, a minority also questioned the Consortiums approach to applications under strand 1 suggesting a “strategically led” approach would have worked better than “open-call”.

One stakeholder suggested that part of the difficulty may also be in the sequencing (i.e. the need to gather / collate the stories before archiving, museum exhibitions etc) and questioned whether Northern Ireland had the “skill-sets” or “appetite” required or “was ready” to collect the stories. In addition, a few other stakeholders suggested part of the challenge was “transparency” around the purpose of collecting stories, i.e. is it for “educational” purposes, “historical” purposes or “truth recovery”? It was recognised that different sections of society have different “perceptions” and “fears” in relation to storytelling and this led to “mistrust” and “paranoia” about who was going to use the stories and for what purpose. The value of storytelling and archiving was also noted as not being “fully understood” or “agreed upon” in the context of a wider peace process.

The lack of a wider strategic direction around what strand 1 was “trying to achieve” was regularly cited as a reason for the lack of progress during the review period with a few stakeholders linking this with a “lack of quality” in the bids. The majority of stakeholders discussed the “different interpretation of the purpose of storytelling” between communities suggesting that “clear” and “transparent” ethics and principles for gathering information needed to be “mapped out”. A minority of stakeholders specifically referenced ethics developed by “Healing through Remembering” as the starting point for this process. A few other stakeholders highlighted the Shoah Foundation which started recording stories of Holocaust survivors as an “international best practice model”.

Strand 2 projects

There was some debate amongst stakeholders regarding strand 2 projects with a few stakeholders suggesting that “Peace funding should not be simply funding Victims services” as others could provide funding. However, particularly in reference to the Southern Border Counties a few other stakeholders believed there to be “no other source of funding” for these types of activities / services.

There was some concern from a few stakeholders suggesting this strand was identified early as the Victims and Survivors strand observing firstly a stigma for some Victims and Survivors who simply do not want to associate with certain groups and secondly by defining in this way results in the “same groups” getting funding to deliver services. The majority of stakeholders suggested that Peace III should be about “more than service” delivery and should be a “strategic leader” in building sustainability and partnership working rather than offering “short-term” support for service delivery.

The majority of stakeholders suggested that a difficulty remained in how need was predicted and identified in relation to service delivery. A few stakeholders also questioned whether the response under strand 2 was actually meeting need or simply “spending money hoping it will make a difference”. A minority of stakeholders commented on the “high number of largely local projects” within this strand and only one project was regularly identified as linking voluntary sector and statutory sector capability.

Some stakeholders also questioned whether the services funded through Theme 1.2 were “adequately governed” by recipient groups under strand 2 and as a result had further questions as to the quality. In addition, a few stakeholders questioned whether there was enough challenge within the funding to “move people on to avoid stagnation”.

Strand 3 projects

Projects supported under strand 3 were regularly identified as those with the most potential to be “innovative”. However, a few stakeholders were of the opinion that the category was so broad “groups were not willing to take too many risks” for fear of not getting accepted for funding.

It was recognised that this strand gave the opportunity to “build on the work already undertaken” in Peace I and Peace II. A few stakeholders suggested as a result this strand was the most likely to create the “greatest impacts” in relation to the overall aims of Peace III. However, some were less clear on the types of activity that were taking place under this strand.

Gaps

A few stakeholders specifically referenced the “lack of progress” under strand 1 as being a key gap in relation to the current portfolio of projects.

Stakeholders recognised it was very difficult to be definitive regarding scale and scope of need. A minority referenced the “contention over definitions”, lack of statistics on need and “invisibility” of some individuals who do not want to be labelled as Victims and Survivors or do not want to associate with groups. In particular, a majority of stakeholders highlighted the “lack of information relating to need” in terms of service delivery. In this sense some questioned “how we could be sure this is the most appropriate way to spend?”

A few other stakeholders commented on the ageing profile of individuals who “may have a story to tell” with one suggesting that in the interests of completeness there should be motivation to capture stories “while they are still alive”. A few other stakeholders discussed the increasing importance of “trans-generational” issues which were not clearly defined.

A minority of stakeholders also identified the need to remain “realistic” about what could be achieved in the “short-term”. One stakeholder believed that “effectively conditioning society with principles” to deal with the past was challenging but more “sustainable” than trying “too much too soon”.

Project Promoters

Range of Projects

Through the project promoter consultations it is evident that a broad range of activities are being funded. Under strand 2 services currently being provided include: one to one counselling; befriending; complementary therapies, psychotherapy, personal development advice; and training. These services are largely locally based and aim to target the identified need of the local community.

A few groups do actively market their services through leaflets and posters, however the majority of groups rely on word of mouth and pro-active engagement by the project staff with the local community. While groups do provide advice, signposting and referrals to other groups and statutory services as appropriate, most groups agreed that statutory services “could and should be better at referring to their services”. This was particularly evident amongst the projects offering complementary therapies which are a type of service that is only offered by the voluntary and community sector and will not be mainstreamed into the statutory sector. One project promoter spoke about the access that General Practitioners (GPs) have, particularly in rural areas, to the most isolated and vulnerable people and the opportunity to refer them to services provided by the voluntary and community sector.

Under strand 3 services currently being provided centre around encouraging those affected by the Troubles to look at the history of the Troubles, to share their stories and their perceptions to change their attitude and understanding of the conflict and towards the other community. The project promoters consulted with did this by facilitating shared activities (e.g. creative arts) with groups from both communities through which peace and reconciliation issues can be discussed openly. Although a few projects are centred on Victims and Survivors (as their client base is largely from this sector) the majority of projects funded under strand 3 are targeted at the wider target areas and communities (see section 3.2) including interface communities and marginalised groups such as young people, women and ethnic minorities.

Meeting Need

Project promoters were asked what they understood to be the need of the communities they work with. The majority of groups spoke of a range of needs such as health (including mental health), social needs arising from isolation, addictions, economic needs arising from deprivation, training and education needs, and inter / trans-generational needs.

There was evidence of project promoters seeking to further understand the needs of their community. For example, one project promoter described a needs analysis survey undertaken in the South Tyrone & Fermanagh area which highlighted the rural isolation issue and the need for more befriending services. Another project promoter had designed and implemented a baseline survey for their local community to understand their needs in relation to training / employment and education.

A few project promoters highlighted the issue of poor infrastructure in rural communities but also within urban PUL communities particularly in parts of Belfast. Isolation was also viewed as an issue in the Southern Border Counties where communities “feel disconnected” from Northern Ireland and the Republic of Ireland and PUL communities in these areas are particularly isolated as they are “not engaged within any process”.

In the view of a majority of project promoters many people within the communities targeted by the projects, and particularly in the Southern Border Counties, “do not wish to be perceived as a Victim or a Survivor nor do they want to be associated with Victims and Survivors groups”. A minority of project promoters believe that this creates an “invisible” and “unmet” need for counselling, post-traumatic stress disorder and mental health services. As is discussed within section 5.2, the recent economic recession and dissident activity is viewed by project promoters as “compounding these issues further”.

Recent dissident activity has created fear amongst some within communities because it brings back memories from the Troubles, for example, one project promoter described a women affected by the Troubles in the 1980s but has been referred to her recently for counselling because of the recent dissident activity.

5.4 Issues of Duplication, Quality, Partnership

Stakeholders

During consultation stakeholders were also asked to comment on key issues highlighted by the steering group for the review in relation to quality, duplication and partnership working.

It is important to note the views contained within this section are largely in relation to funding for Victims and Survivors services and groups within strand 2.

Questions becoming more acute

Stakeholders recognised that given the economic context mentioned previously questions and scrutiny with regards to dealing with the past are becoming more “acute”. As a result there was a “significant challenge” to ensure money was being spent efficiently and effectively. A few stakeholders identified the increasing profile of dealing with the past in the wider media. This again was putting more pressure on the need for “transparency” with regards the impacts expected and achieved with regards funding.

Quality Standards

Questions of quality standards, specifically in relation to the provision of services under strand 2 were raised on a number of occasions by stakeholders. A few stakeholders suggested that within the wider Victims and Survivors sector counselling and befriending services were not “consistently governed” by recipient groups (e.g. there was some suggestion that supervision for counsellors / monitoring of befrienders was inadequate). This issue of quality was particularly important for a majority of stakeholders with one suggesting that “some individuals get involved in the delivery of these services with the best intentions but have never dealt with their own issues in the first instance”. With this in mind, one other stakeholder believed the responsibility of protecting the individuals was ultimately the “responsibility of the groups” receiving funding but the Peace Programme could do more to “support the groups in this regard”.

A minority of stakeholders also raised the question as to whether groups “defined as Victims groups” could ever move or be inclined to move someone on to a stage beyond being a “Victim”. A few stakeholders also challenged whether groups actually “held people back” with the intention of being “self-perpetuating” as it could be “beneficial for them in relation to seeking future funding”. A few highlighted the Police Rehabilitation and Retraining Trust (PRRT), in comparison, as an “interesting model” which “moved people on”.

Duplication

Some stakeholders raised questions as to whether services being delivered with funding, specifically under strand 2, had led to duplication and sub-optimum use of resources. Within the wider Victims and Survivors sector one stakeholder highlighted that “there are currently groups with similar religious / cultural backgrounds providing the same services in a geographical area however because of political differences / disagreements they do not share services and have their own client base”. Another stakeholder also suggested that another issue related to duplication involved the potential for individuals to “receive multiple services from different providers”. However, in both instances the stakeholders did not suggest this was happening under Theme 1.2 funding but did question whether processes were in place to ensure it was not happening.

Partnership Working

Stakeholders recognised the potential for better linkages between mainstream and voluntary and community approaches with “opportunities” specifically referenced including the transition towards “Victims and Survivors service” and the new “CSI programme”. However, within the current portfolio of projects only one project was identified by stakeholders as providing “linkage between the community and voluntary sector and the statutory sector”. A few stakeholders suggested “opportunities to explore mainstreaming” were important in looking forward.

Whilst acknowledging there was potential for “better linkages” a number of stakeholders suggested that a lack of “strategic framework” as to what this would involve and how this could happen was likely to be a barrier to dealing with the past in a “joined up way”. At a strategic level there was also commentary from a few stakeholders on the “limited recognition” of Victims and Survivors within the Psychological Therapy Services Strategy released by the Department, Health, Social Services and Public Safety (DHSSPS) in June 2010. One stakeholder also mentioned the Regional Psychological Therapies Group which has been established under the auspices of the Bamford HSC Taskforce, as a potential mechanism for “Victims and Survivors views to be heard”.

All stakeholders highlighted the merits of partnership working, particularly relating to the potential for improved “value for money” in service delivery and “reduced duplication”. However, a few stakeholders were wary of “forcing” partnerships between groups as some were “not ready”. A few stakeholders challenged this viewpoint suggesting that “some groups will never be ready” if they are not “actively encouraged”.

Capability

A few stakeholders highlighted the need for the development of capacity both at community and statutory level in relation to the “spectrum of dealing with the past”. The need specifically for work in the statutory sector to understand where there are capability gaps was articulated. This was viewed mainly in relation to the health sector. However, a few other stakeholders also commented on the need to develop the capacity of all sectors in understanding “processes, training and purpose” of initiatives and interventions to “deal with the past”

A number of stakeholders with a Victims and Survivors focus specifically referenced the need for support for organisations in “managing transition” to the new Victims and Survivors service. Stakeholders commenting in this area pointed to the reliance of many groups on the funding and the desire for maintaining the capacity during the transition period. Stakeholders believed the Peace programme could play a role in supporting this transition. However, others were clear that this role should not simply be in relation to “bridging a gap in service delivery”.

While supporting and developing capability is important, the cautious note raised by a stakeholder was that Peace III is “a Peace programme, not a community development programme” and should therefore “continue to be focussed on peace and reconciliation”.

Project Promoters

Project Promoters were also asked for their views and opinions in relation to duplication, quality of services, and partnership working.

Duplication

None of the Project Promoters believed they were duplicating services provided by statutory or other voluntary and community sector organisations. However, it was evident that despite the networking events hosted by the Consortium, there is very little understanding of what other projects are doing. For example one project promoter was unaware of what another project was doing despite them operating in the same area.

Quality

With regards to ensuring quality of service provided, all groups understand the importance of this and are attempting to apply some sort of quality controls. Nearly all of these are informal quality procedures such as using evaluation sheets, feedback and conducting board reviews. There was some, but limited, evidence of formal accreditation, for example one Counselling service has become the first in Northern Ireland to become accredited and one project provides accredited Open College Network training courses. This has been largely driven by the projects rather than being a stipulation of funding and most groups stated they would welcome quality standards.

Impact Measurement

All groups are aware of the Aid for Peace Indicators and are attempting to apply them, supported by the Consortium. Measuring the impact of the ‘softer’ outcomes such as changes in attitudes and perceptions is recognised as a challenge but most groups are attempting to do this via individual evaluations pre-intervention and post-intervention. However approaches across projects are not consistent.

There are varying levels of capacity across the projects visited but all are tackling the challenge to measure impact. However due to budgetary cuts, some groups have expressed the strain this has put on the organisation to meet the monitoring and reporting requirements.

Partnership Working

Project Promoters gave evidence of partnership working however this was mostly on an informal basis with other voluntary and community sector groups. Examples of partnership working included sharing of resources, referrals and facilitating cross community / border working. This again is largely driven by groups themselves and for those involved is seen as an effective way to operate in a climate where funding is limited.

Partnership working with the statutory sector was less evident. One group visited does have an existing Service Level Agreement with statutory bodies to provide complementary therapies. This is viewed as an effective way of working because both sides understand what they are getting out of the agreement and creates a level of trust for the statutory side that they are getting a quality service. However it is perceived as a largely one-sided benefit for the statutory provider with very little benefit for the group providing the service.

A few other groups mentioned the need to work more in partnership with the statutory sector but there is a need to raise awareness and understanding of the services that are provided by the voluntary and community. A good example of this is the complementary therapies which are not and will unlikely be provided by the statutory sector looking forward. Another example mentioned previously shows how improving the understanding of the statutory sector e.g. GPs, could improve access to the most isolated and vulnerable.

5.5 The Role of the Consortium

Stakeholders

Stakeholders were asked to comment on the role of the consortium in relation to Theme 1.2.

The majority of stakeholders considered the consortium to understand the needs and issues in dealing with the past in relation to Theme 1.2 and in the main views / opinions on their role were positive. Specifically, a few stakeholders discussed the role of CRC in relation to Victims and Survivors funding suggesting they were “well placed to ensure minimal duplication” especially as they currently administer the Core and Development Grant funding for Victims and Survivors. Stakeholders also stated the Consortium were “trusted on the ground” across the region and so were in a position to be able to “challenge groups to provide peace and reconciliation outcomes”.

There was some challenge from a few stakeholders in relation to the three strands of funding structure. A minority of stakeholders in particular challenged the importance placed on strand 1, particularly given the relatively poor quality response in applications. A few other stakeholders also challenged the “open-call” approach to all three strands which they perceived to limit the “opportunity for strategic projects to develop”.

Project Promoters

Project promoters were also asked their views on the Consortium.

Responses from all project promoters were positive in terms of processes. All agreed that the Consortium had been very supportive through the whole time period under review, from project application to facilitating networking events to hosting workshops on measuring impacts.

Specifically, project promoters discussed the level of support available from the Consortium in relation to the Aid for Peace Indicators. Through a series of workshops the Consortium has been working with groups to ensure they understand how and when to begin to measure feedback from beneficiaries. This support has been welcomed by the groups. Groups also welcomed the site visits by the Consortium suggesting this had improved relationship building and “gave them a chance to really show what we do”.

There were a number of comments from project promoters in relation to the “administration” in relation to Peace III funding more generally. However, the general consensus in relation to the Consortium was positive and very much valued in supporting groups through the “bureaucracy”.

5.6 Value for Money

Stakeholders

Stakeholders were also asked for their views and opinions in relation to VFM.

Additionality

The response to the VFM question tended to focus on the difficulty in assessing impact and “valuing” the work in this area. One stakeholder summed up the general consensus from stakeholders by stating “if there is no way to measure outcomes then it is impossible to know the value”. The question of what is “value” was also asked by a few stakeholders with some again citing Governments “lack of a clear and coherent strategy for dealing with the past” as a reason for the difficulty in measuring impact and as a result VFM.

A few stakeholders questioned how “additional” the activity being funded under Theme 1.2 was to activity elsewhere. In particular, some stakeholders suggested that particularly in relation to strand 2 there was “cross-over” with other funders who also provide services for service delivery. One stakeholder however did suggest that groups funded under this strand from the Southern Border Counties would not be undertaking this activity in the absence of this funding and in this sense the funding was “additional” to them.

Capacity

The question of capacity to measure VFM was also contested by stakeholders. A number of stakeholders believed that the attainment of evidence in relation to VFM is “desirable” although others questioned whether being too prescriptive with this would result in “unachievable” targets or indicators.

For some the lack of understanding in relation to “need” and “direction” would always result in difficulties in attempting to measure VFM. One stakeholder also suggested that fear of losing funding for some groups actually pushed them to focus on output targets rather than “quality outcomes”. In this regard, they believed the onus was on SEUPB and the Consortium to ensure “qualitative” and “softer” outcomes were valued as well as the numbers.

Project Promoters

Project Promoters were asked their view on value for money and in particular what factors need to be considered to ensure funding was put to best use. Most Project Promoters are finding it difficult to understand what will be valued because of the current lack of “clarity” and “detail” within government policy and strategy. A few groups are trying to position themselves in preparation for when services will be commissioned, for example one project promoter is currently conducting a cost analysis of their service compared to statutory provision.

However, given the complexity of needs being addressed and the difficulty of measuring impact for less tangible outcomes, the majority of groups believe VFM is “difficult” if not “impossible” to quantify.

The majority of groups do believe what they are offering does provide VFM simply because no one else is providing the services they provide and that statutory organisations would not be able to deliver the same services for the same amount of money. For example, one project visited has two members of staff running the project and they both often work twelve hour days to ensure the service is provided and monitoring and reporting requirements are adhered to.

It is also difficult to understand the full VFM of current services because the projects are not at the end of their funding period and so final outcomes have not been realised.

5.7 Looking Forward

Stakeholders

Stakeholders were finally asked to comment on the way forward in relation to Peace III funding under Theme 1.2 specifically with regards “maximising impact” in the next phase.

Leaving a Legacy

Stakeholders recognised the importance of “leaving a legacy” with regards to Peace III funding with a few stakeholders suggesting that although “all our problems” will not be resolved, perhaps some of the “conditions” to solving them could be “mapped out better”. One stakeholder asked whether the key strategic stakeholders (OFMDFM, VCSNI, CRC, SEUPB) could sit down and work out “what it is that is wanted at the end of Peace III”.

For one stakeholder the most important “legacy” would be that “lessons are learnt” and future generations do not go “down that path again”. In support of this the need to identify “what we have come through” and “documenting our pathway is vital”.

Strand 1

The majority of stakeholders suggested there was further scope and continued rationale in relation to strand 1 activities in looking forward. However, the need for a different approach to funding these activities was highlighted with a few stakeholders suggesting a “strategically developed consortium” of key agents was preferred to another “open call”.

Strategic Framework

Throughout the consultation process with stakeholders the need to develop “broader strategic thinking” on dealing with the past was highlighted. A few stakeholders were clear that this should involve “wider society” and not just Victims and Survivors. Although some made clear that Victims and Survivors should not be “forgotten” either.

One stakeholder also wanted to express that although “dealing with the past” was a complex and sensitive challenge recognising this at the outset and “facing up to the fact that it is not easy” should be helpful.

A few stakeholders also highlighted the “opportunity” over the next few years for all “sectors to work together” in developing a more coherent approach. In particular, there were questions on how existing work such as the work undertaken by the Historical Enquiries Team was going to fit in looking forward and whether the Peace programme was in a “unique” position to support the development of an overall framework.

Mental health

It was recognised that any future funding should be cognisant of the fact that “we have moved to a different stage of dealing with the past”. However, a few stakeholders had “concerns” about the continuing and in some instances “increasing” number of people who are coming forward with serious Mental Health needs. One stakeholder suggested that he had heard of a number of individuals recently who had been directed towards a storytelling / social support function that did not help and “brought to the forefront” their “mental health” issue.

There were also questions from a few stakeholders in relation to the “capacity” of the statutory sector, specifically citing “access” issues and “barriers” to Victims and Survivors which leaves “individuals with no choice but to seek support elsewhere”. However, a few other stakeholders were clear that Peace III funding in looking forward “needed to be providing services that were additional” to existing support for services to Victims and Survivors.

A key issue in relation to mental health was the continued questions relating to “quality” and “governance”. A few stakeholders pointed towards the CRC’s requirement for “counselling standards and supervision capability” as best practice in relation to the delivery of counselling in the Victims and Survivors sector. In relation to befriending, one stakeholder also highlighted the need for “consistent standards”.

Monitoring and quality controls

There were a number of concerns from stakeholders relating to the quality of services delivered under strand 2 and wider concerns with regards counselling / psychotherapy and therapeutic services delivered particularly in the Victims and Survivors sector.

On a number of occasions stakeholders questioned the “arrangements” in place under Theme 1.2 in terms of requirements for quality standards. However, a number of other stakeholders believed this was an issue for the wider sector, not just the Peace programme, as in some cases there was no “one source of understanding” of what was “expected” or “required” in terms of standards. A minority of stakeholders who were aware of projects working in this area suggested that although some quality control existed locally (particularly where partnership working was taking place between groups and statutory sector) there were no consistent checks and balances at a “regional level”. The question of “strategic direction” was also raised again in relation to monitoring and quality controls.

It was suggested by one stakeholder that quality control would be best co-ordinated by the statutory sector. However, a few others stakeholders identified a “void left by the statutory sector that had been rapidly filled by the voluntary and community sector” over a number of years. With this in mind a few stakeholders believed it would be “valuable” to understand “why the statutory sector has not been able to bridge this gap” and “where does it need to build capacity to do so in the longer term”.

Young People

A minority of stakeholders directly spoke about young people in relation to looking forward identifying a growing demand and need for work with young people who may be disillusioned by wider discussions on the “peace process” as it was not part of “their past”. A few stakeholders discussed the need for greater understanding of the “trans-generational” impacts of the Troubles and understanding of how to “fully integrate” young people into future initiatives relating to dealing with the past.

Tightening Government Funding

As is discussed in previous sections tightening government funding in both Northern Ireland and the Republic of Ireland and reductions in other sources of funding for related sectors (e.g. reduction in AP, IFI etc) were highlighted as likely to have consequences with regards the scope of work related to “dealing with the past”.

Stakeholders all spoke of budgetary pressures forcing government to “retrench” and re-focus on “fulfilling core statutory responsibilities”. One stakeholder suggested that “community relations” and “peace-building” may be one of the areas to be “pruned”. However, others believed the “appetite” and “drive” from government was still apparent through the recent agreement on the CSI programme. The majority of stakeholders that commented in relation to the funding question suggest that in looking forward Peace III funding needed to remain “additional” making clear that funding “should not be used to fill the gap left by statutory cutbacks”.

In addition, it was “imperative” that Peace III funding provided “timely” and “clear” information to beneficiaries of funding, particularly those delivering services well in advance of “exit”.

Economic Downturn

The wider impacts of the recession were also highlighted by a few consultees. A minority of stakeholders specifically picked up on the recession creating difficulties within deprived areas, with areas “suffering disproportionate levels of unemployment”. As a result, one stakeholder believed the “boredom” and “lack of direction for young people” could feed into wider issues relating to “dissident activities” or “recreational rioting”.

In looking forward there was some suggestion that further work was required in “showing young people there was a future”. Training / employment initiatives with a “reconciliation” agenda were suggested by one stakeholder. However, others believed it was improved “partnership” at a statutory level that was required to tackle the issue across a number of Departments and at a variety of levels.

Project Promoters

Project Promoters were asked how they thought future funding should be spent. Most groups agreed there is continued need to focus on the most isolated and vulnerable communities because it is here that the biggest impact can be achieved.

Sustainability

While the future policy direction remains unclear, there is a realisation with the majority of groups visited that in the future services will be commissioned and there is a need therefore to show services are VFM. It is less clear on how this can be done.

Most of the groups do, however, recognise the need to become sustainable in the future. Many of the groups are planning how they can sell their services (e.g. complementary therapies) or facilities (e.g. meeting rooms) to the wider public, other Voluntary and Community Sector groups or to statutory providers.

Trans-generational

A few of the Project Promoters commented on increasing incidents of trans-generational issues / needs in relation to peace and reconciliation and the need for funders to recognise that it is a long term problem that short term funding will not be able to fix. One project promoter discussed an increasing demand for “family” counselling in dealing with situations with young people. There is also a continued need to build capacity within communities so they can continue working together when funding does cease.

Continued need

All Project Promoters believed there was a continued need for their service because if they ceased to exist there would be nothing to fill the gap. In the current climate of economic recession and continuing dissident activity it is viewed as even more necessary to continue to work with the communities to help resolve problems of the past but also to ensure dissident activity and support does not grow. One group described how their service provides a ‘distraction’ for young people away from the underlying paramilitary activity that is still prevalent within their communities and how this ‘distraction’ is increasingly important because many young people have given up the hope that there is anything else out there for them because the prospect of getting a job is so low. Another group described how the PUL groups which they work with have ‘pulled back’ since the dissident activity has come to the fore again and the organisation has had to work to re-establish their relationship with them to make them feel comfortable and safe again.

5.8 Summary

This section has presented the views of stakeholders and project promoters. This provides important evidence for our analysis against specific terms of reference as considered in the next section.

6 ANALYSIS AGAINST TERMS OF REFERENCE

6.1 Introduction

Bringing together the data analysis, consultation and views of the review team this section presents our analysis of findings. The analysis specifically addresses the terms of reference for this review and is presented in the following subsections:

- Current portfolio of projects;
- Gaps in current provision;
- Additionality / added value of EU grant aid;
- Value for Money.

The recommendations are drawn from this analysis in section 7.

6.2 Current portfolio of projects

It is important to highlight at the outset that funding under Theme 1.2 has been administered in a challenging and changing context. Progress in the development of policy and strategy (e.g. CSI, Victims and Survivors Strategy etc) has been difficult and at times slow. In addition, the release of documents relating to dealing with the past such as the “Consultative Group on the Past Report” and completion of Inquiries such as the Saville Inquiry have on occasions also been highly contentious. These issues feed into the recurring challenge and complexity of how as a society we “acknowledge and deal with the past”.

From our analysis of data, consultations with stakeholders and project promoters we have sought to understand the breadth and scale of activity currently underway within the portfolio of projects funded under Theme 1.2. Our findings are presented below.

Type and Level of Services

“Provide an analysis of the current portfolio of projects to determine the type and level of services being provided by those projects”.

In total since 2007, 57 projects have received funding under Theme 1.2. As is outlined in section 2.2 the Consortium divided the theme into three strands:

- Strand 1: Addressing the Past in Public Memory;
- Strand 2: Support for Participation; and
- Strand 3: Securing the Future.

All of the projects funded to date have fallen under strand 2 (27 projects) and strand 3 (30 projects). The range of projects funded is extremely broad with a wide range of activities and services being undertaken. Section 4.2 provides a list of activities and services provided. Overall, 57 projects indicate a higher number of projects than would have been envisaged originally for Peace III (the expectation had been a ‘smaller’ number of ‘strategic’ projects). This reflects the limited strategic approach developed at the onset of Peace III and the complexity of dealing with the past.

Strand 1 has not had any approved projects at the time of reporting. This is despite significant interest via expression of interest and application (n=26) in response to the open call process. The primary reason for lack of approvals under this strand has been the final quality of the applications. The other key feature noted was the difficulty in attracting and developing a strategic consortium approach. This may in part have been due to the open call process.

The majority of projects funded under strand 2 specifically relate to provision of a range of support and services for Victims and Survivors and their families. These services and activities are delivered through Victims and Survivors groups. Across the 27 projects receiving funding the most commonly provided services include counselling / psychotherapy, social networks of support, befriending, complimentary therapies and training / education programmes. Activities within this strand range from stress management programmes, music and art therapies through to more intensive treatment of psychological or mental health related conditions by Counsellors.

The 30 projects funded under strand 3 include initiatives across a range of areas related to peace and reconciliation activities. More than half (17 projects) have a specific dialogue element, many of which have a cross-border dimension. The different aspects of this work include approaches to dialogue in the context of “safe space” and taking leadership on these issues in the wider society. Primarily, the groups undertaking this dialogue work are working with a small group of individuals in the first instance and then progressing to a point where dialogue can happen outside of the initial group. This may be on a cross-community or cross-border basis depending on the issues in question. The challenge however for groups is identifying how and when to move their target communities / individuals towards a point of where they have moved on within the wider context of the peace process. During consultations it would appear that some of the groups are thinking about this process already however only at evaluation stage (which is likely to be June 2011 for projects) against the “aid for peace indicators” will there be a systematic effort to understand the level of impact in terms of changing attitudes, prejudices and perceptions. Strand 3 appears to have provided an opportunity for groups to ‘think outside the box’ to provide activities that appear to be distinct and would otherwise not have been funded from other sources.

To date, through these projects almost 2,500 people have received Trauma counselling, c. 4,000 individuals attended conflict resolution workshops and just less than 5,000 participants attended events for Victims and Survivors. Although these numbers have exceeded initial targets what is less clear is the “quality” of these outputs. In addition, part of the challenge is the quality of targets. For example, the definition of ‘trauma counselling’ and the types of activities and services aimed at meeting this target are extremely broad (e.g. counselling, befriending and complementary therapies activities all go towards these targets). As a result, someone who receives intensive one-to-one psychotherapy is classified in the same category as another individual who receives an alternative therapy or befriending / outreach services. This is further discussed in the subsection below on quality.

Addressing needs of Victims and Survivors

“Assess the extent to which the Theme, its strands and the current project portfolio are addressing the needs of Victims and Survivors”.

A key theme in relation to Victims and Survivors highlighted specifically during our consultation process is the complexity of need including:

- The spectrum of need from health-related need to justice / truth recovery;
- Evolving need (e.g. trans-generational issues, ageing profile of victims);
- Changing need due to wider societal changes (e.g. increased drugs / alcohol etc); and

- Invisible need – in the context of people not defining themselves as victims or not wanting to be associated with groups.

There is certainly potential within the landscape of activities funded under strand 2 to address a wide spectrum of Victims and Survivors needs that at, one end of the spectrum represent comparatively minor needs (such as anger and anxiety) through to entrenched, complex, multi-stranded psychological issues arising from trauma. However, within the consultation process a number of questions were raised with regards the quality of these activities and importantly the fit within the wider processes of dealing with the past. In the absence of a clear understanding of what need actually is in relation to Victims and Survivors (as evidenced by the VCSNI effort to undertake a Comprehensive Needs Assessment) it is impossible to understand to what extent need is being met. However, what can be said is that there are services being delivered across the region (particularly in the Southern Border Counties where there are no other funders) that would not be taking place in the absence of funding under Theme 1.2. In addition, in relation to some activities (e.g. complementary therapies) services have been provided which are not provided by statutory provision and in some cases have resulted in the development of relationships / partnerships between statutory bodies and community / voluntary organisations.

However, the short term nature of the funding and the wider context of its development during a period of limited strategic policy development (e.g. delays in Victims Strategy and CSI) has limited the ability for longer-term / strategic planning with regards service delivery. Many of the projects are subsequently using the funding to deliver services, and are not sufficiently thinking about sustainability. This is likely to have implications with meeting need when Peace III funding ends.

“Test the extent to which groups working generally in the community and voluntary sector are seeking funding to provide services which meet the needs of Victims and Survivors”

In total, the Consortium received 143 applications across the three strands from a range of community and voluntary sector groups / organisations. Within strand 2 these groups tend to be Victims and Survivors specific groups (i.e. voluntary and community groups set up specifically to work with Victims and Survivors) such as Tara Counselling, Saver Naver etc.

Strand 3, due to the variety of activities / services tended to attract community and voluntary sector organisations with a wider remit (e.g. Youth Action NI, South Armagh Rural Women's Network, Trademark etc). Given the target areas and target communities / groups within the Operational Programme (see section 3.2) there would appear to be an appetite amongst these groups working more generally in the community and voluntary sector to meet the needs of Victims and Survivors.

A secondary question may relate to how much of this appetite is driven by the desire for funding (particularly given the challenging financial climate) and how much is actually driven by the desire to meet the needs of Victims and Survivors? This strongly reinforces the need for project selection and appraisal criteria that take explicit recognition of the strategic aims of Peace III and particularly within Theme 1.2 of the need to target communities and groups that have been affected as a result of the conflict or sectarian or racial tensions. In our opinion, the developmental approach of providing information / support clinics, staff advice and one to one support as well as the publication of specific guidelines for each strand by the Consortium is an effective process through which those projects who wish to meet the needs of Victims and Survivors are selected.

Quality of Interventions

“The analysis should comment on the quality of these interventions”

Eight of the projects consulted as part of the review received funding under strand 2. All of these projects had some form of quality standard in place in relation to service delivery. In relation to counselling these ranged from British Association of Counselling and Psychotherapy (BACP), Irish Association for Counselling and Psychotherapy (IACP) accreditation to other standards including supervision / management of caseloads. In addition, in terms of developing and improving services and supports there are six projects funded under strand 2 providing professional training to enable high quality delivery of services to Victims and Survivors. These range from accredited training in therapies, OCN accredited Trauma training for volunteers to third level foundation and post-graduate training Counselling courses. However, what we have found is that practice is varied / inconsistent and in all cases driven by the desire of the project themselves rather than as a result of Peace III funding requirements. In addition, practice in relation to other services provided under strand 2 (for example complementary therapies, befriending etc) are less clear. Part of the challenge is the absence of an over-arching regulatory standard for many of these services more generally. However, the diversity of service should not deter from the desire for regulation which seeks to support safe practice for both the practitioner and beneficiary.

Wider than service related standards, other projects, particularly those funded under strand 3, also identified other quality standards such as ISO accreditation, Investors in People etc. Again, however this is more by coincidence rather than as a result of Peace III funding requirements.

Feedback from stakeholders resulted in questions about service delivery quality standards. Feedback from projects consulted would suggest that standards are in place, indicating they are applying quality processes in implementation of their projects. What is less clear in the wider sense is what accreditation / quality standards are actually expected from the sector and further work in mapping out the requirements for these standards is imperative in looking forward towards a consistent model of service delivery.

Although as stated there would appear to be a gap in what is expected from an accreditation / quality standard perspective there are a number of ‘good practices’. For example, CRC require all Victims and Survivors organisations in receipt of funding to adopt standards highlighted in “Contributing to Well Being: Addressing the Human and Community Consequences of Civil Violence – Standards for Counselling, Listening Ear and Befriending Services”¹⁸.

From a counselling perspective the standards are set out across a number of key areas as follows:

- Clarity and information - in relation to objectives of counselling services and transparent communication processes;
- Practical arrangements – including suitable facilities for accessible and confidential service delivery;
- Responsibilities of counsellors – including requirements for accreditation with a national professional body, requirements for supervision etc;
- Organisational responsibilities – recruitment of suitably qualified individuals, supervision requirements, plans for continuing professional development / training, safeguards for working with vulnerable adults and children;

¹⁸ Fermanagh, Omagh and Strabane LSP (Sperrin, Lakeland Health and Social Care Trust) - 2006

- Ethical and Practice Matters – support, training and guidance arrangements to ensure staff, service arrangements and counsellors are sensitive to ethnic, religious, cultural, gender based concerns etc; and
- Recording, risk management, evaluation and feedback arrangements.

In relation to befriending, the standards are set out in the form of a series of questions across a number of key areas including:

- the organisations plans to oversee, manage and deliver services;
- the befrienders role in terms of what they can / can't do in terms of service delivery, training requirements, signposting regulations etc; and
- understanding how service users access and have the most positive and beneficial service for them.

As is discussed in the previous section the “quality of targets” outlined in the operational programme also feed into the difficulties in assessing the quality of output associated with service delivery. For example, the “trauma counselling / service” target identified includes individuals receiving a variety of services / activities including counselling, befriending and alternative / complimentary therapy. We understand these targets are being considered by the Peace III steering group in terms of the volume of output, however, in understanding the quality of output the breakdown of these targets according to the level of intervention would also merit revision.

Contribution to Peace and Reconciliation

“Provide commentary on their anticipated contributions to peace and reconciliation outcomes”

The scale of resources, and therefore the critical mass of projects funded will undoubtedly contribute towards peace and reconciliation. However, as many projects have only begun their evaluation process in the past few weeks the evidence of the extent of the impact is not quantified at this stage.

Throughout the consultation process the difficulty in measuring impacts relating to peace and reconciliation were identified by consultees. The difficulty in measuring impact is compounded by the mixed capacity of groups. In many cases individuals can articulate in their own words where the project is contributing to peace and reconciliation, but not in terms of Government / Public Sector terminology, such as VFM, additionality, displacement etc. However, the recent work undertaken by the Consortium in developing the ‘Aid for Peace Indicators’ is supporting groups to connect their activities with potential measurements, but these efforts are at an early stage.

From our analysis of data and consultations with stakeholders and project promoters we have identified a number of anticipated peace and reconciliation impacts in line with the four ‘Aid for Peace Indicators’ developed by the Consortium.

- **Demonstrate a change in attitude towards cross community and cross border activities**

We recognise that it can be difficult to measure and demonstrate cultural and attitudinal change. However, a number of groups have begun to measure this as part of their evaluation processes (e.g. pre and post feedback forms with beneficiaries). One group has also recently completed a baseline study of attitudes which they hope to measure against when the project completes. Anticipated outcomes at a project level include “reduced levels of sectarianism” (e.g. Football for All Project) and the “creation of safe environments for people to challenge their own opinions” (e.g. Conflicts of Interest Project).

Case Study Example – Football for All Project

Football for All (FFA) has been running as an Irish Football Association campaign since 2000. The initiative stemmed from a number of appalling sectarian incidents in and around Northern Ireland home internationals at Windsor Park.

Through Theme 1.2 funding the project has carried out a number of activities with the intended aim of eradicating sectarianism and removing barriers through involvement in football. In particular, cascading lessons learned through funding from Peace I and Peace II down through the Irish League structures and creating a safe environment to discuss contentious issues to identify barriers to inclusion.

The most notable success of the project to date is perhaps the development of the Community Relations Department within the IFA itself. However, FFA has also supported changed attitudes and behaviours reflected in the consolidated success in transforming the atmosphere at Northern Ireland international games. During 2009, the Community Relations Department also engaged in much less visible work at grassroots level, in schools and communities, as well as pursuing international contacts. It continued to support World United, which has been formally organised as an association and has secured funding in its own right.

- **Demonstrate a positive change in behaviour towards individuals from other communities**

The dimensions of the behaviours include both “cross-community” situations and “cross-border”. Particularly under strand 3 it is apparent from the variety of projects, that there is potential for behaviour to be developed through a range of activities (e.g. cultural, sporting, artistic etc). Projects also discussed the provision of opportunity for individuals / groups to meet with those who they would not otherwise of mixed with (e.g. Teach Oscail project in Cavan, Conflicts of Interest project in Monaghan) and the development and keeping of “friendships” and “networks” as a result.

Some projects and stakeholders also discussed the development of relationships between the local community and statutory bodies. In the North this tended to be as a result of particular services for example through delivery of “counselling” etc. These were viewed to be important as it highlights that building positive relationships can be wider than just “cross-community” or “cross-border”.

- **People engaged with the project demonstrate improved levels of trust and tolerance within their community and or between communities**

Again the challenge in measuring this as an outcome was identified by projects. However, through building positive relationships and changing attitudes it is expected that contribution will be made to this outcome.

Case Study Example - The Peace Radio Project

The project works within a PUL estate in Belfast and targets young people aged 16 – 24. As part of the project, a group of young people have gone down to Ennis, County Clare to meet a cross-community group to learn about the history of music. Many of the young people had never been across the border before or had interacted on a cross-community basis. This demonstrates a positive change in behaviour towards individuals from other communities. As a result the young people have also began to build each others' trust and shown enhanced tolerance of the other community group in Ennis.

In addition, the young people have been encouraged to use their interviewing skills to interview residents within the estate. This allows residents to share their stories and experiences of the past in an intergenerational way. This aims to achieve the Aid for Peace Indicator of "different experiences, memories and legacies of the past have been acknowledged".

- **Different experiences, memories and legacies of the past have been acknowledged**

Activities to be funded under strand 1 would appear to be the most obvious opportunity to make an impression on this outcome. However, given the lack of progress in identification of successful projects (as discussed later in this section) anticipated contribution to peace and reconciliation remains uncertain. Feedback from stakeholders and project promoters as well as wider research (including for example work by Healing through Remembering) recognises the importance and appetite to continue work related to "acknowledgement" (e.g. storytelling, archiving etc) evidenced in part by the volume of applications under this strand initially. However, although there would appear to be intrinsic value in these activities for many individuals and groups in society, there does remain a limit to understand its wider value to the peace and reconciliation process. This is discussed further in the next section.

Particularly under strand 2 participants are supported in terms of their individual needs (e.g. through counselling, befriending, respite services etc). However, there remains a challenge to understand the impact of these aggregated activities on societal peace building and reconciliation outcomes.

We recognise the work of the Consortium in trying to address the connection in addressing the past and peace-building processes through the adoption of the "Aid for Peace Indicators" within groups' evaluation processes. In consultation with groups the change in "attitude" and "behaviour" indicators are the indicators with the most resonance with regards their activities. From a stakeholder perspective there remains challenges with regards to "acknowledging the past" and "moving people on". Whilst the strand has clear opportunities to impact on individual needs, the realisation of peace and reconciliation outcomes at societal level are much more difficult to quantify in the short term.

Case Study Example - The Way We Were Project

This project works with different groups in four areas – Derry, Castlederg, Belfast and Dundalk. In each of the areas it works to identify shared activities that can be used to facilitate discussions and sharing of experiences, in particular, it aims to target marginalised young people.

In Castlederg, an area that was greatly affected by the troubles and has many PUL and CNR marginalised groups of which several have never met anyone from the opposite side. The project worked with a local arts-based group (Border Arts) to facilitate discussions about experiences from both sides of the communities. Groups who were involved included the GAA, Orange Lodges, the Apprentice Boys, the British Legion, the Free Masons, and Irish Language and Ulster Scots groups.

After the groups shared their experiences they showcased what they had found in an exhibition for local people. The project found that despite many having never met people from other traditions, they were all very open and interested in explaining their backgrounds and sharing experiences. A baseline evaluation of attitudes was undertaken prior to the project and will be performed again at the end of the project with the intention of highlighting a change in attitude, behaviour and levels of trust and tolerance.

The project also has the potential to match other 'Aid for Peace' indicators including changing behaviour, improving trust and tolerance and acknowledge different experiences, memories and legacies of the past hope to be achieved.

Wider society

The scale and range of projects and the disparate nature of the activity, makes the scale of change difficult to quantify. On their own many of the projects will be too local or too small to create any substantial change in wider society. However, grouped together it could potentially be quantified in terms of overall statistics in relation to formal accreditations awarded, or in terms of 'softer issues' such as enhanced team-working, self-confidence, self-esteem. As a collective there is also likely to be change in societal patterns (e.g. increased cross-border, cross-community activity) and potentially through access to issues such as truth, justice, acknowledgement (through groups engaged in lobbying / advocacy) and increased engagement of marginalised groups in wider societal processes.

Cross-border engagement

Within the data analysis presented in section 4, nine projects have been identified specifically as cross-border projects. All of these projects are contained within strand 3 of the funding. Anecdotally, on a number of occasions projects highlighted that the cross-border element had provided opportunities that would not have occurred in the absence of funding.

Timing issue

As with any work in this area the issue of timing is of paramount importance. Outcomes related to anticipated peace and reconciliation themes (e.g. positive relationships, changed attitudes, changed behaviours etc) will not be fully realised within the life of the project, but will continue to be realised over a number of years. Again, in looking forward it is imperative that the realisation of these impacts and outcomes over the longer term is recognised and mechanisms put in place to track this.

● Summary

In terms of the range and scale of activity, and groups targeted a significant number of anticipated contributions to all of the 'Aid for Peace Indicators' have been identified, most notably through building positive relationships and cultural and attitudinal change, and as a result increasing trust and tolerance and different experiences of the past are acknowledged. In relation to strand 2 there are challenges in understanding the linkage from meeting individual needs to engagement in wider societal processes. However, the introduction of the 'Aid for Peace Indicators' by the Consortium would appear to have encouraged groups to consider how activities provided under strand 2 contribute to such outcomes. Whilst difficult to quantify / evidence at this stage of the process, the anticipated contribution to peace and reconciliation is positive.

6.3 Gaps in current provision

“Analysis identifying any gaps in the current provision to the Victims sector in relation to the objectives identified in the Operational Programme document. Following key stakeholder interviews, a comparative analysis with other developments in this sector in Northern Ireland and the Border Region of Ireland should be undertaken with a view to identifying any potential areas for duplicate provision”.

Gaps

From our analysis of data and consultations with stakeholders and project promoters we have identified a number of gaps in the current provision to the Victims sector.

Strand 1

The most obvious gap relates to activities anticipated under strand 1. In total, the Consortium received 45 expressions of interest to the value of c. €37m with a range of budgets from €30k to more than €5 million. After opening for applications 26 applications were brought forward, however, 16 projects progressed to economic / technical appraisal whilst to date none have been formally approved¹⁹.

We recognise the highly complex and sensitive context within which this has taken place. However, this represents substantial effort on all sides for very little return. In looking forward there remains an opportunity and appetite from stakeholders to make progress in relation to the aims and objectives of this strand building on ideas put forward and lessons learned from the process. In addition, there are potential opportunities as a result of the new strategic and policy context, in terms of CSI and Victims and Survivors Strategy.

As a starting point, the Consortium now has 45 expressions of interest and 26 applications from a range of organisations including statutory bodies, local government, voluntary and community sector organisations, museums, universities and the media. This provides a broad range of ideas that could potentially be revisited in the context of the ‘strategic’ vision for strand 1 that was originally intended.

Southern Border Counties

Analysis of data indicates that only one project funded under strand 2 was located in the Southern Border Counties. This is despite recognition from a number of sources that issues, particularly mental health issues, are evident in the Southern Border region. However, analysis of the Consortium data would indicate that very few projects from Southern Border Counties applied for funding in the first instance. This could be attributed to a number of reasons:

1. The lack of an infrastructure in relation to Victims and Survivors in Southern Border Counties and subsequently a lack of understanding with regard the relevance of funding (i.e. ‘visibility’ of Victims and Survivors within these areas?).
2. Lack of capacity and experience in applying for and managing large grant aid, staffing etc.
3. Accessibility of funding from other sources to deal with need / issues.
4. No perceived need for these types of services within these areas.
5. Individuals who do need these services access them already through the health service.

¹⁹ Although one project has been recommended for approval

In looking forward, the Victims and Survivors service in Northern Ireland is likely to provide for a range of services delivered under strand 2 however, the remit of the Service is unlikely to cover Victims and Survivors in Southern Border Counties. In this sense there is potentially a gap in terms of meeting need. However, the gap in this sense is less about the actual number of projects being brought forward but more in understanding what need there actually is in Southern Border Counties in terms of Victims and Survivors? Notably the Comprehensive Needs Analysis being undertaken by the Victims Commission is trying to understand this need in a Northern Ireland context but is not covering Southern Border Counties.

Other gaps

Analysis of key data and consultations also highlighted a potential gap in community uptake of funding from PUL communities²⁰. Across strand 2, data indicates that PUL community uptake was almost half CNR community uptake. Whilst under strand 3, none of the projects are solely focussed on PUL communities (although a significant number of projects under strand 3 are either cross-community or cross-border). This is despite Consortium discussions with applicants highlighting the need for single identity work to pave the way to cross-community engagement and joint activities due to fear, prejudices misperceptions and lack of understanding that is still apparent in some communities. In addition, information presented by the Consortium suggests there was a significant level of interest from organisations perceived to be engaging with the PUL community or working in PUL areas.

Under Strand 2, there was only one project (WAVE/ QUB) where a cross-sectoral collaboration was central to the project. This indicates there has been a limited drive to test how service delivery could be 'mainstreamed'.

In terms of geography there are also gaps in terms of funding, for example, no projects are targeting or located in Sligo according to Consortium data.

For those projects that have been rejected or withdrawn a review of the reasons for rejection within the Consortium data indicates that projects were rejected / withdrawn because:

- To enable projects to be successful many required significant support and mentoring to ensure VFM, added value and to achieve impacts; and
- Other issues around management capacity and experience of community groups were prevalent in terms of managing large grants aids and staff.

Whilst recognising the context within which funding has been administered and delivered, the reasons for rejection highlighted would suggest that these issues will remain unresolved unless other interventions address these capacity issues. We understand this issue is wider than Theme 1.2 and recognise the work currently underway at a wider Peace III level to measure community uptake across all key streams of the Operational Programme.

In looking forward, stakeholders and project promoters discussed the opportunities presented by the strategic and policy environment in dealing with the past. However, there has also been commentary in relation to potential gaps in service delivery during the transition period towards the new Victims and Survivors service. This potentially could lead to a loss in experience, employment and capacity within the sector over this time period.

²⁰ To date the analysis has been based on the Consortium methodology for assessing community background for Theme 1.2. The reader should note that SEUPB is to tender for the completion of a Peace III wide community background analysis. This programme wide analysis is the critical community background analysis overall

There are also a number of other legacies of the past, for example peace walls and other physical and non-physical barriers across the region. As is highlighted in section 3.3.2 addressing “*the physical and community division created by interfaces*” is a key theme in the draft CSI programme. These are not currently being dealt with in the context of connecting the past to the future under Theme 1.2 and warrant consideration for the future tranches of funding. This consideration should take into account experience related to interface activities funded under other Peace III themes and other relevant research²¹. For example other research points to close correlation with wider regeneration issues and the need for transformation of these not just management of the interface. In addition, there may be potential to complement and build on some of the activity supported to date under other Peace III themes.

Potential areas for duplication

Theme 1.2 and indeed Peace III more broadly is not the only programme of activity, contributing to peace-building and reconciliation across the region. On its own and within its limited timescale, it cannot be expected to resolve all of the deep-seated problems created by the conflict. Resolution of these problems, many of which are deeply ingrained in our society, can only take place over a much longer period of time and with the efforts of many individuals and groups in Northern Ireland and further afield. However, despite the benefits of a having a range of ‘key players’ in this area the absence of a ‘clear strategy’ for dealing with the past creates potential issues in relation to duplication of activities.

As is discussed previously perhaps the most obvious gap in relation to activities under Theme 1.2 relates to Strand 1. However, this area offers the greatest opportunity for “added value”. Through our review of CRC funding for Victims and Survivors we found very little work in relation to storytelling, archiving etc and our sense from consultations related to this research also suggests that this type of work is not happening to any large degree in wider society. As a result, any work being undertaken under Theme 1.2 risks little duplication in relation to storytelling, archiving etc.

Throughout our consultation process the issue of duplication was mostly highlighted in relation to strand 2 activities in Northern Ireland and in looking forward towards the new Victims and Survivors service. There have also been questions in relation to duplication of services in local areas e.g. two groups potentially setting up in the same area who could be providing similar services but do not share services nor do their clients / members go to the other group. A further issue relates to potential duplication of service for an individual, for example, there is currently no way of ensuring that one individual does not receive multiple services from a range of voluntary / community sector or statutory providers. The plans for the Victims and Survivors Service is to ensure there is no duplication of services by groups / service providers, however, there is still a degree of uncertainty as to the detail of the Service.

Other organisations that are involved in the provision of peace and reconciliation funding and the assessed likelihood of duplication with Theme 1.2 funding are provided in Table 6.1 below. The Comprehensive Needs Assessment coupled with the development of the Service imminent, and transition arrangements in development, this single service ‘gateway’ appears to be the most systematic way of removing concerns of duplication within Northern Ireland.

²¹ <http://www.belfastcity.gov.uk/goodrelations/transformingcontestedspaces.asp>

Table 6.1 Peace and Reconciliation Support Providers

Organisation	Description of Activity Funded	Likelihood of duplication
Community Relations Council – Strategic Support Fund	Targets groups working with Victims and Survivors. While the fund specifically targets Victims & Survivor groups, activities funded are similar to those funded under Peace III Theme 1.2 such as counselling and psychotherapeutic support; complementary or alternative therapy provision; volunteer befriending training; vocational and non-vocational training or education/learning opportunities for individual victims; services that relate to truth recovery/truth telling and justice work; and remembrance, storytelling and archiving services.	Medium – in Northern Ireland in relation to strand 2 activities, specifically focussed on Victims and Survivors and providing similar services. CRC both administers the SSF and is on the Consortium which positively helps reduce the risk of duplication. That said the difficulty in establishing accurate data and the apparent overlap in service deliveries between groups indicates medium risk. N/A in southern border counties as does not provide service in this area.
Northern Ireland Memorial Fund	The NIMF seeks to provide peace and reconciliation by ensuring that those who have sufficient injury or bereavement and those who care for the injured are remembered and provided with practical help and support in a meaningful way. This funding is for individuals only, however an individual could potentially access similar support through NIMF and through one of the projects funded under Peace III Theme 1.2 e.g. chronic pain management or education and training.	Medium – low in terms of the focus of NIMF on individuals rather than funding groups / projects. However, potential duplication in terms of strand 2 with the ability of individuals to seek support from NIMF, CRC and through Peace III funded projects.
International Fund for Ireland	The mission of the International Fund for Ireland is to underpin efforts towards peace by promoting economic and social advance and encouraging contact, dialogue and reconciliation between nationalists and unionists throughout Ireland. It currently focuses around four key pillars, building bridges, building integration, building foundations and leaving a legacy. It does not have an explicit focus on Victims and Survivors.	Low – there is limited potential for duplication with Theme 1.2 focussed on specific communities and target groups associated with Victims and Survivors. Any potential duplication is further limited by connection by each funder on the others monitoring groups for projects.
Department for Foreign Affairs	The reconciliation fund is operated by the DFA to assist individuals and organisations involved in reconciliation work. The funds objectives are to assist individuals and organisations involved in reconciliation work and to encourage and facilitate better relations within and between the traditions in the North, between North and South, and between Ireland and Britain.	Low –the reconciliation fund is for small one-off grants rather than project / programme funding provided through Theme 1.2. Any potential duplication is further limited by connection by each funder on the others monitoring groups for projects.
Atlantic Philanthropies	Since the early 1990's Atlantic Philanthropies have supported a broad range of activities in Northern Ireland through a grants-based programme. In particular, grants through the Reconciliation and Human Rights Programme aim to encourage sharing, cohesion and integration by strengthening advocacy efforts in areas most affected by the legacy of the conflict. Most recently, Atlantic Philanthropies have supported the Suffolk Lenadoon Interface Group and Healing Through Remembering which have most resonance with Theme 1.2 funding.	Low – Atlantic Funding does not have an explicit focus on Victims and Survivors. The scale of the AP programme is such that potential duplication should be readily managed.

6.4 Additionality / added value of EU grant aid

“Analysis identifying the additionality / added value of EU grant aid in the Victims and Survivors sector against alternative funding and other subventions as well as identifying any unintended consequences”.

The terms of reference require consideration of the extent to which activities and benefits would have accrued in the absence of the intervention under Theme 1.2. Assessing the value added is always difficult in the context of a review taking place at the mid-point of a funding cycle as rather more is known about inputs than outputs / outcomes. Assessing the ‘potential’ or ‘anticipated’ value added creates a further challenge as the potential may or may not be realised.

As at March 2010, just over €25m had been spent across the intervention, in total, this represents just over 50 per cent of the funding to be allocated under Theme 1.2. What can be said is that funding provided through Peace III more broadly represents a genuinely additional source of funding to the Regions public expenditure.

Despite the challenges highlighted we have considered added value of Theme 1.2 in terms of the standard economic concepts of additionality, deadweight and displacement.

Deadweight / additionality

In relation to deadweight, we asked project promoters (based on our sample of 15 projects) to identify *“what would have happened in the absence of funding to their project”*. Eleven of the projects said that their project would not have went ahead in the absence of funding, whilst the remaining four believed they would have gone ahead but at a much reduced scale. Interestingly, all of the projects funded under strand 3 believed their project would not have been able to go ahead. Whilst the above results are self-reported by projects and therefore subject to bias, the need to demonstrate “additionality” within the application process as well as the role of the Consortium and wider steering group in selecting projects would indicate a lack of deadweight and at minimum partial additionality in Theme 1.2.

Displacement

Displacement broadly occurs when assisted projects undertake activities that would have occurred in any event, albeit under the auspices of some other project. Traditionally, displacement is potentially a greater problem for economically orientated actions associated with business support / development and as such displacement is quite difficult to measure. Within the review process we found that projects / activities funded as a result of Theme 1.2 have not had an impact in terms of the wider activities of groups and in fact in some instances there is clear linkage between one activity and another (e.g. Ashton Centre discussed individuals receiving complementary therapies who had then moved into employment / training support). Overall, our view is that displacement has not been a particular feature of Theme 1.2 activity to date.

Inclusiveness

Another form of value added is the extent to which Theme 1.2 has resulted in ‘inclusiveness’. Through our stakeholder and project promoter consultations this would appear to have occurred up to a point in terms of targeting specific areas / communities and groups identified within the Operational Programme (see Table 3.1 in section 3.2). However, despite the ‘distinctiveness’ within the application process for engaging these target groups, data analysis (see section 4) would indicate PUL communities (according to the definitions provided by the Consortium) remain under-represented in terms of funding and numbers of projects. In addition, on mapping the location of Lead Project Partners there are a number of areas within the region that have no or very few projects (e.g. Under Strand 2 only one project is located in Southern Border Counties). We do recognise however that the absence of a recognised infrastructure for Victims and Survivors in the Southern Border Counties does make this difficult to identify gaps in inclusiveness.

6.5 Value for Money

“Analysis in relation to VFM aspects of the provision of services and a comparative cost analysis carried out to determine the cost of delivery and effectiveness of these services”

VFM has long been defined as the relationship between the three key indicators of economy, effectiveness and efficiency sometimes known as the ‘value chain’. Traditionally, value for money has been interpreted as ‘cost efficiency’ however; increasingly the concept of perceived value for money (i.e. quality, accessibility, satisfaction etc) is included. This creates complexities associated with measurement as these values tend to be more ‘qualitative’ and as a result harder to measure.

1. Economy – the cost paid for providing a service;
2. Effectiveness – measure of the impact (both qualitative and quantitative); and
3. Efficiency – is a measure of productivity (i.e. cost reduction to achieve the same level of outcome, or improvements in the outcomes achieved from the same level of expenditure).

VFM is high when there is an optimum balance between all three indicators, relatively low costs, high productivity and successful outcomes.

It is important to highlight at the outset of this analysis that given the complexities around measurement and capacity, as well as the timing issue in terms of anticipated outcomes it is very difficult to be definitive with regards VFM as final outcomes in relation to spend have not fully been articulated. However, subject to this caveat we have presented our analysis of VFM against indicators in the sub-sections below.

Economy

Overall, SEUPB has ring-fenced €50 million over the period 2007 – 2013 under Theme 1.2 with just over €25 million being allocated within the review period. Given the significant investment it is unlikely that many of the projects would be sustainable, certainly at the same scale, without this funding. In addition, Peace III funding more generally does broadly represent a genuinely additional source of funding to the regions public expenditure.

Against the original Operational Programme targets the activities / service provided under Theme 1.2 have been successful with all of the targets achieved (see Section 4.3). However, questions as to the suitability and quality of the targets have been asked, reflected perhaps in the significant increase in targets following the issuing of letters of offers to projects by the Consortium. Nevertheless, the fact that outputs have performed significantly better than originally anticipated should receive recognition.

In addition to output targets a more detailed economic study over the lifetime of the initiative could look at outcomes measures in detail, however, given that many of the projects have only recently begun their evaluation processes, detailed information on outcomes is not available to date. What we have at this point (as is evidenced in section 5.3.1) is a range of anticipated contributions towards peace and reconciliation. These include:

- Changed attitudes towards cross community and cross border activities – evidenced in part by examples from projects of individuals undertaking these activities for the first time;
- Relationship development – with groups working together on a cross-community / cross-border basis and in some instances evidence of working between groups and statutory bodies;
- Skills development – almost 500 individuals receiving training / accreditation in counselling and other therapies as a direct result of funding through Theme 1.2; and
- Employment – equivalent of 3 FTE salaries per project (see section on Effectiveness).

At a more strategic level, there are also likely potential knock on contributions to the regions' economy as a result of funding of this scale. Potentially, through engaging marginalised individuals in peace-building and reconciliation work there is likely a knock on in terms of reduced instability within the peace process and consequent benefits for the economy (e.g. increased tourism / international investment etc). Although difficult to attribute directly to Peace III funding, it is likely to have reduced political tensions. This is especially the case when the target areas and communities are considered.

Only when the projects complete will we be able to see these outcomes at which point a more robust measure of VFM will be possible.

Effectiveness

Whilst it is difficult to accurately measure monetary benefits some estimates can be made. For instance, using data presented by the Consortium 135 full-time and 72 part-time salaries are being paid to fulfil contractual requirements, equating to 171 FTE posts across Theme 1.2. Under strand 2, 92.5 FTE posts are provided (many of which provide counselling, therapy or social support functions directly to Victims and Survivors). Whilst under strand 3, 78.5 FTE posts are provided. Overall, this equates to 3 FTE salaries per organisation (i.e. 3FTE for each of the 57 funded projects). Including the level of volunteering would also significantly increase these figures. Accepting that job creation is not a core outcome, this remains a significant impact of funding through Theme 1.2.

Additionality levels whilst difficult to measure would appear to be quite high with many of the groups / stakeholders suggesting that service / activity would not be happening to the same level without the funding. As a result, the volume of individuals would not be availing of the activities / services on offer. This could be quantified through more in-depth counterfactual assessment.

Our analysis in relation to potential peace and reconciliation outcomes and the performance of the projects against output targets contained within the Operational Programme indicate progress is being made in terms of effectiveness. There is certainly potential within the landscape of activities funded under strand 2 to address a wide spectrum of Victims and Survivors needs that at, one end of the spectrum represent comparatively minor needs (such as anger and anxiety) through to entrenched, complex, multi-stranded psychological issues arising from trauma. The question of quality and importantly the fit within the wider processes of dealing with the past are however more complex. In the absence of a clear understanding of what need actually is in relation to Victims and Survivors it is impossible to be definitive as to how effectively need is being met. However, with several of the providers experienced in the field and demonstrating quality accreditations we would expect a reasonable level of effectiveness to result.

In looking forward the work undertaken by the consortium in developing the 'aid for peace' indicators will provide a significant measure of the effectiveness of services / activities delivered under Theme 1.2. Feedback from our sample of project promoters would indicate that progress is being made against these indicators, however, there was some suggestion through our wider stakeholder consultations that VFM could be improved through improvements in consistent quality standards and a greater connection between activities / services and the wider contribution to peace and reconciliation.

Efficiency

According to information presented in Table 4.2 if letter of offer targets are achieved more than:

- 5,000 individuals will be in receipt of Trauma Counselling;
- 10,000 individuals will attend a Conflict Resolution Workshop; and
- 17,000 individuals will attend an event for Victims and Survivors.

However, as is discussed in previous sections the targets in terms of the activities vary to such a degree across projects (i.e. Trauma Counselling can range from Psychotherapy to befriending / complementary therapies) that to consider a cost per beneficiary has limited meaning in the context of this review.

In order to provide an indicative assessment of efficiency we have taken a sample of five strand 2 projects specifically delivering Psychotherapy counselling services through trained psychologists / counsellors. Details of these projects in terms of total costs and the individuals targeted are presented in Table 6.2 below. To maintain confidentiality we have not disclosed the names of the projects.

Table 6.2 Sample of Strand 2 Counselling Projects

	Individuals Targeted	Target Sessions Delivered	Average session per individual	Total Cost*	Cost Indicator Per Session
Project 1	110	940	8.5	£28,200	£30
Project 2	190	2280	12	£76,362	£33.50
Project 3	162	864	5.3	£30,802	£35.70
Project 4	450	4500	10	£131,642	£29.25
Project 5	37	370	10	£21,000	£57
Total	949	8954	9.43	£288,006	

Source: Consortium data – project letters of offer and detailed budget sheets

** these figures include Counsellor Supervision costs but do not include administration / overheads for counselling services provided*

Table 6.2 identifies the range of costs per session across the five sample projects from £29.25 to £57. Using the information presented in Table 6.2 we can produce efficiency indicators for this sample of projects. These indicators are presented in Table 6.3 below in relation to cost per beneficiary and cost per session delivered.

Table 6.3 Sample Efficiency Indicators

Indicators	Calculation	Cost Indicator £
Cost Per Person in Receipt of Counselling	$\frac{288,006}{949}$	£303 per person
Cost Per Counselling Session	$\frac{288,006}{8954}$	£32.20 per session

Information provided through the British Association of Counselling and Psychotherapy (BACP) and Irish Association of Counselling and Psychotherapy (IACP) websites indicates that the cost per counselling session privately can range anywhere between £30 and £110 per session. Whilst acknowledging that the figures presented in Tables 6.2 and 6.3 do not include costs associated with overheads they would still appear to be at the lower end of this range and would fit within both associations definition of “low cost counselling”.

Whilst a direct comparison with the costs associated with Trauma specific interventions would be useful, these figures are not readily available. However, when economic and social costs to society of mental health related illnesses are displayed, the potential impact of initiatives under Theme 1.2 would appear to be relatively positive.

- it is estimated within the Protect Life strategy that the economic cost to Northern Ireland of suicide equates to approximately £1.4 million per suicide²²;
- alcohol abuse is estimated to cost Northern Ireland up to £900 million per year²³; and
- the cost of mental health illness to the Northern Ireland economy (estimated to be £3.5 billion in 2006 – 2007²⁴) is considered the potential impact of these initiatives appear to be relatively positive.

The complexities and challenges in identifying need and understanding what is valued makes it difficult to set high level targets that are measurable and achievable and do not have a negative impact if they are not achieved.

There is a tendency with regards these types of initiatives to measure performance in terms of output (i.e. how many people have been engaged?). However, equally if not more important than the number of people engaged, is the ‘quality’, and connection to peace and reconciliation. Whilst ‘quality’ is much harder to measure, it is an essential element if reconciliation is to last. The identification and linkage to projects of the ‘Aid for Peace Indicators’ should support the better understanding and evidence of this in the long run. A key challenge in this is recognising the “different journeys” that groups or individuals may be on with regards reconciliation. For example, one group working on an ‘intra-community’ basis may be setting the foundations for ‘cross-community’ or cross-border’ work in the future, whilst other groups may have done this during a Peace I or II project and be “ready for progression to the next stage”. The challenge is understanding where and when to ‘move people on’ at their own pace whilst continuing to ‘move them on’. In terms of the ‘Aid for Peace Indicators’ it will be important to indicate more than one strand i.e. building relationships and attitudinal change is likely to result in a bigger contribution to peace and reconciliation outcomes. In this respect our analysis is positive as we are confident of outcomes across each of the four ‘aid for peace’ indicators.

6.6 VFM Summary

In the absence of project evaluation up to this point it is not possible to provide a complete picture of VFM. However, the strong view from the sample of groups consulted was that services / activities being provided under strand 2 and 3 were additional to the services / activities that would be provided in the absence of funding. In particular, in relation to strand 2 projects appear to be addressing gaps in mainstream provision, serving individuals who may not be willing (or able) to avail of mainstream provision. Strand 3 appears to have provided an opportunity for groups to ‘think outside the box’ to provide activities that otherwise would not have been funded, and in some cases provide activities / services that are distinct. The difficulty is maintaining innovative thinking on this in an environment where groups are ‘afraid to lose funding’.

²² http://www.dhsspsni.gov.uk/phnисуicidepreventionstrategy_action_plan-3.pdf

²³ <http://www.northernireland.gov.uk/news/news-dhssps-150610-shocking-cost-of-alcohol>

²⁴ Friedli, L. And Parsonage, M (2007) *Mental Health Promotion: Building the Economic Case*. Northern Ireland Association for Mental Health

In looking forward a number of key measures could be implemented to ensure that value for money is effectively monitored and maximised. In particular, analysis of the activities / service of projects against final output targets and 'aid for peace' indicators should ensure a more robust identification of VFM. These areas are considered in more detail within our recommendations contained in Section 7.

6.7 Summary of Key Messages from the Analysis

- In total since 2007, 57 projects have received funding under Theme 1.2. All of the projects have fallen under strand 2 (27 projects) and strand 3 (30 projects). Despite substantial effort no projects have been approved for funding under strand 1. Overall, 57 projects indicate a higher number of projects than would have been envisaged originally for Peace III (the expectation had been a 'smaller' number of strategic' projects. This largely reflects the limited developments in policy or strategic approach at the onset of Peace III).
- To date, through these projects almost 2,500 people have received Trauma Counselling, c. 4,000 individuals attended conflict resolution workshops and just less than 5,000 participants attended events for Victims and Survivors. Although these numbers have exceeded initial targets what is less clear is the 'quality' of targets.
- There is potential within the landscape of activities funded under strand 2 to address a wide spectrum of Victims and Survivors needs, that at one end of the spectrum represent comparatively minor needs (such as anger and anxiety) through to entrenched, complex, multi-stranded psychological issues arising from trauma.
- Whilst there are often quality standards in place, practice is varied and inconsistent. Standards are driven by the project organisation rather than as a result of Peace III funding requirements.
- Theme 1.2 is anticipated to produce outcomes against all four 'Aid for Peace' indicators. Some of these indicators are more readily understood (e.g. attitudinal change, behavioural change). How 'acknowledging the past' contributes to peace and reconciliation processes is more complex. Application of the 'Aid for Peace' indicators is helping projects to think through how their activity links to wider peace and reconciliation processes and objectives.
- The clearest gap relates to activities envisaged under Strand 1. Other potential gaps relate to provision of services in Southern Border Counties, efforts to mainstream service delivery (or at least enhance collaboration with public agencies), PUL communities and other legacies of the past (e.g. peace walls and other physical and non-physical barriers across the region) that are not being dealt with in the context of connecting the past to the future.
- Overall, SEUPB has ring-fenced €50 million over the period 2007 – 2013 under Theme 1.2 with just over €25 million being allocated within the review period. Given the significant investment it is unlikely that many of the projects would be sustainable, certainly at the same scale, without this funding. In the absence of project evaluation up to this point it is not possible to be definitive with regards VFM. However, our analysis is positive as we are confident of outcomes across each of the 'aid for peace' indicators.

7 LOOKING FORWARD

7.1 Introduction

“Make relevant recommendations in relation to the future implementation of the Theme in terms of addressing the needs of Victims and Survivors. This should include recommendations of the nature of activities that should be included in future calls and the quantity and quality of support services the Peace III Programme should be providing meet the aims and objectives of the Programme Priority”.

This section details our recommendations to support the development of funding under Theme 1.2 in the future. These are drawn from the findings and analysis presented in the previous sections of the report.

7.2 Overarching Recommendations

7.2.1 Developing the Way Forward

Recommendation One:

The current context within which Theme 1.2 is operating has highlighted significant and in some cases increasing incidence of trauma / mental health related issues, sectarianism and segregation associated with dealing with the past. There remains a continued rationale and need for providing support to sustain and develop the capacity of Victims and Survivors and wider society to deal with the transition to peace and reconciliation. In this context it is also evident that future need and intervention continues to be in line with objectives articulated within the Peace III Operational Programme.

A key message throughout the review relates to the difficulties associated with understanding what “acknowledging and dealing with the past” actually looks like in practice. In the absence of an agreed understanding or vision there is a need to continually refresh thinking on the way forward.

Recommendation Two:

Overall, in support of developing the way forward we have identified a series of overarching principles underpinning how Theme 1.2 funding should be used. These principles include:

- Funding to be administered towards **strategic** interventions;
- Alignment with **Government objectives** on dealing with the past;
- **Sustainability / legacy** should be ingrained within projects / programmes;
- Need for clear **added value** against other provision in this area;
- **Focussed on need** using the best evidence available;
- Delivered to consistently high **quality standards**; and
- Should be used with the intention of **strengthening existing structures**.

The recommendations that follow have these principles at their core.

It is clear that Theme 1.2 on its own cannot be expected to resolve all of the deep-seated problems that relate to the past. Resolution of these problems, many of which are deeply ingrained in our society, can only take place over a longer period of time and with the efforts of many individuals and groups in the region and further afield. These principles will support Theme 1.2 to continue to build on work in this area and help the Peace III programme to be a ‘tool for learning’ for government and other stakeholders in both practice and policy development.

7.2.2 Acknowledging the Past in Public Memory

Strategic Intervention

A key priority area of the operational programme relating to Theme 1.2 is to support the *“exchanging of different views of history, culture and identity and different conflict and post-conflict experiences among relevant groups and individuals”*. As is highlighted through our analysis the receipt of 45 expressions of interest and 26 applications under strand 1 with no projects being approved represents substantial efforts on all sides for very little return.

Throughout the consultation process and within wider research related to acknowledging and dealing with the past it is clear that an appetite continues to exist for work in exploring the legacy and memory of the conflict through truth recovery, documentation, storytelling and the recording of complex history and experience. However, despite a continued appetite for this type of work, there remains significant challenges in terms of agreeing and developing a strategic intervention which incorporates all (or some) of these elements whilst doing so in a sensitive and understanding manner.

Part of the challenge in acknowledging the past in public memory is the limited foundation in terms of principles, standards and best practice required to actually undertake this work. In the past there has been a concern that although this work has the potential to be beneficial, in the absence of standards it also has the potential to be counterproductive.

Recommendation Three:

We recommend the development of a process with the intention of bringing ideas articulated in acknowledging the past in public memory together.

There is an appetite evidenced throughout the review for one central strategic process:

- this process should provide assurance around the quality of approach (including the skills, capabilities and standards necessary to deliver the process);
- the process should also demonstrate the credibility and trust required to engage the breadth of stakeholders required;
- the process should learn from best practice internationally and from work that has already been undertaken locally; and
- there could be online and physical outcomes from this process.

The strategic stakeholders that are likely to be involved include museums, media / broadcasters and organisations with links to Victims. A lead partner should be identified from these strategic stakeholders to co-ordinate and develop the strategic process.

There should also be a mechanism for input from others with sector specific input (e.g. geographic communities, churches, ethnic minorities) or technical capabilities (archiving, training etc.).

7.2.3 Meeting the needs of Victims and Survivors

Strengthening service delivery

A key aim of Theme 1.2 is to *“build the capacity of individuals to deal with the transition to peace and reconciliation and ensure victims and survivors are able to deal with the past on their own terms”*. The first tranche of funding sought to achieve part of this aim through the delivery of direct conflict related services (i.e. such as counselling, befriending etc). We recognise the context has developed and the future provision of direct conflict related services for Victims and Survivors is anticipated being delivered and sustained through OFMDFM's Victims and Survivors Service in Northern Ireland. Future Theme 1.2 funding therefore needs to consider service delivery with this in mind.

Recommendation Four:

We recommend in looking forward that Theme 1.2 funding for service delivery is only applicable where there is clear added value against other provision in this area, and relevance to need using the best evidence available is demonstrated, ensuring additionality.

In order to support this practically it is imperative the Consortium within any application process make this requirement clear. In ensuring added value linkage with recommendation 5 (strengthening quality), recommendation 6 (strengthening collaboration) and recommendation 7 (support in southern border areas) are also important.

Strengthening quality

Our analysis has highlighted a lack of consistency in terms of quality standards relating to Victims and Survivors service provision. When quality standards were in place, they had been developed as a result of the project rather than the funder. A key area to be considered for groups in moving towards the new Victims and Survivors service is what level of 'quality' is expected and what is valued in terms of service delivery. This will help both groups and funders demonstrate and understand quality, effectiveness and efficiency and how this relates to long term outcomes and VFM.

Recommendation Five:

We recommend that quality standards are increasingly funder driven. In doing this the Consortium should consider the experience of previous programmes (e.g. Victims and Survivors Core and Development Grant Schemes) and link in with the Standards Working Group set-up in preparation for the Victims Service. The approach needs to be developed in line with the Working Group to ensure sector-wide consistency.

Strengthening collaboration

Collaborative working between the community and voluntary sector and the statutory sector remains desirable in meeting the needs of Victims and Survivors, particularly given the increased pressure to demonstrate that resources are used in the most efficient and effective way. It is important however that Peace III funding is not used to replicate statutory services.

Services provided by the statutory sector can be complemented by services provided by the community and voluntary sector. For example, if a GP meets a patient who is feeling isolated within the community due to events that happened during the troubles, referral to befriending services may be the first step on the road to recovery for the patient. Similarly if a community and voluntary sector group provides services to someone and the signs of post-traumatic stress disorder are apparent, they should sign-post them onto the relevant statutory sector provider. There does, however, remain a challenge to facilitate understanding (and potentially trust) between the statutory sector and the community and voluntary sector of the complementary nature of services being provided and the opportunities to maximise impact through referrals between the sectors.

Recommendation Six:

We recommend this issue is moved forward in a phased approach with the Consortium to commission research along the following dimensions:

- The Consortium should commission a programme of research and piloting activity. The research should map current and potential collaboration for new and enhanced working relationships to effectively meet the needs of Victims and Survivors. The research should seek to understand the issues relevant to building such collaborations (e.g. these could include chill factors, accessibility, trust, understanding of skills and capabilities). The programme should also support piloting of specific proposals (e.g. including community / voluntary and statutory partners) feeding into the ongoing research, to develop, test and learn lessons; and
- Having developed the evidence base, the final phase is to transfer the learning to the appropriate public agencies and the community and voluntary sector for them to integrate the learning into future practice.

Southern border areas

Our consultation and analysis highlight potential challenges within southern border areas in relation to identification of need and seeking funding for Victims and Survivors related services. For example to date only one southern project has received funding related to delivery of Victims and Survivors services under Theme 1.2. In looking forward, whilst in the North the OFMDFM Service will be available for Victims and Survivors, there will be no equivalent in the southern border areas.

Recommendation Seven:

We recommend that the Consortium take a proactive approach in advertising and promoting the future call for projects within the southern border areas. This approach should make clear the potential services and activities that could be supported and ensure that future funding in the southern border areas is accessible to those who need it.

7.2.4 Other Theme 1.2 activity

Link with Government Objectives... 'addressing physical and community division created by interfaces'

It is imperative that any future funding fits with the wider strategy for 'dealing with the past' represented by the Victims and Survivors Strategy and CSI. As is recognised within the draft CSI programme perhaps the most tangible representation of the 'past' in Northern Ireland is the peace walls and other, sometimes non-physical, interface barriers. Support should draw upon learning from interface interventions funded under other parts of the Peace Programme (e.g. Belfast Interface Trust funded under Peace III Theme 1.1) and other stakeholders (e.g. OFMDFM, Atlantic Philanthropies).

Recommendation Eight:

We recommend the Consortium consider whether there are specific opportunities in the remaining funding period to undertake a phased approach to addressing one or more peace walls and other, sometimes non-physical, interface barriers. The phases should allow for a flexible and realistic approach as to what is achievable in the short term, and what could be continued beyond the Peace III funding horizon.

- The initiative would need to articulate clearly how it is integrating 'acknowledging and dealing with the past' into its process. This will ensure it remains distinctive to Theme 1.2;
- A lead partner should be identified to co-ordinate and develop the approach. One potential partner with experience of interface related interventions and a good community connection across the north is the Northern Ireland Housing Executive;
- Whoever the lead partner is, they should engage with interface communities and key statutory stakeholders in developing the approach;

- Expression of interest phase – this could map out the scope or steps that could be taken over a short, medium and long term for a number of opportunity areas;

We envisage activities could include a series of steps including identifying baseline, identifying the conditions required before 'movement on the barrier could be considered', working towards those conditions and potentially planning / addressing the barrier itself (this may be reduction e.g. via replacement with a more permeable structure, or removal). These steps would draw on policy direction (e.g. description of interface issues covered in CSI) and best practice from other interface activity and research.

Consideration of this recommendation should also take into account activity supported under other Peace III themes / measures to ensure all effect is additional and complementary.

Innovative and distinctive

The innovative and distinctive nature of projects which came through under Strand 3 highlights that a process of open call for projects which 'push the boundaries' in terms of how addressing the past links into sustaining and embedding peace and reconciliation. Understanding of the scope of Theme 1.2 has developed from the time of the original Operational Programme. There is increasing consensus that addressing the past is broader than meeting the needs of those currently self-identified as victims and survivors.

Recommendation Nine:

We recommend a budget remains available for an open call approach through the Consortium which welcomes 'creative', 'innovative' and 'boundary pushing' projects in relation to peace building and reconciliation projects which meet the needs of Victims and Survivors. This could include services for Victims and Survivors that demonstrate additionality and add value to other provision in this area (see Recommendation 4).

Recognition of the long-term nature of peace-building and reconciliation should be taken into consideration. This may imply funding to continue on some of the most effective projects from the first tranche of funding in order that they maximise the extent of this impact over a longer period of time.

7.2.5 Process Recommendations

Funding allocation structure

Learning from the three strand approach, we foresee Theme 1.2 continuing without the aforementioned strands, but applying a combination of strategically led interventions and open call.

Recommendation Ten:

We recommend the next tranche of funding be allocated using a different structure. We envisage an approach of funder led interventions, direct commissions and open call.

Under the funder led / strategic partnership approach:

- a strategic intervention acknowledging the past in public memory; and
- addressing physical and community divisions created by interfaces.

Under Direct Commission:

The suite of activity required to strengthen service delivery (e.g. activity relating to standards, VFM and mapping and piloting potential collaboration between statutory and non-statutory providers). This can largely be done by directly commissioning work.

Under open call:

Projects which address the past, and contribute to sustaining and embedding peace and reconciliation. These should include innovative and distinctive approaches but could also include some Victims and Survivors services delivery where it is proven to be additional to other provision.

Target setting and evaluation

SEUPB should consider how best to improve target setting for the next tranche of funding. It is now in a good position to do this given development of the Victims Strategy and experience of the first tranche of funding. Our analysis has highlighted the lack of clear definitions in a number of the output targets within the Operational Programme. For example, 'Trauma Counselling' targets include a range of activities from intensive psychotherapy to complimentary therapies. A positive move by the Consortium relates to the development and introduction of the 'Aid for Peace' indicators which remain critical in looking forward in terms of understanding the impact of Theme 1.2.

Recommendation Eleven:

We recommend in looking forward and in order to give a more accurate indication of the effectiveness of the activities / services offered output targets should be given enhanced definition (e.g. to clearly distinguish between activities identified as Trauma Counselling) and the number of outputs for targets revised. In addition to the current range of output measures the 'aid for peace' indicators should continue to be integrated into evaluation processes.

This would allow SEUPB to understand more confidently which activities are performing well or underperforming and contributing to overall Peace III objectives.

Value for Money

VFM measurement in relation to 'dealing with the past' is particularly difficult. Methodologies are still emerging and assessment of effectiveness is difficult as impacts / outcomes may be very personal to individuals whilst also are still not explicitly understood at a societal level.

There needs to be further development of approaches to assessing VFM in relation to initiatives for dealing with the past. This is necessary both to help identify and explain effectiveness of intervention and to make the case for further investment given the economic challenges presented in the current climate and in looking forward towards the closure of Peace III funding.

Recommendation Twelve:

In establishing an understanding of VFM we recommend methodologies are piloted with a small number of providers to develop, test and learn lessons in relation to the most effective approach (this could be undertaken with projects currently funded through Theme 1.2). This effort needs to be linked with other efforts to better demonstrate VFM, including those being taken forward in relation to the Victims Service.

This sample should include providers of different forms of services. The pilot should take place over a period of time sufficient to allow definition, monitoring, assessment and reflection. The practices, lessons and skills could be collated and analysed centrally for the benefit of all stakeholders. However the process would necessarily be done in partnerships with organisations and hence could embed capacity within the sector.

7.2.6 Additional considerations

Feedback during the consultation process from stakeholders and project promoters identified the important role played by the Consortium in terms of supporting and monitoring project implementation. We understand the current contract with the Consortium in relation to its intermediate body role is due to run until December 2013 however, our understanding is that projects in terms of spend and activity could potentially continue until 2015. In addition we would highlight the challenges (covered in this review) that remain in the delivery of this theme.

Recommendation Thirteen:

It is important that SEUPB consider how projects and spend will be supported and monitored in the period up until Theme 1.2 programme activity completes. Specifically, consideration should be given to the resources required to support activity through to completion including monitoring and evaluation.

A further overarching area for SEUPB to consider in taking Theme 1.2 funding forward is the potential risk associated with not achieving target expenditure levels. Whilst funding in relation to the 'open call' interventions and the commissioned research have less risk attached in terms of achieving expenditure targets the 'strategic' projects relating to acknowledging the past in public memory and in addressing physical and community divisions created by interfaces have potential risks in terms of achieving target expenditure levels, particularly if either have associated capital-build requirements. It should also be recognised, there may be negative feedback from some stakeholders if funding was moved from theme 1.2 to another theme.

Recommendation Fourteen:

We recommend that SEUPB should monitor progress against associated expenditure targets throughout the next twelve months so that risk associated with non-spend is minimised. In particular we envisage the highest risk in terms of spend associated with 'strategic' projects identified relating to acknowledging the past in public memory (recommendation 3) and in addressing physical and community divisions created by interfaces (recommendation 8) especially if either have associated capital-build requirements (which would involve significant lead in times).

The Consortium should compile an analysis of likely future needs and expenditure in the first quarter of 2011. This should provide SEUPB with a realistic understanding of the risk of not being able to spend the remaining funding within Theme 1.2, and the potential scale of any spending gap.

If the risk of non-spend is identified there may be opportunities to spend within other parts of Theme 1.2. However it may be necessary that a reallocation takes place to other Themes where there is associated need. SEUPB should consider how best to manage any reallocation.

Appendix One
Steering Group Membership

Steering Group Membership

Review Steering Group	
Shaun Henry	SEUPB
John Cherry	SEUPB
Christine Markey	SEUPB
Colette Nulty	The Consortium (CRC / Pobal)
Celeste McCallion	DFP (NISRA)
Martin Tyrrell	DFP
Colin Jack	OFMDFM
Kellie Service	OFMDFM

Appendix Two
Consultation Participants

Consultation Participants

Stakeholders

Organisation	Consultee
SEUPB	Pat Colgan
SEUPB	Shaun Henry
Consortium	Colette Nulty (Pobal) Paddy McGinn (Pobal) Gordon Walker (CRC) Frank Murphy (CRC)
OFMDFM Community Relations Unit / Victims Unit	Colin Jack Evelyn Hoy
DFA	David Costello Ralph Victory
DFA	Ruairi De Burke
CVSNI	Bertha MacDougall
CVSNI: Key official	Adrian McNamee
CRC	Duncan Morrow Jacqueline Irwin Michaela Mackin
NI Memorial Fund	Carolyn Mada
Department of Health	Roy McClelland
NI Centre for Trauma and Transformation	David Bolton
Academic	Grainne Kelly
NI political parties	Christine Robinson and Stephen Farry (Alliance) Peter Hutchinson (UUP) Alban Magennis (SDLP) Philip Weir (DUP) Ciaran Quinn (Sinn Fein)

Project Promoters

Organisation	Project Title
SAVER/NAVER	Practical steps towards reconciliation
Irish Football Association	Football For All Project
Teach Oscail	Tullacmongan/Cavanaleck Cross Border Youth Project
Diversity Challenges Ltd	'The Way We Were' - Uncovering our shared past.
Expac Ltd	Conflicts of Interest
Youth Link: NI	Community Capacity Building Strategies
Dundalk Institute of Technology - Communities Connect	Deepening the peace, Widening the web - working title
WAVE Trauma Centre	WAVE- The Trauma Training Learning Pathway
The Ely Centre	Project Elohim
Ashton Community Trust	Bridge Of Hope
Holy Trinity Centre	Out Of Hours Community Counselling Service
Cavan Family Resource Centre	Buandóchas (B) Counselling
Best Cellars Music Collective	Peace Radio
The Peace Factory	P.A.Z. Peace Action Zone
Youth Action NI	Peace Dividend for Young People