



Special EU Programmes Body
Foras Um Chláir Speisialta An AE
Boord O Owre Ocht UE Projects

Special EU Programmes Body:
Mid-Term Evaluative Study of the Experiences of the
Peace III Programme to date
Including Implications for a Peace IV Programme

Final Report

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Consultancy | Finance | Marketing

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I EXECUTIVE SUMMARY

I.1 Introduction

The Special EU Programmes Body (SEUPB) commissioned SJ Cartmin to undertake the mid-term evaluation of the **EU Programme for Peace and Reconciliation in Northern Ireland and the Border Region of Ireland 2007-2013**, hereafter referred to as '**The Peace III Programme**'.

The Peace III Programme is a distinctive programme part-funded by the European Union, to the amount of €225m through its Structural Funds Programme and part-funded through National contributions of €108m, totalling €333m.

I.2 Key Conclusions

Effectiveness

The overarching aim of the Peace III Programme is '*to reinforce progress towards a peaceful and stable society and to promote reconciliation in Northern Ireland and the Border Region*'. It hopes to achieve this through the implementation of two strategic priorities:

- Priority 1: Reconciling Communities
 - Theme 1.1: Building positive relations at the local level
 - Theme 1.2: Acknowledging and dealing with the past
- Priority 2: Contributing to a Shared Society
 - Theme 2.1 Creating shared public spaces
 - Theme 2.2 Key institutional capacities are developed for a shared society

The benefits emerging as a result of the programme are three-fold (*evidence of project benefits can be found in Section 10 which presents a summary of 15 case studies*):

- **Direct Monetary Benefits** e.g. significant contribution that the Peace Programme had made in terms of monetary investment (almost €2billion has been invested from 1995-2013 across three Peace Programmes).
- **Direct non-monetary Benefits** e.g. reduced violence and the threat of violence; reduced polarisation in socially disadvantaged and interface areas; social improvement; and providing a conduit to bring divided communities together.
- **Indirect Benefits** e.g. attitudinal change as an indirect benefit, resulting from the promotion of a culture of greater understanding, trust and mutual respect between communities.

The Peace Programmes are unique amongst EU Structural Fund Programmes in their aims and objectives, and as a result are difficult to measure and quantify when it comes to assessing the impacts of the interventions. The inherent difficulty of measuring the tangible and intangible outputs, results and impacts of peace-building and reconciliation interventions is widely acknowledged.

In an attempt to measure performance of the programme, the Aid for Peace (AfP) approach was adopted as a structure through which the anticipated and actual impacts of an operation on peace and reconciliation can be defined. It also assists with the development of project-specific monitoring indicators which can be used throughout the project to assess achievements against indicator targets.

As of 31st December 2012, 214 projects have been funded with the following achievements against programme indicators recorded:

Achievements against **output** indicators:

- Programmes developed and implemented - 2,031, (Cumulative Project (CP) Target) 34)
- Participants at events that address sectarianism and racism or deal with conflict resolution – 308,214, (CP Target 92,742)
- People in receipt of trauma counselling 7,164, (CP Target 5,645)
- Participants at events assisting victims and survivors 35,229, (CP Target 28,552)
- Conflict resolution workshops 1,966, (CP Target 1,393)
- Participants at conflict resolution workshops 23,144, (CP Target 12,732)

Achievements against **impact** indicators:

- Increase in the percentage of adults who think relations between Protestants and Catholics are better than they were 5 years ago (2005: 52%; 2009: 60%; 2010: 62%).
- Increase in the percentage of people who think that there are less Loyalist murals and flags on display these days than there were 5 years ago (2005: 17%; 2009: 34%; 2010: 36%).
- Increase in the percentage of people who think there are less Republican murals and flags on display these days than there were 5 years ago (2005: 23%; 2009: 40%; 2010: 40%).
- Percentage of people who think the neighbourhood where they live is a neutral space (Always/ Sometimes 2005: 88%; 2009: 89%; 2010: 86%).

Based on the review of the programme and project specific indicators as part of the mid-term evaluation process, as well as SEUPB's own internal review process, a number of issues were identified in relation to the setting of project specific indicators and monitoring/ recording of achievements as part of the AfP approach. Consequently, the above achievements cannot be regarded as final – SEUPB and NISRA will address the identified issues through the review and quality assurance exercise currently underway, concentrating on the validity of achievements recorded to date. It is expected that the outcome of the review will be that reported achievements will be actual and issues in relation to potential duplication and aggregation of data will be resolved. It is anticipated that this detailed work will be completed by the end of 2013.

Although the integration of the AfP approach into all stages of the Peace III Programme to aid the process of monitoring and evaluation is considered innovative and a unique way of measuring the impact of peace-building intervention, there is a lack of resources dedicated to the process, resulting in the full benefits of the tool not being realised. There is a need for full integration of the tool throughout project implementation, where it is not seen as an additional administration burden, but as a core part of project monitoring/evaluation activity.

Efficiency

Northern Ireland and the Border Regions have benefited from a direct investment of €333m for the Peace III Programme to aid the development of peace and reconciliation as well as creating a safer environment in which to support a more social and economically stable society. Evidence of programme efficiency includes:

- As the programme has evolved the delivery structures and implementation processes have become more efficient (i.e. technical assistance¹ costs are 5% (reduced from 6% of the original budget, compared to 8.5% in Peace II). It is envisaged that a future Peace IV Programme Technical Assistance budget will remain in the region of between 4-5% of the total budget.
- As Managing Authority, SEUPB has demonstrated effective management and administration of a large-scale programme and for ensuring compliance with EU funding regulations. To date, Peace III exceeded its N+2 expenditure target in 2012 by €26.2m (Ref: Section 5.5).

¹ Local Action Plan administration is funded within Theme 1.1 Local rather than the budget for technical assistance (as with Peace II).

- Effective management and control of funds is demonstrated by the low error rate the programme calculated by the Audit Authority, which is below the 2% threshold (Ref: Section 4.2.2.1).
- The increase in the ceiling whereby formal procurement is required to £5,000 (from £200) was welcomed by project leads as it has reduced the time and resource burden on meeting these requirements. In addition, the introduction of procedures to allow indirect costs to be claimed on a flat-rate basis (% of direct costs) i.e. a flat rate 20% overhead charge for organisations has been adopted is a marked improvement to procedures, which were previously labour intensive, requiring project leads wishing to recover overheads/indirect costs such as rent, electricity etc. to apportion individual invoices, and have them verified as 'real costs'.
- The adoption of the Resource Allocation Model has proven to be a success as it provided funding to groups/organisations to deliver Peace projects but to remove all administration requirements association with small grants, thereby allowing small groups to focus on outcomes (Ref: Section 4.2.2.7).

I.3 Recommendations

A number of recommendations are provided throughout the report to improve the Peace III Programme and to inform the future development of the Peace IV Programme. For ease of reference, these recommendations have been collated and listed in the table below - recommendations should be read within the context of the relevant section and page number referenced.

Recommendation	Page
Section 3: Programme Strategy	
<i>Theories of Change Model</i>	16
<ul style="list-style-type: none"> • Due to the core issues of national identity and the need for a long-term commitment and strategy, a third theory of change, as put forward by Woodrow, should be considered as relevant and for inclusion in Peace IV i.e. <i>The Root Causes/Justice Theory</i>: "We can achieve peace by addressing the underlying issues of injustice, oppression/ exploitation, threats to identity and security, and people's sense of injury/victimisation". [Methods: long-term campaigns for social and structural change, truth and reconciliation; changes in social institutions, laws, regulations, and economic systems.] 	
<i>Project Selection</i>	18
<ul style="list-style-type: none"> • As the Peace III Programme's objectives are directly aligned to the definition of reconciliation, the scoring criteria should continue to reflect the need for projects to meet these objectives. • The current scoring criterion allocates weighing to projects which demonstrate that they address the target areas and target groups. Targeting specific groups creates an expectation and a sense of entitlement that funds should be equally distributed between groupings. Projects should be funded based on peace and reconciliation outcomes rather than specifically targeting groups. To devise projects which are inclusive and outcomes focused, a collaborative approach to project design is recommended, involving relevant community, private and public sector bodies. • As the Peace IV Programme is likely to have a much reduced budget, awareness should be maximised surrounding the eligibility criteria and expected outcomes to attract the most relevant projects. This will result in more focused/targeted approach, leading to more strategic projects applying for funding to maximise impacts within the eligible area. • Given the acceptance the Peace IV is likely to be the last investment by the EC, the legacy and sustainability of projects is a key consideration as part of an exit strategy. Therefore inclusion of interventions that produce sustainable impacts should be included as a criterion. 	
Section 4: Programme Implementation	
Delivery Structures	
<i>Implementation Bodies</i>	24
<ul style="list-style-type: none"> • Based on stakeholder consultations, case studies and submissions to the recent consultation on the future Peace IV programme, and our conclusions, the continuation of streamlined and more efficient delivery structures adopted in Peace III is recommended for the new programme period. <i>It is important to note that any future operational structure in which to implement the Peace IV Programme will be dependent on agreed themes and priorities.</i> 	
<i>JTS</i>	25
<ul style="list-style-type: none"> • It is recommended that a review of staffing structures is undertaken to ascertain whether staffing roles 	

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<p>should be changed and/or increased in order to: ensure continuity of resources; queries are dealt with in a timely manner; project leads are provided with adequate one-to-one support; and to allow time for capturing the impacts of the projects.</p> <ul style="list-style-type: none"> Providing greater autonomy to the lead partner in the decision making process in clearly defined circumstances will reduce the need for lead partners to wait for a response from case officers regarding implementation queries. 	
<p><i>Consortium</i></p> <ul style="list-style-type: none"> The continuation of a forum for local authorities to come together to share experiences is recommended, as it provides an effective mechanism for knowledge sharing and networking purposes. <i>The facilitator of any future forum will be dependent on the delivery structure agreed for the Peace IV Programme.</i> 	25
<ul style="list-style-type: none"> In the event of a Consortium being commissioned to deliver any aspects of the future Peace IV Programme, it is recommended that consideration be given to assigning one of the Consortium organisations as a lead partner and/or having separate, rather than joint, contracts. This will help to alleviate the challenges incurred for organisations with different governance structures. 	26
<p><i>Peace Clusters & County Council Lead Partnerships</i></p> <ul style="list-style-type: none"> Opportunities for local authorities to share learning on how to address the more difficult issues of sectarianism, racism and segregation should be facilitated in any future Peace Programme. Local authorities are uniquely placed as they have a local civic leadership role but also have political influence. In the future Peace IV Programme, the scoring and selection process should take into account those Peace Clusters and County Council lead partnerships who have and who intend to challenge 'difficult issues'. SEUPB should challenge PRAP's which are not robust or are not pushing boundaries. To promote this approach, the Peace IV Programme should reward innovative projects and risk taking, which will require increased level of flexibility to change projects based on emerging lessons. To ensure full participation of all communities, it is important that outreach work is continued with elected representatives, community and voluntary groups, local authorities, statutory agencies and other civic society representatives. Establishing open and transparent lines of communication and trust with and between local communities is imperative to implement interventions with sustainable impacts. Proactive engagement with community leaders and champions/enablers will help to gain access to disadvantaged communities, leading to an inclusive approach. Based on experience gained in Peace III and the imminent local government reforms, it negates the need for activities to be split into separate phases in the next peace programme, therefore a single allocation of funding is recommended to devise longer-term action plans. Continuous funding will allow for long-term plans to be made and maintain momentum on the ground. 	27
<ul style="list-style-type: none"> Cross-border links should be strengthened. In particular those North and South local authorities that are in close proximity to each other. In the Peace IV Programme, SEUPB should encourage local authorities to advance cross-border linkages through the following Cross-border Framework levels outlined by Pobal i.e. Level Zero: Considering building cross border relationships; Level One: Developing Cross Border Relationships; Level Two: Joint Cross Border Actions and Co-operation; Level Three: Addressing Core Conflict Issues; and Level Four: Sustainable and Strategic Cross Border Development. 	28
<ul style="list-style-type: none"> The adoption of the Resource Allocation Model has allowed Peace Clusters and County Council lead partnerships to maintain a strategic approach to implementation whilst effectively engaging small community groups. It is recommended that this approach is continued going forward as a means of striking a balance between achieving a strategic approach to funding and encouraging locally based project development, which will contribute to meeting wider programme objectives. Peace Clusters and County Council lead partnerships should adopt a common approach to the administration of a potential future small grants/or similar scheme (e.g. Resource Allocation Model), where the administration burden relating to verification and vouching of expenditure should be minimised (subject to compliance with EU requirements) to allow groups to concentrate in achieving peace-building outputs and impacts. Under the EC's simplification model, there is an opportunity to adopt lump-sum financing methods. SEUPB should consider exploring and piloting this approach as a means of reducing the administration of the programme, leading to a more outcomes focused model. 	28-29
<ul style="list-style-type: none"> To mitigate any potential duplication, it is important that there is a coordinated response to community-wide issues; thereby ensuring consistency and complementarity between local and regional strategies. The forum, created by the Consortium, for cluster wide projects to network and share learning should be extended to include regional project leads. Alternatively, a dedicated advisory group should be formed to be inclusive of the interests of all sectors (private, statutory, community and voluntary). Due to the reduced budget expected for the Peace IV Programme, consideration should be given to disaggregate regional projects activities to a local level (where relevant). 	29

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Peace Clustering & Local Government Reforms <ul style="list-style-type: none"> Any future Peace IV Programme should seek to align the Peace Clusters with the new 11 council boundaries. Appropriate training and support should be provided, particularly to those councils which will have to form new partnerships and whom may not have had the role of lead council. A Guidance Manual for new partners should be developed, based on lessons emerging from effective clusters e.g. how administration and processes were aligned and how governance arrangements have been embedded. The changing role of the local authorities in the Border Region should also be considered in any future delivery structure. 	30
Administrative Functions	
Application Process <ul style="list-style-type: none"> SEUPB are committed to working with low capacity and/or under resourced applicants. It is recommended that attendance at pre-application workshops is made compulsory to provide applicants with a greater understanding of the application process and selection criteria used and therefore result in a higher standard of applications. There is potential for a 'buddy system' to be implemented where new applicants could be supported by experienced partners. Prospective applicants should also be allowed to review an anonymous but marked application form to identify the weakness in an application. The provision of good practice examples as case studies would be a useful tool in the process. Consideration should be given to allocating funding to applicants under Part B of the application process, in order to provide some resources for organisation to develop a more detailed project and plan. A robust application may help to reduce the number for economists' queries and help reduce the current delay in the application process (Ref: Section 4.3.2). 	32
Assessment Process <ul style="list-style-type: none"> The top-down bureaucratic nature of the programme is at odds with the need for responsive bottom-up innovative solutions to address the transition from conflict to peace. There is a balance required between the need for robust approval of large amounts of funding and the need for projects to be rolled out in a timely manner to address immediate peace-building needs. There is a continuing need for prudence surrounding the assessment process to ensure accountability of public monies and the selection of high quality projects; however this process should be brought forward in a more efficient structure and in line with the EC's recommend timescales of 39 weeks (as per MEMO/12/795), rather than current 56 weeks in the Peace III Programme. A greater focus on providing support to organisations in the development of their application, to include robust evidence of project need, is recommended to reduce the lengthy delays emanating from economist questions as a result of gaps in information at the application and appraisal stage. If the Accountable Departments delegated authority for approving finances to SEUPB, the Accountable Department's decision-making would be retained within the Steering Committee as part of a single decision making process. This format is used in other jurisdictions programmes under European Territorial Cooperation area, where JTS and the Managing Authority have delegated authority to make assessments and allocate funds. It is understood that this change in the approval of finances would require a redesign of the financial flows and considerable changes to Departmental policies. Discussions are on-going between SEUPB and the relevant departments to agree a structure for the new programme period. It is recommended that the Steering Committee should have access to sector specialists for each priority area and technical experts where relevant (e.g. engineer(s) for capital build projects to assess viability) within its membership to assist JTS and economists to identify any gaps/weaknesses and feasibility of projects at an early stage of project application. 	34
Letter of Offer <ul style="list-style-type: none"> There is a need for a degree of greater flexibility with regard to Letter of Offer requirements to allow applicants to adapt to external factors and to take advantage of an opportunity to improve the programme and/or change the direction of the format/content and reach of their peace-building activities. Consequently, contracts should be more concerned with outcomes/impacts rather than largely input focussed. 	35
Procurement, Vouching/Verification Process <ul style="list-style-type: none"> Feedback from project leads should be taken into account when developing procedures for Peace IV and to identify any further means of simplifying procurement, vouching, and verification procedures, whilst meeting EU and Member State financial control requirements. SEUPB should continue to issue guidance notes to project leads to keep them abreast of any new developments in procedures. These guidelines should be supported with training workshops to ensure adequate and consistent interpretation of requirements. 	37-38
Awareness Raising / Publicity <ul style="list-style-type: none"> It is important that the interest gained from political representatives and other key stakeholders in Northern 	39

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Ireland and the Border region are maintained through disseminating insights, testimonials and regular newsletters on activities and impacts achieved as a result of funding.	
<ul style="list-style-type: none"> The continuation of the annual independent survey (as per the Peace III Programme Communications Plan, which is approved by the EC) is recommended as well as consideration given to increasing the sample size (from the current 750 quota). Based on November 2012 findings, it is evident that awareness of the Peace III Programme has decreased in the Border regions. The reasons for this response should be explored further and increased efforts made to ensure that awareness levels increase across the eligible area. 	40
<ul style="list-style-type: none"> It is understood that SEUPB are currently working on developing case studies of funded projects and collating 'good news stories'. It is important that this information be made readily accessible on SEUPB's website. It is noted that materials/presentations and case studies have been generated for the recent Peace Programme conference in Brussels (31 January 2013). These materials should be made available on SEUPB's website and promoted to a wide-ranging audience. An on-line depository (either within SEUPB's existing website or a separate website dedicated to the Peace Programme) of project case studies, aid for peace closure reports and news articles would provide a central place for individuals to access information in which to inform future peace-building activities. Encouragingly, SEUPB intend to embrace the use of new media this year, by initiating the use of Twitter and the development of a social network site. This will increase the level of reach and engagement with project beneficiaries as well as those not directly involved in the Programme. It is important this aspect of communication is adequately resourced and that information is updated on a regular basis to maintain current content. It is noted that some Peace Clusters have already begun using new media, it is important that SEUPB provide guidance on effective usage. 	41
Section 5: Programme Approvals & Expenditure	
<i>Geographical spread of funded projects</i>	46
<ul style="list-style-type: none"> As an alternative to gathering the geographic spread of <i>all</i> programme beneficiaries, it may be possible, in the new programme period, for project leads to collate postcode information for participants receiving accreditation and persons employed either part-time or full-time only. This required data would be more easily attainable, upon approval of the beneficiary, and would provide useful information for a mapping exercise to illustrate economic impact of the programme. 	
Section 6: Achievement of Operation Programme Indicators	
<i>Progress against OP Indicators – Theme 1.1</i>	55
<ul style="list-style-type: none"> As a significant number of returned equality monitoring forms cannot be inputted onto the database due to the absence of a project reference on the forms or when a number of forms have been returned in one envelope, there is a need for the Managing Authority and case officers to re-emphasize the need for project leads to take responsibility for submitting eligible forms for monitoring purposes. To increase the importance of this process, this requirement should be included with the Standard Conditions of Grant document issued to all funded projects. 	
<i>Assessment of OP Indicators and Targets</i>	61-63
<ul style="list-style-type: none"> It is understood that SEUPB are currently undertaking a detailed review/quality assurance exercise of achievements against original targets. If after this review, the targets appear to be set too low, consideration should be given to uplifting these and setting appropriate targets. It is concerning that at this stage of the programme, seven indicators relating to results / impact do not have targets set, nor do they have achievement attributed to them. For the OP to be assessed, it is imperative that this is addressed and that achievements are reported against programme level indicators (where available). A few indicators would benefit from being more clearly defined to include: stating a 'positive change' rather than a 'change' in attitudes; consideration should be given to distinguishing between the number of events and the number of cross-border events (this information is already being recorded by project leads). Some of the result and impact indicators aim to capture the potential changes in attitudes/behaviour of programme participants. This measure of success is difficult to attribute or isolate directly to the Peace Programme as many other external factors influence change to include changes in the political and policy environment. Although, these indicators are helpful and do provide a proxy of success as attitudes are measured for programme participants in comparison to the general population, as part of the Attitudinal Survey. There are a number of OP indicators where progress against these is reported from other sources, such as the attitudinal survey or equality monitoring forms. Some of the result and impact indicators relating to friendships formed and increased tolerance are measured using evidence from the Northern Ireland Life and Times (NILT) Survey only. An equivalent survey or data collection exercise should be resourced and 	

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<p>implemented in the Border regions to capture achievements across the entire eligible area. To augment evidence derived from NILT, data captured by project leads relating to these indicators should be reflected.</p> <ul style="list-style-type: none"> The large degree of variation in performance against output indicators (OP and cumulative project targets), both within and between Priorities, raises questions over the suitability of the targets set for the projects funded under each of the Themes. Robust and realistic targets are a necessary part of the monitoring process. There may be an impression of large over or under achievement if the original targets are not realistic. OP indicators and targets are set at the outset of the Programme when it can be difficult to forecast the exact nature of funded projects. The Peace IV Programme should be cognisant of performance against targets in previous Programmes and benchmark indicators and targets against these. Future targets should be more challenging, as existing achievements suggest that they were set too low. 	
Section 7: Review of the Application of Aid for Peace Approach	
<p><i>Suitability of Project-Specific Indicators</i></p> <p>It is recommended that the issues identified relating to the definition of indicators and the recording of project activity, (largely relevant to Theme 1.1) be addressed. Issues include:</p> <ul style="list-style-type: none"> Large volume of indicators: There is a balance needed between having a concise number of indicators and ensuring that there is sufficient detail to record project-specific output, results and impacts. It is important that there are efforts made to condense the number of indicators where possible. Repetition /duplication of output indicators: There are a number of instances where separate output indicators have been set for similar activities. Indicators with similar names should be reviewed and aggregated through a re-coding exercise. A smaller number of more homogeneous indicators should be used to allow comparison in performance between projects and Themes. If indicators were more homogenous, they could be more easily aggregated and potentially contribute to OP indicators. Similar indicators are being categorised as both result and impact indicators: Consistency should be applied in terms of categorising of result and impact indicators and duplication removed. Direct duplication of indicator codes: Indicators should be reviewed and instances where the same indicators have been attributed different codes removed – there should be one code for every unique indicator rather than multiple codes for the same indicator name. Indicator description ambiguity: Indicator descriptions should be clearly defined and there should be no overlapping of terms to avoid project leads potentially double counting achievement. (It is noted that projects should have the detail of indicator referencing in their AfP baseline report) Project-specific indicators link with OP indicators: It is understood that each project contributes to at least one OP level indicator. However there are instances where project-specific indicators of common interest could add value if it had a corresponding OP indicator. For example, a project-specific indicator that would be considered common across the majority of projects would be the number of jobs created. In this instance, it would be of value if outputs for this indicator were aggregated and reported at an OP level – and linked to the economic indicator (which is not currently defined under Theme 1.1), thereby giving a fuller indication of the overall impact of the Peace III Programme. Failure to set Project-specific indicators: The indicators set for Theme 1.2 (delivered by the Consortium) relate only to the overall OP indicators and project-specific indicators have not been set, whereas the other themes provide more detailed project-specific indicators set through the AfP process. It is essential that indicators are set so as to capture all the project data. The System 2007 database is consequently lacking in quantitative data for Theme 1.2. 	66 -67
<p><i>Application of Aid for Peace</i></p> <ul style="list-style-type: none"> Given the issues identified in Section 6.4 and Section 7.3, it is evident that there are insufficient resources dedicated to supporting projects in the implementation of the AfP approach. There is a need to uplift these resources and consideration given to creating a dedicated post responsible for managing the monitoring of the programme and quality assuring the indicator selection as well as the recording and quality assurance of achievements. Evaluation is central to the programme. It is important that the monitoring and evaluation process is robust and sufficiently resourced to capture the learning from peace-building interventions. The focus on continuous self-evaluation is essential and remains relevant going forward. There is a continuing need to support project leads to ensure the true value of AfP is realised and embraced as a learning and monitoring tool. To increase the value of AfP, a greater integration of the tool is required throughout project implementation, where it is not seen as an additional administration burden, but as a core part of project monitoring/evaluation activity. On-going training (for case officers and project leads), to include workshops, guidance manuals and templates are all valuable support systems, which should be continued as part of any future programme to ensure the appropriate application of the AfP approach. 	68 69 70

Recommendation	Page
<ul style="list-style-type: none"> For the Peace IV Programme, a standardised, concise AfP reporting template (and/or a sample best practice AfP evaluation report) should be provided to project leads, as well as standardised questionnaires for distribution to programme beneficiaries to attempt to quantify some of the impacts e.g. changing attitudes can be measured using pre/post surveys using a scale/barometer approach. An increased focus on independent post-project evaluation is required to provide a robust assessment of project outputs, results and impacts. To distil and disseminate qualitative data, it may be worth considering developing a one page summary for each of the projects to reflect the key learnings e.g. similar to that produced in the MTE report for the case studies (Ref Section 10.2 of this report). Although this would be resource intensive, it should be considered as an option to create an evidence-based that could be accessed on SEUPB's website to share learning and to promote the benefits emerging from peace funding. 	
<ul style="list-style-type: none"> As the data submitted by project managers is not quality assured to date, we are unable to comment on the reliability of the data. There is an immediate need for a quality assurance mechanism to be put in place for case officers to verify/interrogate the information entered by project managers against indicators (particularly as project closures are approaching). Cross-checks between data reported in progress reports, monitoring database and AfP baseline reports/interim reports should be carried out on a regular basis. This is to ensure that verifiable information is accurately captured against all AfP indicators. 	71
<ul style="list-style-type: none"> Further support and training should be given to lead partner managers to ensure that indicators are being appropriately linked to projects; otherwise there is a risk that data is not been captured or reported against indicators. A verification exercise is required to ensure that the linking of indicators to projects is consistently applied. It is important that the information recorded in the System 2007 database is verified and therefore regarded as being of equal reliability to the figures produced as part of the AIR process. Improvements to the System 2007 will be taken forward to the new programme period. There is a need to improve functionality of the system in terms of end analysis and reporting capabilities. Providing training to project leads on how to benefit from the use of the system is recommended. 	72
<ul style="list-style-type: none"> It is recommended that the AfP approach is continued as part of the Peace IV Programme, provided that the issues above are addressed. Going forward, the Peace Programme's AfP model could be used as a benchmark for other conflict areas as well as being mainstreamed into organisations, based on learning emerging from the application of AfP in the Peace III Programme. This is particularly important given the EC's focus on monitoring progress towards agreed objectives and introducing performance framework for all new programmes. 	73
Section 8: Application of Cross-Cutting Themes & Sustainability	
<i>Project Selection Using Cross-Cutting Themes</i> <ul style="list-style-type: none"> Based on a review of the project application process, it is apparent that the assessment of a wide variety of applications under one programme is complex. It is recommended that consideration should be given for tailoring the application form for each priority area with regard to cross-cutting themes e.g. although 'sustainable development' should be taken into account by all projects, it is perhaps more appropriate to include this as a weighted score for large capital projects under Theme 2.1 and 2.2 only. There is a need for a clear definition and greater depth of appreciation by project leads of the difference between the concepts of 'sustainable development' and 'sustainability'. 	75
<i>Equality of Opportunity - Equality Survey/Audit</i> <ul style="list-style-type: none"> Given the low response to the survey of members of the Monitoring Committee, further encouragement should be given to complete and return forms and reemphasis on the importance of meeting these requirements is recommended to ensure that Equality of Opportunity requirements are met. It is acknowledged that SEUPB endeavours to encourage nominating bodies to redress any imbalance when appointing new members throughout the lifetime of the programmes. We agree with the Equality Working Group recommendation in October 2012 stating that it would be useful if equality was built into the post Letter of Offer audit engagement process as this would provide an evaluative element that would help to assess whether Equality of Opportunity requirements were met. 	78
<i>Sustainability</i> <ul style="list-style-type: none"> Peace IV is very likely to be the last Programme which will run from 2014 to 2020. It is imperative that the relevant authority focuses on projects/interventions that produce sustainable impacts. Therefore inclusion of sustainability, potential to produce lasting impacts and the mainstreaming potential of projects, where appropriate, is included as a selection criterion. 	79
	88

Recommendation	Page
Section 11: Benchmarking	
<ul style="list-style-type: none"> For the Peace IV Programme, learning should be gained from recent changes to the Interreg Programme relating to the introduction of additional pre-application support and a new two stage application approach as well as improved project assessment/appraisal processes. Effective processes should be replicated, where appropriate, to the new Peace Programme. 	113
<ul style="list-style-type: none"> As part of the future Peace IV Programme, the current Peace Clusters and County Council lead partnerships will be expected to form partnership structures through the development of local action groups and area-based local development strategies. Key lessons should be gained from the adoption of this approach in the LEADER Programme and synergies created to ensure that Peace IV structures complement existing structures. 	114
<ul style="list-style-type: none"> As per the Peace III Programme, the continued inclusion of IFI in the future Peace IV Monitoring Committee, as well as SEUPB attendance at IFI programme meetings is recommended. 	
<ul style="list-style-type: none"> Given the policy focus of the Joseph Rowntree Trust, it is important that the Peace IV Programme funding distinguish itself from this as well as other types of funding and yet ensures complementarities to maximise potential impacts. 	116
Section 12: Future Development of Programme	
<i>Dissemination of Learning</i>	
<ul style="list-style-type: none"> Peace III and the future Peace IV Programme should continue to seek to share experiences in the field of conflict resolution across the eligible area and with other regions. To aid this process, enhanced resources should be dedicated to fulfilling the potential of shared learning through the Peace Network. 	120
<i>Strategic Direction – Thematic Concentration</i>	
<ul style="list-style-type: none"> The following key themes are suggested for the Peace IV Programme as a means of creating a peaceful and stable society: <ul style="list-style-type: none"> Removal of Interface Barriers Creating Shared Public Space Investment in Youth & Education (Addressing Youth Unemployment ; Shared Education; Early Years; Promotion of positive Youth Services - non formal educational activities) Acknowledging and dealing with the past The above is not meant as a final or as an exhaustive list of actual future themes, but as areas for discussion/consideration for SEUPB in the development of a Peace IV Programme. The final policy focus of the Peace IV Programme will be developed through detailed research and public consultation. Projects funded under the Peace IV Programme will have due regard for meeting statutory and regulatory requirements for Equality of Opportunities to include an Equality Impact Assessment – in accordance with Section 75 of the Northern Ireland Act (1998). In keeping with the Europe 2020 objectives for Sustainability, a Strategic Environmental Assessment (SEA) - to assess the effects of certain plans and programmes on the environment will be carried out. Moreover, there is a need for the transition from single identity to cross-community work in Peace IV, as there is the potential that continuing to fund single-identity work will entrench views further. The contact theory highlights the need for positive contact to reduce prejudice – the theory recognises the importance of equal status contact and the identities should remain intact by creating a safe environment for dialogue as well as 'normalised contact'. In terms of target groups, projects should be funded based on a more inclusive approach, concentrating on peace and reconciliation outcomes rather than specifically targeting groups. There is a need to build on the initiatives specifically designed for victims and survivors developed as part of Peace III Programme (under Theme 1.2) in a way that both furthers progress to reconciliation and ensures that lessons are learned for the benefit of future generations. Given the new infrastructure for the V&S sector in Northern Ireland, it is important that the current and any future Peace IV Programme takes into account findings from the Commission's CNA, which provides a detailed evidence base for the funding of programmes in the future. The learning can also be transferred to the Border Regions which do not have similar structures in place. It is important that the Peace Programme complements and does not duplicate services provided by the new V&S service. 	121
<ul style="list-style-type: none"> For the Peace IV Programme Period, there is a need to adopt a 'Community-led Local Development' (CLLD) approach and Simplification methods, as advocated by the EC, as per legislative proposals for cohesion policy for 2014-2020. 	129-130
<ul style="list-style-type: none"> It is up to the Member States to agree an approach to the delivery of the Peace IV Programme to ensure that the objectives of Europe 2020 Strategy are met and that procedures imposed on beneficiaries are simplified as part of an outcomes focused approach. 	131

1 INTRODUCTION

1.1 Introduction

The Special EU Programmes Body (SEUPB)² commissioned SJ Cartmin to undertake the mid-term evaluation of the **EU Programme for Peace and Reconciliation in Northern Ireland and the Border Region of Ireland 2007-2013**, hereafter referred to as ‘**The Peace III Programme**’.

The Peace III Programme is a distinctive programme part-funded by the European Union, to the amount of €225m through its Structural Funds Programme and part-funded through National contributions of €108m, totalling €333m. The main aims of the Peace III Programme are to reinforce progress towards a peaceful and stable society and to promote reconciliation by assisting operations and projects which help to reconcile communities and contribute towards a shared society for everyone.

1.2 Terms of Reference

The following outlines the key requirements of this mid-term evaluation, as reflected within its Terms of Reference, and the relevant report section in which it is addressed.

Table 1.1: Terms of Reference & Report Section Reference

Terms of Reference	Report Section(s)	
	Main	Supporting
Review the programme performance to date to establish the progress which the programme is making toward achieving the objectives as set out in the operational programme. This will include:	-	-
• Comment on whether and to what extent the strategies as set out in the Peace III Programme remain relevant to the needs of the eligible area and its named target groups	S.3	S.2 S.9 S10
• Analyse the efficiency and effectiveness of programme delivery structures and administrative functions, considering the evolution of the peace programmes, with a view towards making recommendations for future peace funding in 2014-2020	S.4 S.5 S.12.3	
• Examine achievement to date of the effectiveness of the programme priorities and areas of intervention and related targets and indicators	S.6	
• Review the relevance of existing indicators and make recommendations accordingly	S.6.4	
• Assess the sustainability of projects and the ability for these to operate after the completion of this programming period	S.8.3	
• Assess the aid for peace approach as a tool for measuring the impact of peace interventions, addressing the pros and cons in terms of effectiveness of such an approach. The aid for peace approach is only at very early stages however the likelihood of its objectives being achieved in the current delivery must be assessed	S.7	
• Assess the application of the cross cutting themes within the funded projects, namely: cross border cooperation; equality of opportunity; sustainable development; impact on poverty; and partnership	S.8	S.11
• Draw conclusions on the programme’s efficiency, effectiveness and impact and make recommendations for the strategic direction and operational structure of any future funding period 2014-2020 and potential Peace IV Programme, taking into consideration the Europe 2020 objectives	S.12	

² SEUPB is one of the six cross-border Bodies set up under the “Agreement between the Government of Ireland and the Government of the United Kingdom of Great Britain and Northern Ireland establishing implementing bodies” signed on 8 March 1999 (the British-Irish Agreement of 8 March 1999). The Agreement was given domestic effect, North and South, by means of the North/South Co-operation (Implementation Bodies) (Northern Ireland) Order 1999 and the British-Irish Agreement Act 1999 respectively.

1.3 Methodology

The methodology for the mid-term evaluation study is summarised in the table below:

Table 1.2: Methodology

Stage	Description																								
1 Project Initiation	A project initiation meeting took place with a sub-group of representatives from the Monitoring & Evaluation Working Group (MEWG), known as 'the evaluation sub-group' ³ . The output of this stage was an inception report, which provided the basis for the implementation and management of the remainder of the assignment.																								
2 Desk Research & Consultations with Stakeholders	<p>This stage commenced with a desk based review of programme information, research and strategy documents. This information informed the development of scripts for stakeholder interviews and used to support data analysis as part of Stage 3. A list of the 47 key stakeholder consulted can be found in Appendix VI.1 (including representatives from: SEUPB; Government Departments; Social & Economic Partners; political representatives; and Peace Clusters and County Council lead partnerships).</p> <p>For ease of analysis and reference, the proportions used to quantify responses throughout the report are described using the following terms i.e.</p> <table><tr><th>Term</th><th>%</th><th>No. of Stakeholders</th></tr><tr><td>All</td><td>100%</td><td>47</td></tr><tr><td>Almost/nearly all</td><td>91%-99%</td><td>43-46</td></tr><tr><td>Most</td><td>75%-90%</td><td>36-42</td></tr><tr><td>A majority</td><td>50%-74%</td><td>24-35</td></tr><tr><td>A significant minority</td><td>30%-49%</td><td>15-23</td></tr><tr><td>A minority</td><td>10%-29%</td><td>6-14</td></tr><tr><td>A few/a small number</td><td>Less than 10%</td><td>1-5</td></tr></table>	Term	%	No. of Stakeholders	All	100%	47	Almost/nearly all	91%-99%	43-46	Most	75%-90%	36-42	A majority	50%-74%	24-35	A significant minority	30%-49%	15-23	A minority	10%-29%	6-14	A few/a small number	Less than 10%	1-5
Term	%	No. of Stakeholders																							
All	100%	47																							
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A minority	10%-29%	6-14																							
A few/a small number	Less than 10%	1-5																							
3 Review of Project Information	<p>This stage involved the interrogation of all actual/anticipated expenditure and impacts held centrally on the existing System 2007⁴ as well as a review of data captured against Aid for Peace indicators, for each of the 214 projects funded by the Peace III Programme (up to 31st December 2012).</p> <p>To augment the data held centrally on the System 2007 database, each of the lead project managers (i.e. 159 unique lead organisations, representing 1,092 sub-projects) were contacted by email and asked to submit a response using an Information Request Pro forma. The Pro forma was in the form of an Excel template listing each of the Project Managers' projects and sub-projects by Reference Number and title. Lead project managers were asked to complete the following information at a lead project level:</p> <ul style="list-style-type: none">• Define target groups• Define geographic spread of project beneficiaries• Extent of cross-border engagement in projects (none /at consultation level only / involvement in process / low level of actual activity / high level of actual activity).• Sustainability of project i.e. whether project will continue to operate after Peace III funding period (Yes/ No).• Additionality of project i.e. whether project would have gone ahead in the absence of Peace III funding (Yes, on a similar scale/Yes, but on a smaller scale / No, would not have been possible). <p>A response was provided from 89 lead projects (56% - 89/159) and 501 sub projects (46% - 501/1,092)</p>																								

³ Representatives from: SEUPB; Northern Ireland Statistics and Research Agency (NISRA); Department of Finance and Personnel (DFP); Department of Public Expenditure and Reform (DPER); and BMW Regional Assembly.

⁴ All operations funded under the Peace III Programme are recorded on the EU Grants system (System 2007). The system comprises a public website (www.eugrants.org) through which project applications are submitted and which is used by successful projects to submit claims and update performance. This public website is supported by a Management Information System used by programme administrators to maintain the database and manage all aspects of the programme including project approval as well as management, monitoring and reporting at project and programme level.

Stage	Description
4 Case studies	15 standalone case studies have been developed to provide qualitative evidence regarding the results and impacts across a range of projects funded under the Peace III Programme. Each case study has been informed by: review of project information; semi-structured interview with project promoter; and focus group with beneficiaries.
5 Analysis and Reporting	Analysis of preceding stages. Reporting and presentation of findings.

1.4 Format of Report

The remainder of this report is set out as follows:

Section 2:	Background to the Peace Programme
Section 3:	Programme Strategy
Section 4:	Programme Implementation
Section 5:	Programme Approvals & Expenditure
Section 6:	Achievement of Operation Programme Indicators
Section 7:	Review of the Application of Aid for Peace Approach
Section 8:	Application of Cross-Cutting Themes & Sustainability
Section 9:	Qualitative Feedback – Summary of Stakeholder Consultation Findings
Section 10:	Summary of Case Studies
Section 11:	Benchmarking
Section 12:	Conclusions & Future Development of Programme
<i>Appendix I:</i>	<i>Evolution of the Peace Programme</i>
<i>Appendix II:</i>	<i>Socio-Economic Profile of Eligible Area</i>
<i>Appendix III:</i>	<i>Theories of Change Approach</i>
<i>Appendix IV:</i>	<i>Review of Operational Programme Indicators</i>
<i>Appendix V:</i>	<i>Review of Project-Specific Indicators</i>
<i>Appendix VI:</i>	<i>Detailed Stakeholder Feedback</i>

In addition to the above, 15 separate (standalone) case studies have been developed – a summary of which can be found in Section 10.

2 BACKGROUND TO THE PEACE PROGRAMME

2.1 Introduction

This section of the report describes the evolution of the Peace Programme and sets out the background to the Peace III Programme, as per the Operational Programme.

2.2 Evolution of the Peace Programme

The Peace Programme has been a long standing partnership between Northern Ireland, Ireland and the European Commission (EC), supported by the governments of the UK and Ireland. As per Table 2.1, in three successive programmes from 1995 to the end of 2013 almost €2bn will have been allocated to fund almost 23,000 projects across the eligible area of Northern Ireland and the Border Regions of Ireland, with €1,334m coming from the EC and the remaining €661m from national contributions by the Member States.

Table 2.1 Peace Programme Funding Allocation (1995-2013)

Theme	Peace I	Peace II	Peace II Ext.	Peace III	Total
Period	1995 - 1999	2000 - 2004	2004 - 2006	2007 - 2013	18 years
EC Contribution	€500m	€531m	€78m	€225m	€1,334m
National Contribution	€167m	€304m	€82m	€108m	€661m
Projects	15,000	7,500		218*	22,900
Total	€667m	€835m	€160m	€333m	€1,995m

*projects committed as at 31st December 2012

Peace I (1995-1999) was a Community Initiative funded by Structural Funds received from the EC in response to the first paramilitary ceasefires in 1994 to address the immediate legacy of the conflict.

Designed with a focus on 'inclusion' and 'bottom-up participation' to involve those people and areas most affected by the conflict, the programme was given a wide mandate including: rebuilding communities, employment, economic renewal, urban / rural regeneration and social inclusion. The programme also addressed sensitive issues such as working with the victims and survivors (V&S) of the conflict and their families and the reintegration of former paramilitaries. For the first time elected representatives from all political parties put aside their political differences to come together to plan and make decisions about the allocation of funds. This dialogue continued at a programme level, when at the macro level political discussions had frequently broken down. Overall Peace I acted as a catalyst for people to come together as they recognised the value and benefit of making these funds available to their local communities, with a total of 15,000 projects reaching 868,420 participants. This significant level of engagement helped to increase the awareness of, and support for, the programme. It was evident that this approach acted as a precursor and a foundation to the subsequent peace programmes which were more targeted and tackled the more difficult issues of division.

In March 1999, the **Peace II Programme (2000-2004)** was introduced as a Structural Fund Programme⁵ to build on the success of Peace I. SEUPB, which was established in 1999 as part of the Belfast Agreement, was tasked with managing the programme.

⁵ The decision of the Berlin Council to integrate the Peace II Programme (formerly a Community Initiative) into the mainstream Structural Funds Programme led to the setting up of a Northern Ireland Community Support Framework (CSF) with two Operational Programmes - the Transitional Objective 1 Programme (known as Building Sustainable Prosperity) and the Peace II Programme.

Peace II aimed to reinforce progress towards a peaceful and stable society through economic development and cross-border co-operation. The focus therefore moved from economic development and rebuilding infrastructures in Peace I to a focus on a community/social dimension on how to build reconciliation in a post-conflict area in Peace II. The distinctiveness criteria⁶ for project selection helped to define the 'uniqueness' of the programme and the targeting of areas, sectors and groups most affected by the conflict, and on projects making a real contribution to peace and reconciliation.

A two year extension was awarded to bring the programme in line with the seven year structural fund cycle, known as the **Peace II Extension (2004-2006)**. A fundamental shift in the Programme occurred when a definition of reconciliation was agreed (Ref: Section 3.3.1). For the period of the Peace II Extension, the weighting for reconciliation in the project selection process was increased from 6% to 20% which placed greater emphasis on peace-building. Overall Peace II supported 7,500 projects.

The **Peace III Programme (2007-2013)** carries forward the key aspects of the previous peace programmes, with a continued and renewed emphasis on reconciliation. Peace III advances social and economic stability in Northern Ireland and the Border Region by supporting actions that promote cohesion between communities. The reduced budget has brought with it this more focused approach, where Peace III is more focused on reconciliation outcomes and on addressing issues of sectarianism and racism. On completion of the programme, Peace III will have supported around 220, mostly large scale, strategic projects.

Appendix I outlines the structure and format of the Peace I, Peace II and Peace III Programmes for comparison purposes.

The section below provides an overview of the Peace III Programme, which forms the basis of this mid-term evaluation. Section 4 provides a more detailed analysis of the evolution of delivery structures and administration of the Peace Programme. This review will help inform the development of the future Peace IV Programme.

2.3 Overview of Peace III Programme

2.3.1 Aim, Priorities & Themes

The overarching aim of the Peace III Programme is *'to reinforce progress towards a peaceful and stable society and to promote reconciliation in Northern Ireland and the Border Region'*. It hopes to achieve this through the implementation of three strategic priorities:

- **Priority 1: Reconciling Communities**
 - **Theme 1.1: Building positive relations at the local level.** This Theme aims to challenge attitudes towards sectarianism and racism and to support conflict resolution and mediation at the local community level. It is to be implemented through two sub-themes. The first is the Local Authority Action Plans, which have been developed by eight local council clusters covering all of Northern Ireland, including Belfast as a single entity, and the six County Councils in the Border Region. The second sub-theme is Regional Projects, which are strategic level projects implemented by Lead Partners and often with potential for impact throughout the eligible region.

⁶ Degree to which an initiative could be seen to be contributing explicitly and measurably to peace and reconciliation. Projects seeking assistance need to clearly demonstrate how effectively they target one or both of the following: Areas showing the effects of the conflict and/or community polarisation as a result of the conflict; Sectors and activities adversely affected by conflict and division or experiencing structural adjustment as a result of Peace

- **Theme 1.2: Acknowledging and dealing with the past.** This Theme, implemented by the Consortium of the Community Relations Council and Pobal, aims to provide advice, counselling and support for victims of the conflict and their families. It also aims to exchange different views of culture, history and identity and different conflict and post-conflict experiences among relevant groups and individuals at the local level.
- **Priority 2: Contributing to a Shared Society**
 - **Theme 2.1: Creating shared public spaces.** This Theme aims to regenerate areas that have suffered as a result of the conflict and, through this, to create new opportunities for shared space and reduced segregation.
 - **Theme 2.2: Key institutional capacities are developed for a shared society.** The aim of this Theme is to develop the capacity of key institutions to deliver services that contribute to a shared society in Northern Ireland and on a cross-border basis.
- **Priority 3: Programme Technical Assistance.** A third Priority, for Programme Technical Assistance, is used for the publicity, financial control, monitoring, evaluation and overall management of the Programme. This Priority is implemented by SEUPB.

In line with embedding reconciliation into the strategic priorities and objectives, the Peace III Programme places a strong emphasis on promoting cross-community relations and understanding. All projects are required to identify how they will address sectarian and / or racist behaviour “*to enable communities to work more effectively together and demonstrate outcomes in terms of good relations and understanding*”.

2.3.2 Target Areas & Groups

Peace III priorities are targeted on areas and groups that: have been affected by the conflict, and experience particular problems of marginalisation and isolation.

Target areas include:

- Sectarian interfaces.
- Disadvantaged areas suffering the effects of conflict-related dereliction.
- Areas that have experienced high levels of sectarian or racial problems.
- Areas in decline due to lack of inward investment and isolated by limited cross-border linkages.
- Areas where economic and social development has been inhibited by the conflict.

Target groups include:

- **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 or who are isolated by border closures.
- **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, 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.
- **Public, private and voluntary sector organisations** and their staff who have a contribution to make towards developing a shared society.

3 PROGRAMME STRATEGY

3.1 Introduction

The terms of reference require an assessment of:

“Whether and to what extent the strategies as set out in the Peace III Programme remain relevant to the needs of the eligible area and its named target groups”

In order to meet this requirement, we have reviewed information from the following sources:

- Peace III Operational Programme – Section III ‘Programme Strategy’ relating to:
 - Programme Rationale (Operational Context; Strategic Context; and Theories of Change)
 - Project Selection (based on: Reconciliation Framework; and Cross-Cutting Themes)
 - Promoting Strategic Project Development (i.e. targeting disadvantaged communities; and contributing towards change at different levels within society)
- Peace III Programme Guidance Note on Project Selection
- Community Uptake Analysis, NISRA (2011)⁷
- Good Relations Indicators, OFMDFM (2012)⁸
- Relevant policy initiatives in Northern Ireland and the Border Region
- Academic research relating to the ‘Theories of Change’ model

3.2 Programme Rationale

3.2.1 Operational Context – Programme Need

The Peace III Operational Programme identifies the need for EU funding due to the problems ‘specific’ to Northern Ireland and the Border Regions of Ireland over and above the ‘core’ economic and societal problems that exist across all other Member States. The ‘specific’ problems exist in Northern Ireland and the Border Region across a number of interlinking levels that include:

- The direct effects of the conflict (e.g. continued need to support victims and survivors);
- The key underlying issues which preceded and contributed to the conflict and were also exacerbated by the conflict and remain evident in the eligible area (e.g. sectarianism, isolation, marginalisation, mistrust, lack of citizenship and participation in civil networks); and
- The new challenges for integration and cohesion within the context of increasing ethnic diversity.

Although advances have been made in terms of increased political stability⁹ and a reduction in violence (Table 3.1), the ‘specific’ issues, underlining the need for the programme, remain prevalent across Northern Ireland and the Border Region. There are deep divisions between communities to include; separate housing estates, children educated in separate schools, increase in the number of physical barriers in the form of peace walls, distinct sporting and cultural activities. Issues such as: sectarianism; national identity; segregation; racism; intolerance; mutual distrust; marginalisation;

⁷ Community Uptake Analysis of PEACE III Programme Northern Ireland, NISRA (May 2011)

⁸ Good Relations Indicators - 2012 Update, OFMDFM <http://www.ofmdfmni.gov.uk/gr-pubs>

⁹ In light of the 2007 political agreement to restore Northern Ireland’s devolved government, the transfer of policing and justice powers in 2010 and in March 2011, the Northern Ireland Assembly and Executive concluded its first full term in office in 40 years, political stability can be rated as good and therefore a low risk to impacting the peace programme. Interventions funded under the peace programme continued even during times of political instability (suspension of NI Assembly from 2002 to 2007).

polarisation; lack of cross-border social and economic links; lack of community cohesion; the threat of violence and dissident activity all still exist.

Society has evolved further where there is a much more diverse and multi-cultural society adding a new dimension of division surrounding race and origin. There is a need to increase the confidence and capacity of local communities to accept diversity and become a more inclusive and shared society.

In addition, for the first time since the Peace Programmes were introduced, the eligible area has been affected by the global economic downturn experienced in the second half of 2008 and by the end of 2008 the UK and Ireland had officially entered a recession. For the UK this was the first recession experienced in 17 years and for Ireland, which was the first country in the Eurozone to enter recession, it was the first in 25 years¹⁰.

The UK economy came out of recession in quarter three of 2009 and entered 2010 exhibiting slow growth in Gross Domestic Product (GDP) which generally remained subdued during the year¹¹. The UK economy grew by 0.3% in the first three months of 2013, figures from the Office for National Statistics (ONS) have shown. The growth meant that the UK economy avoided falling back into its third recession in five years, a so-called triple-dip recession. In Northern Ireland, falling employment rates between 2007 and 2010 highlighted the effects of the recession. The Border Region is experiencing a similar trend with employment falling and unemployment rising. Gross Value Added (GVA) in Northern Ireland and the Border Region has fallen slightly relative to the UK and Ireland, respectively¹².

Appendix II presents an overview of the socio-economic profile of the eligible area.

The process of emerging from years of conflict, which inhibited growth, as well as emerging from the recent recession will take time and a long-term commitment in order to realise an economically and socially stable society.

Context Indicators

There are wide-ranging external factors that impact peace and reconciliation which the peace programmes cannot be expected to address, factors such as the economic, political and policy environment which can influence peace and reconciliation. Although the Peace Programme complements this macro environment it is distinct from it and is not considered to be a substitute for progress required at this level. However, the benefits achieved as a result of the programme can be used as a means of informing policy development and as a catalyst to inspire long-term change in a region emerging from conflict. It is the combined efforts from formal political processes, community willingness to move forward, private and public sector investment and the impacts of peace-building initiatives which collectively contribute to the transformation process, from conflict towards building a peaceful, stable and shared society.

The Operational Programme identifies a number of context indicators (Table 3.1) to provide useful information on the environmental issues which are outside the control of the Peace Programme. It is important to note that these indicators are not designed to be measures of the success or otherwise of the Peace III interventions.

¹⁰ National Strategic Report 2012 Ireland

¹¹ National Strategic Report 2012 Ireland

¹² National Strategic Report 2012 Ireland

It is encouraging that from the baseline position, the majority of context indicators have improved i.e. there has been a 20% decrease in the number of sectarian incidents, a 26% decrease in the number of racist incidents, a 6% increase in the proportion of people who think that Northern Ireland is a place free from displays of sectarian aggression, and a 3% decrease in the proportion of parades that are contentious.

Table 3.1: Context Indicators

Indicator	Operational Plan – Baseline		Mid-term Evaluation Stage		% change	Source
	Baseline	Year	Interim	Year		
Number of sectarian incidents (per annum)	1,701	2005/06	1,344	2011/12	-21%	PSNI
Number of racist incidents (per annum)	936	2005/06	696	2011/12	-26%	PSNI
Number of attacks on symbolic premises: churches/ chapels, GAA/AOH property, orange halls, schools	Churches/chapels 83 GAA/AOH property 1 Orange Halls 35 Schools 132	2005	Churches/ chapels 12 GAA/AOH Property 8 Orange Halls 32 Schools 4	2011/12	-86% +700% -9% -97%	PSNI
% of people who think NI is a place free from displays of sectarian aggression	7% scored this question more than 5 (where 1 = definitely not achieved & 10 = definitely achieved)	2005	13% scored this question more than 5	2010	+6%	NI Life & Times Survey (NILT)
% of people who are prejudiced against people from a minority ethnic community	Very prejudiced 1% A little prejudiced 24%	2005	Very prejudiced 1% A little prejudiced 31%	2010	0% +7%	NILT
% of parades that are contentious	7%	2004/05	5%	2010/11	-3%	Parades Commission
Reduction in the number of peace walls	37	2006	59	2010/11	+59	OFMDFM

In terms of the number of attacks on symbolic premises, there has been a significant decrease relating to attacks on churches/chapels and schools. There has also been a reduction in the number of attacks on Orange Halls. However, there has been an increase in the number of attacks on Gaelic Athletic Association (GAA) / Ancient Order of Hibernians (AOH) property increasing from 1 to 8 recorded attacks in 2011/12. A second indicator also illustrates a negative picture, with a 7% increase in proportion of people who are prejudiced against people from a minority ethnic community.

According to OFMDFM, there are 59 recorded 'Peace Walls' (increasing from 37 recorded in 2006 to 59 in 2012)¹³, highlighting the continuing divides and barriers to peace and reconciliation. Peace Walls create demarcation lines in rural and urban areas walls and emphasises the cultural, political and religious differences between neighbouring communities.

The increase in dissident activity has escalated in recent years with over 129 incidents recorded between 2009-11 which eventually culminated in the murder of a police constable (April 2011) and the murder of a Prison Officer (November 2012). In a statement to Parliament in February 2012, the Secretary of State for Northern Ireland said that dissident republican groups have remained active in Northern Ireland, and their intent and capacity to commit acts of terrorism remained high. He noted that the threat had stabilised as a result of successful operations by security and law enforcement agencies, but stated that there remains a high level of underlying terrorist activity and planning.

¹³ No new peace walls have been erected since 2008. The increase in numbers to 59 is due to a re-categorisation of some structures, for example the gates on Derry City walls were previously counted as 1 structure are now counted as 7. The Department of Justice became responsible for the 59 structures in April 2010, and lead on the Programme for Government commitment to actively seek local agreement to reduce the number of peace walls.

Furthermore, the recent civil unrest associated with the change in policy by which the Union flag is displayed outside Belfast City Hall¹⁴ has highlighted that the need for continued dialogue between communities.

The above indicates the continuing **relevance** of the Peace III Programme's objectives to the evolving needs of the eligible area and named target groups.

3.2.2 *Strategic Context*

Although the Peace Programme has complemented the macro political environment, it remains 'neutral' and distinct from it and does not focus on 'macro level interventions' (e.g. implementation of the Belfast Agreement, criminal justice and policing, human rights, decommissioning/security, political institutions), it has the potential to complement and influence strategy for peace-building across the eligible area.

By providing a supportive environment for addressing peace and reconciliation; encouraging inclusion in society; and facilitating greater social and economic engagement on a cross-border and cross-community basis, the programme demonstrates synergies with policies which support economic stability and growth; policies which address poverty and deprivation; and policies which promote equal opportunities. In addition, the creation of Peace Clusters has enhanced skills and capacity of local councils, which will enable them to take advantage of opportunities presented under pending local government reforms.

The following outlines some of the synergies of the Peace Programme to policy initiatives in Northern Ireland and the Border Region.

Policies to support economic stability and growth

National Strategic Reference Framework (NSRF)

Based on the EU Community Strategic Guidelines each Member State had to draw up their National Strategic Reference Framework (NSRF) which outlines their national priorities over the seven-year period 2007-13. In 2008, each of the 27 European Union (EU) Countries developed and agreed their respective NSRF. The NSRF is the basis on which each Member State drew up their Operational Programmes, which seek to support the modernisation and diversification of national and regional economies, improve competitiveness and underpin efforts to maintain macroeconomic stability.

- **NSRF in Northern Ireland:** The UK's NSRF set out a strategic vision for Structural Funds expenditure to strengthen the drivers of regional productivity and employment, respond to the increasing pace of economic change and expand the reach of global markets. It contained three overarching themes, enterprise and innovation; skills and employment; and environmental and community sustainability. Peace III contributes to the Competitiveness and Employment Programmes outlined within the NSRF by encouraging and providing opportunities for increased social and economic engagement thereby creating an environment conducive to addressing peace and reconciliation.

¹⁴ Belfast City Council voted to change its Union flag policy on 3 Dec 2012, which resulted in the reduction in the number of days the Union flag is flown from City Hall to designated days only, in keeping with guidelines set by the Department for Culture, Media and Sport in Westminster. This decision has been met with protests from the loyalist community. Whilst the majority of the street demonstrations have passed without any issue, some have resulted in violence and rioting.

- **NSRF in Ireland:** In July 2007, the EC approved Ireland's NSRF, which set out how Ireland would invest EU funding over the period 2007-2013. The NSRF outlined the strategy for allocating the available funding through the selected operational programmes. For the purpose of the NSRF 2007-2013 the country is divided into two regions i.e. the Border, Midland and Western (BMW) and the Southern & Eastern Region (S&E). This division recognises the economic and social development needs of the regions and allocates specific funding to each region. Within the NSRF there are two programmes relevant to the Border Region, namely the BMW Regional Operational Programme and the Employment and Human Capital Investment Operational Programme. The NSRF for Ireland sets out the following key priorities:
 - Promoting investment in human capital through up-skilling the workforce, increasing participation in the workforce, and activating groups outside the workforce;
 - Supporting innovation, knowledge and entrepreneurship in the regions; and
 - Strengthening the competitiveness, attractiveness and connectivity of the National Spatial Strategy, through improved access to quality infrastructure and promoting environmental and sustainable development.

On a similar basis to the Programmes in Northern Ireland, the Regional Programme and the Employment Programme can create synergies with Peace III by: promoting economic and social change; providing a supportive environment for addressing peace and reconciliation; providing support and enhancing skills and removing the barriers to the labour market for those seeking employment; and addressing issues of marginalisation and exclusion.

Northern Ireland Programme for Government 2011 - 2015

On 12 March 2012, the First Minister and deputy First Minister published the Programme for Government (PfG) 2011-2015. The PfG identifies the actions the Northern Ireland Executive will take to deliver the following five priorities: Growing a Sustainable Economy and Investing in the Future; Creating Opportunities, Tackling Disadvantage and Improving Health and Well-being; Protecting Our People, the Environment and Creating Safer Communities; Building a Strong and Shared Community; and Delivering High Quality and Efficient Public Services.

Northern Ireland's Economic Strategy (2012) represents the economic pillar of the Executive's PfG. The overarching goal of this strategy is to improve the economic competitiveness of the Northern Ireland economy. In order to achieve this, the Executive is committed to strengthening local competitiveness through a focus on export led economic growth. This means prioritising the need to deepen and diversify its export base in order to increase employment and wealth across Northern Ireland.

Government for National Recovery 2011 - 2016, Ireland

Fine Gael and Labour's Programme for Government entitled Government for National Recovery 2011-2016 sets out an agenda of change and reform to promote economic renewal and recovery. It addresses the gap between revenue and expenditure in the public finances, while at the same time creating the conditions in the economy that will foster a return to economic and fiscal stability together with employment growth.

By focusing on increasing employment and growing the economy in Northern Ireland and Ireland (specifically the border regions), the respective governments are providing a supportive environment for addressing peace and reconciliation. The policies also advocate the requirement to meet equality legislation and promote policies which promote social inclusion, equality and diversity.

From 'A Shared Future' to 'Cohesion Sharing and Integration' to 'Together: Building a United Community'

Despite progress made through the Good Friday / Belfast Agreement (1998), The St Andrews Agreement (2006) and The Hillsborough Agreement (2010), there remained, until now (May 2013), an absence of an over-arching strategy for reconciliation which would allow the core division of national and religious identities to be addressed.

In 2005, a policy framework, A Shared Future, was put in place by the New Labour direct-rule administration. However, this policy was not endorsed by Sinn Féin or the DUP. In 2010 a compromise draft was put out for consultation under the name Cohesion, Sharing and Integration (CSI), yet this was regarded as a dilution of the 'sharing' emphasis of the previous document and was largely rejected based on feedback from a public consultation process which ended in October 2010. As a result, the Peace III Programme has been operating in a policy vacuum with a lack of leadership from government on an agreed strategic approach to achieving reconciliation by tackling causes and results of divisions.

The Northern Ireland Executive fulfilled its PfG commitment to bring forward a revised version of CSI – The resulting new Good Relations Strategy: Together: Building a United Community¹⁵ published on 23 May 2013 reflects the Executive's commitment to improving community relations and continuing the journey towards a more united and shared society. The Strategy outlines a vision of ***"a united community, based on equality of opportunity, the desirability of good relations and reconciliation - one which is strengthened by its diversity, where cultural expression is celebrated and embraced and where everyone can live, learn, work and socialise together, free from prejudice, hate and intolerance."***

The Strategy outlines how Government, community and individuals will work together to build a united community and achieve change against the following key priorities:

1. Our children and young people
2. Our shared community
3. Our safe community
4. Our cultural expression

Some of the strategic actions included in the strategy include:

- Establishing ten new shared education campuses
- Getting 10,000 young people, not in education, employment or training (NEET), a place on the new United Youth volunteering programme
- Establishing ten new shared housing schemes
- Developing four urban village schemes
- Developing a significant programme of cross-community sporting events
- Removing interface barriers by 2023
- Pilot 100 shared summer schools by 2015

The launch of the new Good Relations Strategy is welcomed and will inform the development of the Peace IV Programme to complement macro level objectives.

¹⁵ http://www.ofmdfmi.gov.uk/together_building_a_united_community.pdf

Policies for addressing Local Government Reforms in Northern Ireland and Ireland

The Peace III Programme involved the establishment of new local government structures in the form of seven Peace Clusters and a standalone Belfast Peace Partnership in Northern Ireland and six County Council lead partnerships in the Border Region of Ireland. This structure has been created in the absence of policy surrounding local government reform. It can be concluded that this structure has equipped local authorities with enhanced skills and capacity to take advantage of opportunities presented under new reforms (Northern Ireland PfG¹⁶ and Ireland's Government for National Recovery 2011-2014) which proposes moving functions currently being performed by agencies to Local Government, consequently complementing and enhancing policy.

In Northern Ireland, the proposed reform of local government envisages the replacement of the twenty-six districts created in 1973 with a smaller number of "super councils". The review process began in 2002, with proposals for either seven or eleven districts made before it was suspended in 2010. On 12 March 2012, the Northern Ireland Executive published its programme for government, which included a commitment to reduce the number of councils in Northern Ireland to 11 by 2015. To meet this deadline, elections will take place to the 11 new councils by June 2014 and Shadow Councils will begin operating from June 2014 to March 2015. New councils complete with all responsibilities and functions will be operational from April 2015. Section 4.2.2.7 (Figure 4.1) describes the likely impact of local government reforms in terms of the composition of existing Northern Ireland Peace Clusters.

In Ireland, the Irish Government unveiled a series of reform proposals for Local and Regional Government in October 2012 entitled 'Putting People First'. This includes proposals for the abolition of Town Councils, the mergers of certain Local Authorities and the re-configuration of the 8 Regional Authorities and 2 Regional Assemblies into three Regional Assembly structures.

Policies for addressing Poverty / Deprivation in Northern Ireland and Ireland

The European Anti-Poverty Networks (EAPN), at a European and national level, work to ensure that structural funds are directed towards combating poverty and the negative effects of social exclusion.

As part of the Peace III Programme, the selection criterion for funding takes into consideration the 'Impact on Poverty', as one of the cross-cutting themes, where projects must demonstrate adherence to the relevant anti-poverty strategies of both Northern Ireland and Ireland and i.e. Northern Ireland Anti-Poverty and Social Inclusion Strategy, Northern Ireland Neighbourhood Renewal Strategy; Ireland's National Anti-Poverty Strategy. Projects must demonstrate that they will target resources and effort on people, groups and areas which are shown to be the most socially disadvantaged and that particular effort is made to facilitate the involvement of those in social need and marginalised and disadvantaged groups.

Many of the poorest areas in Northern Ireland and the Border region have been negatively impacted by the 30 years of the 'the troubles', with people living in deprived areas¹⁷ characterised by interfaces with inter-community strife and conflict evident. This legacy of the conflict coupled with the impact of the economic recession has deepened poverty and a sense of limited opportunities and investment. In these environments, where unemployment and inter-generational unemployment is prevalent, people

¹⁶ Under Priority 5 (Delivering High Quality and Efficient Public Services) a commitment to establish the new 11 council model for Local Government by 2015' is outlined. To meet this deadline, elections will take place to the 11 new councils by June 2014 and Shadow councils will begin operating from June 2014 to March 2015. New councils complete with all responsibilities and functions will be operational from April 2015.

¹⁷ People living in deprived neighbourhoods are less likely to work, more likely to be poor and have lower life expectancy, more likely to live in poorer housing in unattractive local environments with high levels of anti-social behaviour and lawlessness and more likely to receive poorer education and health services. Living in a deprived area adversely affects individuals' life chances over and above what would be predicted by their personal circumstances and characteristics. (Source: Office of the Deputy Prime Minister) (2005) *Sustainable Communities: People, Places and Prosperity*, Cm 6425. London: HMSO)

have been drawn into violence and paramilitarism. To combat this cycle and spiral of deprivation and continued division, peace-building initiatives, such as the Peace Programme, have provided funding and support to advance social and economic change by promoting respect and tolerance between the two main communities and advocating a peaceful and a stable society for all. According to most respondents, investment in areas of disadvantage has helped to build positive relations and reduce segregation.

Ten Year Strategy for Victims and Survivors in Northern Ireland

During the lifetime of the Peace III Programme, significant changes have occurred to support victims and survivors with the creation of a new infrastructure and policy focus.

The Commission for Victims and Survivors (CVS) was established in May 2008, under the Victims and Survivors (Northern Ireland) Order 2006, as amended by the CVS Act (Northern Ireland) 2008. In November 2009, a Ten Year Strategy for Victims and Survivors (V&S) was agreed and launched. This strategy paved the way for the implementation of CVS, and the establishment of the Victims and Survivors Forum (VSF) and the Victims and Survivors Service (VSS), responsible for service delivery in response to a Comprehensive Needs Assessment (CNA). As a result of the CNA the Commission believes that a future Peace Programme would have an important role to play in ensuring that all the needs identified within the document are addressed.

Policies for promoting equality in Northern Ireland and Ireland

The Peace III Programme has operated within the legal and policy framework which is relevant to promoting equality of opportunity. This includes, inter alia, Section 75 of the Northern Ireland Act 1998, the Employment Equality Act (1998) and the Equality Act (2004), in Ireland, and strategies on racial equality, the Racial Equality Strategy (Northern Ireland) and the National Action Plan Against Racism (Ireland).

3.2.3 Theories of Change

One of the strategies outlined in the Operational Programme relates to the adoption of the 'Theories of Change' model. Academic research suggests that peace-building¹⁸ initiatives are underpinned by at least one theory of change. A theory of change is a set of beliefs about how change happens. Peace-building projects are built on assumptions/theories of change on how interventions contribute to peace and reconciliation. There are ten theories of change as to how society in a conflict or post conflict environment can be transformed¹⁹.

According to the OP, the literature shows that two theories are relevant to the problems related to the post-conflict society in Northern Ireland and the Border Region and are most appropriate for changing attitudes, divisions and prejudice i.e.:

- **Individual Change Theory:** *the basis of this theory is that peace comes through transformative change of a critical mass of individuals, their consciousness, attitudes, behaviours and skills.* [Methods: investment in individual change through training, personal transformation / consciousness-raising workshops or processes, dialogues and encounter groups or trauma healing]; and

¹⁸ Peace-building is a comprehensive concept that encompasses, generates, and sustains the full array of processes, approaches, and stages needed to transform conflict toward more sustainable, peaceful relationships. It involves a wide range of activities that both precede and follow formal peace accords. Metaphorically, peace is seen not merely as a stage in time or a condition. It is a dynamic social construct". JP Lederach, *Building Peace: Sustainable Reconciliation in Divided Societies*, US Institute of Peace Press, 1997.

¹⁹ Peter Woodrow, *Strategic Analysis for Peace-building Programmes*, cited by Church, C and Rogers, M. (2005) *Designing for Results: Integrated Monitoring and Evaluation in Conflict Transformation Programs*, Search for Common Ground, Washington.

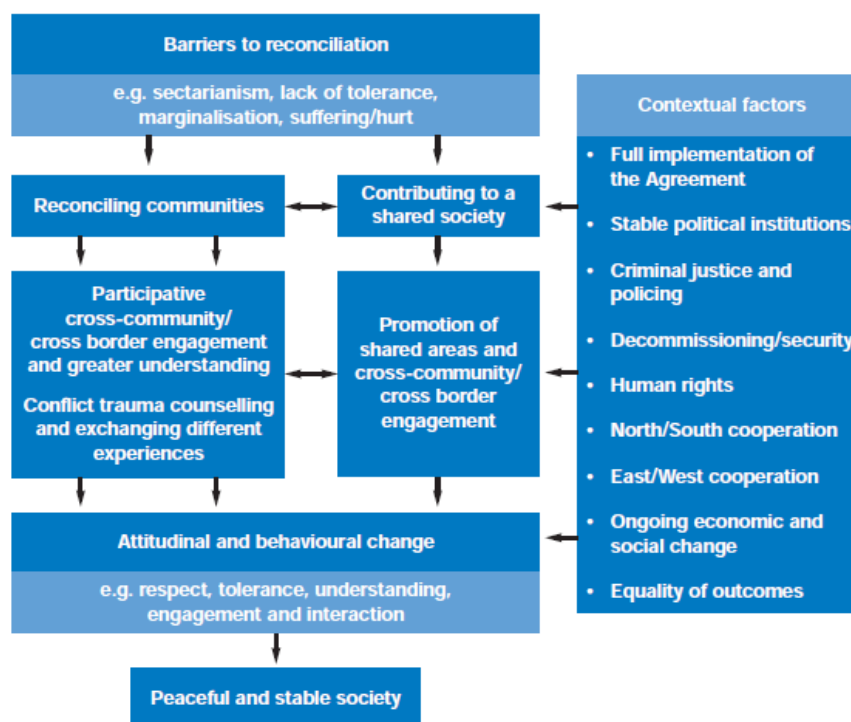
- **Healthy Relationships & Connections Theory:** *the basis of this theory is that peace emerges out of a process of breaking down isolation, polarisation, division, prejudice and stereotypes between/among groups. [Methods: processes of inter-group dialogue, networking, relationship building processes, joint efforts and practical programmes on substantive problems].*

A review of academic literature on the implementation of Theories of Change was conducted. Based on this review, key strengths and weaknesses were identified and summarised in **Appendix III**. Key considerations are the need for practitioners to have a detailed understanding and appreciation of the value, and limitations, of the theories of change. Dedication and commitment is needed to embed the concept as part of the delivery of projects, and indeed at an organisational level.

Figure 3.1. attempts to summarise the transformation process resulting from Peace III interventions, recognising the barriers to reconciliation, the process highlights that a peaceful and stable society can be created as a result of attitudinal and behavioural change brought about through interventions which meet the objectives under each of the programmes strategic objectives.

For transformation change to occur, it is perhaps not as simplistic or linear as the model suggests, as there are many more complex external factors which are outside the control of the programme which must be addressed to ensure the transition to a peaceful society. Individuals' attitudes and behaviours can be influenced by the challenging socio-economic climate and in times of political instability and unrest, for instance, the recent civil unrest and tensions relating to the change in policy by which the Union flag is displayed outside Belfast City Hall has highlighted that work needs to continue to achieve 'peace....through transformative change of a critical mass of individuals' as hypothesised within the 'individual change theory'.

Figure 3.1. Peace III Programme - Processes of Change



Source: Peace III Operational Programme

Recommendation:

- Due to the core issues of national identity and the need for a long-term commitment and strategy, a third theory of change, as put forward by Woodrow²⁰, should be considered as relevant and for inclusion in Peace IV i.e. **The Root Causes/Justice Theory**: *“We can achieve peace by addressing the underlying issues of injustice, oppression/ exploitation, threats to identity and security, and people’s sense of injury/victimisation”*. [Methods: long-term campaigns for social and structural change, truth and reconciliation; changes in social institutions, laws, regulations, and economic systems.]

Theories of Change link with Aid for Peace

The Theories of Change model is built into the Aid for Peace approach under Stage 2 (Peace-building relevance assessment) of the methodology²¹, where project leads must detail which of the two theories of change their project will contribute towards:

- **The individual change theory**: how will the operation promote change within the local area/region and achieve the operation goals by focusing on attitudes, behaviours and skills of individuals.
- **Healthy relationships and connections theory**: how will the operation promote change within the local area/region and achieve the operation goals by breaking down isolation, polarization, division and prejudice between/among groups.

The aim of the above is to assess if the overall direction of an intervention (policy, programme or project) is relevant to a country or area’s peace-building needs and to understand what changes are required to allow change to occur in society to achieve positive transformational change.

Refer to Section 7 for a more detailed review of the application of the Aid for Peace as the monitoring tool in the Peace III Programme.

3.3 Project Selection

The Peace III budget, although significant, was 66% less than Peace II and half of that allocated during Peace I. This reduction in funds resulted in the programme becoming more focused on strategic projects. To generate more strategic projects, specific application calls were issued which outlined strategic outputs to be met under the relevant programme priorities. Applicants had to demonstrate how their project would contribute to meeting these outputs in order to be selected for funding.

Peace III projects are selected and awarded funding based firstly: on of meeting the programme, priority and theme specific objectives (60% weighting) which are directly linked to ‘reconciliation’; and, secondly on the basis of efficiency and effectiveness and will have due regard to the cross-cutting themes (40%). This section provides an overview of the definition of reconciliation and cross-cutting themes.

3.3.1 Reconciliation Framework

Prior to the Peace II Programme, the term ‘reconciliation’ was not well understood or developed in Northern Ireland. To overcome this, research²² was carried out to help formulate a working definition of ‘reconciliation’ which could be applied as a framework. The research, which assumes that building peace requires attention to relationships, concluded that:

²⁰ Peter Woodrow Woodrow, Theories of Change (2005)

²¹ Stages include: Stage 1: Peace building needs analysis; Stage 2: Peace building relevance assessment; Stage 3: Conflict risk assessment; and Stage 4 Peace and conflict effects assessment

²² Hamber, B. and Kelly, G. (2004) A Working Definition of Reconciliation. Occasional paper published by Democratic Dialogue, Belfast.

“Reconciliation is understood as the process of addressing conflictual and fractured relationships. This means not only reconciling broken down relationships as the term confusingly implies, but building new relationships in some cases. It is a voluntary act that cannot be imposed, and it involves five interwoven strands:

1. *Building positive relationships*
2. *Acknowledging and dealing with the past*
3. *Substantial social, economic and political change*
4. *Developing a shared vision of an interdependent and fair society*
5. *Significant cultural and attitudinal change”*

The creation of a definition for ‘reconciliation’ represented a fundamental shift in the programme at the Peace II Extension stage, where the selection criterion was amended in line with the renewed understanding of reconciliation i.e. the distinctiveness criterion required applicants to demonstrate how their project would contribute to, impact upon, peace and reconciliation in at least three of the five strands noted above, with the ‘building positive relationships’ strand being a compulsory element. Consequently there was an increased weighting on reconciliation from 6% the weighting for reconciliation in the project selection in Peace II and 20% for the Peace II Extension (Table 3.2).

Table 3.2: Peace II Programme Scoring Criteria

Peace II Scoring Criteria	Allocation/ Weighting	
	Peace II	Peace II Extension
Distinctiveness	24%	20%
Reconciliation	6%	20%
Horizontal principles	10%	10%
Measure specific criteria	60%	50%

This definition was subsequently used to underpin the design of the Peace III Programme and helped to provide a framework to target activities which together lead to the achievement of reconciliation outcomes. Reconciliation is described as being ingrained into the Peace III Programme strategic objectives:

- **Reconciling Communities:** key activities will facilitate relationships on a cross-community and/or cross-border basis to assist in addressing issues of trust, prejudice and intolerance, and accepting commonalities and differences. In addition, key activities will seek to acknowledge and deal with the hurt, losses, trauma and suffering caused by the conflict; and
- **Contributing to a Shared Society:** key activities will address the physical segregation or polarisation of places and communities in Northern Ireland and the Border Region with a view to encouraging increased social and economic cross community and cross-border engagement.

The Peace III Operational Programme considers that this “*ensures that the Programme has adopted a greater focus on peace and reconciliation goals than under Peace II and provides a clear distinction with the other Structural Funds Programmes*”. To ensure a strong focus on reconciliation, 60% of the selection criterion is awarded to Programme and Priority specific objectives in Peace III (Table 3.3), which has been directly informed by a comprehensive definition of reconciliation.

Table 3.3: Peace III Programme Scoring Criteria

Peace III Scoring Criteria	Peace III Allocation/ Weighting
Programme specific objectives (including target groups and areas)	30%
Priority and theme specific objectives	30%
Value for money / added value	10%
Need	10%
Cross-cutting themes	20%

As the Peace III Operational Plan has been accepted and agreed by relevant governments, it represents a significant milestone in the evolution of the programme. In the absence of a mutually agreed-upon definition of reconciliation the success of the programme would be more difficult to assess in terms of the extent to which reconciliation has been achieved at the various levels i.e. political or national, community and individual.

Recommendations:

- As the Peace III Programme's objectives are directly aligned to the definition of reconciliation, the scoring criteria should continue to reflect the need for projects to meet these objectives.
- The current scoring criterion allocates weighing to projects which demonstrate that they address the target areas and target groups. Targeting specific groups creates an expectation and a sense of entitlement that funds should be equally distributed between groupings. Projects should be funded based on peace and reconciliation outcomes rather than specifically targeting groups. To devise projects which are inclusive and outcomes focused, a collaborative approach to project design is recommended, involving relevant community, private and public sector bodies. The experience gained by Peace Clusters and County Council Lead Partnerships in developing area based plans will provide invaluable expertise to support and/or facilitate this process.
- As the Peace IV Programme is likely to have a much reduced budget, awareness should be maximised surrounding the eligibility criteria and expected outcomes to attract the most relevant projects. This will result in more focused/targeted approach, leading to more strategic projects applying for funding to maximise impacts within the eligible area.
- Given the acceptance the Peace IV is likely to be the last investment by the EC, the legacy and sustainability of projects is a key consideration as part of an exit strategy. Therefore inclusion of interventions that produce sustainable impacts should be included as a criterion.

There are a number of themes relevant across all the Priorities that act as strategic guidelines for those engaged in the implementation of the Programme: These are known as 'cross-cutting themes' and include: Cross-Border Cooperation; Equality of Opportunity; Sustainable Development; Impact on Poverty; and Partnership. As part of the project selection process, projects must demonstrate that they contribute to these themes.

Section 8 provides an assessment of the application of cross-cutting themes in the Peace III Programme.

3.4 Promoting Strategic Project Development

3.4.1 Targeting Disadvantaged Communities

To ensure full participation of all communities, a strategic project development approach has been developed. As per the Operational Programme, this approach involves targeting disadvantaged communities independently of their capacity to apply for funding on a competitive basis. The approach aims to facilitate the involvement of local community groups, whilst also ensuring partnership working at a community and regional level.

The Peace Clusters and County Council lead partnerships give wide geographic reach to the Peace Programme, which ensures that disadvantaged communities are targeted across the entire eligible area. To increase the reach of the funding available through Peace III, community and voluntary groups can access funding from Peace Clusters and County Council lead partnerships through a

Small Grants Scheme. In addition to the Small Grants Scheme, a Resource Allocation Model was also used as a delivery mechanism. The aim of this model is to provide funding to groups/organisations to deliver Peace projects but to remove all administration requirements association with small grants. Section 4.2.2.7 provides further information regarding the formation of the local government structures, the small grants scheme and the Resource Allocation Model.

In addition to the above, creating shared public spaces, under Priority 2 of the Peace III Programme, has also benefited disadvantaged communities. Activities under this theme aim to reclaim public spaces for all sections of the community to enable the emergence of vibrant, economically active and engaged communities. For example, the 10,675m² Skainos Project development²³ on a two-acre brownfield site on the Lower Newtownards Road in East Belfast, resulted in regeneration of an interface area within wards ranked within the top 4% most deprived, characterised by low incomes, high unemployment, poor health, poor educational attainment, and a poor social environment. The construction of the Peace Bridge²⁴ is another example which has led to the regeneration of a disadvantage area, with the physical linking of the Waterside and the Cityside, encouraging two-way flow of once divided communities and increased in the perception that spaces throughout the city are shared spaces.

3.4.2 *Contributing towards change at different levels within society*

As per Lederach's hierarchy model²⁵, the Peace III Programme seeks to contribute towards change at different levels within society.

The programme has promoted and encouraged the involvement of local communities at the grass roots level '**community level**' and has thereby become the 'people's peace process'.

The integration of those within the community level with '**middle range leadership**' (i.e. religious leaders, locally elected representatives, key representatives in public, private and voluntary/community organisations) has positively impacted processes and people, aiming to create long-term conflict transformation. These activities can fit within, and influence, the broader strategy for peace-building in Northern Ireland and the Border Region at the **macro level**.

The three successive Peace programmes involved negotiations at the macro level (i.e. Northern Ireland Executive and the Irish Government as well as the EC) to reach agreement on the Operational Programme. Interestingly, during times when relationships faltered at the macro level (e.g. suspension of NI Assembly from 2002 to 2007) various peace-building interventions and initiatives continued on the ground, demonstrating the unique space the Peace Programmes occupy as well as its independent success.

²³ Refer to Section 10.6 and standalone case study for the Skainos Project

²⁴ Refer to Section 10.6 and standalone case study for Peace Bridge

²⁵ Levels have been identified by JP Lederach from his work on peace building and include: High level/macro leadership (i.e. government and political leaders); Middle range leadership (i.e. religious leaders, locally elected representatives, key representatives in public, private and voluntary/community organisations); and Community level (i.e. local communities and individuals at the grass roots). Lederach, J.P. (2005) *The Moral Imagination: The Art and Soul of Building Peace*, Oxford: Oxford University Press

3.5 Concluding Comments

There is a continuing relevance of the Peace III Programme's objectives to the evolving needs of the eligible area and named target groups. Although advances have been made in terms of increased political stability and a reduction in violence, the 'specific' issues, underlining the need for the programme, remain prevalent. The launch of the new Good Relations Strategy is welcomed and will inform the development of the Peace IV Programme to complement macro level objectives.

The adoption of the agreed definition of 'reconciliation' as an underpinning framework in which to develop the Peace IV Programme remains relevant. This framework aids the development of programme priorities, themes and associated targets to lead to the achievement of peace and reconciliation outcomes.

In order to achieve these outcomes, transformational change must occur and therefore the focus on the 'Individual Change Theory' and the 'Healthy Relationships and Connections Theory' is considered appropriate. The future adoption of 'The Root Causes/Justice Theory' as part of a Peace IV Programme would create an increased focus on addressing underlining issues of national identity and the 'roots of a problem' to create a lasting benefit for those living in eligible area an associated positive legacy of the programme.

4 PROGRAMME IMPLEMENTATION

4.1 Introduction

The terms of reference require an assessment of:

“The efficiency and effectiveness of programme delivery structures and administrative functions, considering the evolution of the Peace Programmes, with a view towards making recommendations for future Peace funding in 2014-2020”

In order to meet this requirement, we have reviewed information from the following sources and carried out primary research:

- Peace I EU Structural Funds Peace and Reconciliation²⁶
- Peace II Operational Programme²⁷
- Peace III Operational Programme²⁸
- Ex-post Evaluation of Peace I and Mid-term Evaluation of Peace II²⁹
- Peace III Theme Evaluations: Review of the Implementation Theme 1.1³⁰ and Review of the Implementation of Theme 1.2³¹
- Peace IV - European Territorial Co-operation 2014-2020 Consultation Information Document³²
- Peace IV - Analysis of Consultation Information Document (based on 124 submissions)³³
- Consultations with 47 key stakeholders - including representatives from: SEUPB; Government Departments; Social & Economic Partners; political representatives; Peace Clusters and County Council lead partnerships (Ref: Section 9 and Appendix VI).
- Feedback gained in the development of 15 cases studies, including views from 15 project promoters and c80 project beneficiaries (Ref: Section 10).

4.2 Delivery Structures

4.2.1 Overview of Delivery Structures Peace I – Peace III

The table below outlines the management within each of the three successive Peace Programmes, highlighting the evolution of delivery structures.

Table 4.1: Peace Programme: Evolution of Delivery Structures

Peace I Programme	Peace II Programme	Peace III Programme
EU & National Contribution		
EU contribution €500m National Contribution €167m Total: €667m	EU Contribution €609m National Contribution €386m Total: €995m	EU Contribution €225m National Contribution €108m Total: €333m
Implementation Cost / Technical Assistance		
Comparable implementation costs for Peace I cannot be provided – as technical assistance was disbursed across 64	€84.75m i.e. 8.5% of total budget	€20m i.e. 6% of total budget. NB. As a result of efficiencies gained €17.6 has been allocated to date (5% of

²⁶ EU Structural Funds Peace and Reconciliation: An imaginative approach to the European programme for Northern Ireland and the Border Counties of Ireland, European Commission, 1998

²⁷ EU Programme for Peace & Reconciliation 2000-2004 Northern Ireland and the Border Region of Ireland

²⁸ EU Programme for Peace & Reconciliation 2007-2013 Northern Ireland and the Border Region of Ireland

²⁹ Ex-post Evaluation of Peace I and Mid-term Evaluation of Peace II, PricewaterhouseCoopers, November 2003

³⁰ Review of the Implementation of PEACE III Theme 1.1 Building Positive Relations at the Local Level ASM Horwath October 2010

³¹ Review of the Implementation of PEACE III Theme 1.2 Acknowledging and Dealing with the Past, Deloitte, September 2010

³² European Territorial Co-operation 2014-2020 Preparing a new EU Programme for Cross Border Co-operation (Interreg V) and a new EU Programme for Peace and Reconciliation (Peace IV) 2014-2020, Consultation Information Document SEUPB, 28 Aug–20 Nov 2012

³³ European Territorial Co-operation 2014-2020 - Summary of Consultation Responses, SEUPB, February 2013

Peace I Programme	Peace II Programme	Peace III Programme
implementing bodies using a different funding structure than that adopted in Peace II and Peace III.		total budget). Any surplus will be distributed for project activity.
Programme Structure		
6 priorities 8 sub programmes, 32 measures	6 priorities 34 measures, 22 sub-measures	2 priorities 4 themes
Managing Authority		
<ul style="list-style-type: none"> Department of Finance and Personnel (DFP) Department of Public Expenditure and Reform (DPER) (formerly department of finance, DoF) 	SEUPB	SEUPB
Implementation Structure		
<ul style="list-style-type: none"> 64 Implementing Bodies <ul style="list-style-type: none"> 20 Government Departments 12 Intermediary Funding Mechanisms (IFMs) (i.e. 8 Intermediary Funding bodies (IFBs) and 4 sectoral partners 32 local delivery structures (26 District Partnerships in NI and 6 County Council Led Taskforces (CCTF) in Border Region) 	<ul style="list-style-type: none"> 56 Implementing Bodies <ul style="list-style-type: none"> 12 Government Departments 12 IFBs 32 local delivery structures (26 Local Strategy Partnerships (LSPs) and 6 CCTFs) 	<ul style="list-style-type: none"> 5 Accountable Government Departments (DFP, DPER, OFMDFM, DECLG, DSD) 2 Implementing Bodies <ul style="list-style-type: none"> JTS Consortium (CRC and Pobal) 14 local delivery structures (7 Peace Clusters and a standalone Belfast Peace Partnership in NI and 6 County Council Lead Partnerships in the Border Region)
Advisory		
<ul style="list-style-type: none"> Consultative Forum Management Committee - representatives of the EC, consultative forum (advisory role) & implementing bodies. Monitoring Committee Northern Ireland Partnership Board 	<ul style="list-style-type: none"> North/South Ministerial Council Monitoring and Evaluation Working Group Monitoring Committee Distinctiveness Working Group Project Selection Panels Regional Partnership Board 	<ul style="list-style-type: none"> North/South Ministerial Council Monitoring and Evaluation Working Group Monitoring Committee Steering Committee

4.2.2 Evolution of Delivery Structures

This section describes the evolution of delivery structures from Peace I to Peace III, to include:

- Introduction of SEUPB as the Managing Authority
- Simplified Programme Structure
- Significant reduction in the number of Implementing Bodies
- Role of Government Departments – ‘Accountable Departments’
- Formation of the Joint Technical Secretariat
- Formation of the Consortium
- Development of Peace Clusters and County Council Lead Partnerships

4.2.2.1 Introduction of SEUPB as the Managing Authority

SEUPB is one of the six cross-border Bodies set up under the 1998 Good Friday/Belfast Agreement, responsible for the management and administration of the Peace Programme on behalf of the two Member States. Specific responsibilities include:

- Ensuring that projects are selected according to the criteria approved by the Programme Monitoring Committee.
- Establishing and monitoring procedures for ensuring that project expenditure has been properly and legally incurred, claimed and paid.

- Maintaining systems to store data on all aspects of programme implementation including financial management, audit, monitoring and evaluation.
- Ensuring proper evaluation of the programme is undertaken.
- Guiding the work of the Monitoring Committee and providing it with the documents required to allow it to complete its functions.
- Preparing annual and final reports on implementation, and submitting these to the European Commission following approval by the Monitoring Committee.
- Ensuring that information and publicity requirements established by European Regulations are met.

As Managing Authority, SEUPB has demonstrated effective management and administration of a large-scale programme and for ensuring compliance with EU funding regulations. To date, the Peace III cumulative expenditure to 31st December 2012 is €163.4m (including EU and National Contributions) against a target of €137.2m – therefore the programme has exceeded its N+2 expenditure³⁴ target in 2012 by €26.2m. Cumulative targets have been met to date, and as long as they continue to be met, there is a relatively small chance of de-commitment. (Ref: Section 5.5).

Effective management and control of funds is also demonstrated by the low error rate³⁵ of the programme, which is below the 2% EC threshold, compared to an overall error rate for EU spending of 4%³⁶. NB. If a spending area has an error level of less than 2%, it is classified as free from material error (i.e. all payments were made in line with the rules and requirements). If the level of error reaches or exceeds 2% the spending area is classified as affected by material error.

4.2.2.2 Simplified Programme Structure

Peace II proved to be overly complex and burdensome (34 measures and 22 sub-measures, 56 implementing bodies, 7 Paying Authorities, 4 Structural Funds and 10 Horizontal Principles). This created confusion among implementing bodies, not least potential applicants. To increase programme effectiveness, a significant level of simplification has occurred in the development of Peace III to include two key priorities, which are directly linked to an agreed definition and framework to meet programme objectives on reconciliation (Ref: Section 3.3.1).

4.2.2.3 Significant Reduction in the number of Implementing Bodies

In Peace I and Peace II the emphasis was on wide reaching engagement resulting in a vast and complex structure of implementing bodies (64 implementing bodies in Peace I and 56 in Peace II). This decentralised structure was costly and not the most efficient approach; however it can be argued that this approach was needed in order to increase the reach and therefore effectiveness of the programme. Due to the nature of the peace programme and the transformational change it hoped to achieve, it was crucial that this wide reaching approach was taken to raise awareness of, and support for, the programme and to target all communities across Northern Ireland and the Border Regions.

³⁴ For the Peace III Programme, the de-commitment rule is set as N+2 i.e. money profiled by EU has to be spent and certified within two years, in other words the 2013 budget must be spent and certified by 2015.

³⁵ The error rate for the Peace III Programme is calculated by the Audit Authority, based on a minimum of 5% sampling of project expenditure across the programme in a given year (it is a method of verifying the effectiveness of the management and control system of the Programme). The Audit Authority must submit an Annual Control Report annually (by 31 December of each year) to the Commission which reports the error rate, however, in line with Commission regulations, the Audit Authority are permitted to submit a joint report which includes both Peace III and Interreg IVA Programmes and the error rate is calculated in relation to audited expenditure across both programmes. This was reported as 1.54% at the end of 2012.

³⁶ European Commission MEMO/12/833 Annual report of the European Court of Auditors – Frequently Asked Questions Brussels, 6 November 2012

With the foundations set in Peace I and Peace II, the subsequent Peace III was in the position to be developed as a more streamlined and efficient programme structure.

Associated with the reduction of implementing bodies is the reduction in the cost of implementation. In Peace III, the budget for technical assistance (publicity and management of funding) was 6% of the total budget, however only 5% has been allocated to date which has yielded increased monies to be allocated directly to benefit projects³⁷. The 5% allocation for technical assistance compares favourably to the 8.5% spent in Peace II. This represents efficiencies gained as a result of a more streamlined delivery structure.

Recommendation:

- Based on stakeholder consultations, case studies and submissions to the recent consultation on the future Peace IV programme, and our conclusions, the continuation of streamlined and more efficient delivery structures adopted in Peace III is recommended for the new programme period. *It is important to note that any future operational structure in which to implement the Peace IV Programme will be dependent on agreed themes and priorities.*

4.2.2.4 Role of Accountable Departments

Accountable Departments represent the government department in each Member States which provides both ERDF and match funding to the SEUPB Certifying Authority. The Certifying Authority requests, on a quarterly basis, funding in advance from each Accountable Department.

The Accountable Departments operate robust processes and procedures relating to the assessment and approval of peace projects. The Accountable Departments are responsible for funding the programme 100% cash up front, therefore an economic appraisal is required due to national rules on public expenditure to ensure the accountability of funds within the relevant department. The finance is transferred to SEUPB via the budget of the Accountable Department. SEUPB then pay the money to the project.

This approach has led to a dual decision-making process for the assessment of projects to include: Programme Steering Committee (including Accountable Department representation) and Accountable Department appraisal process. Refer to Section 4.3.2 for further details and recommendations relating to the approach to project assessment.

4.2.2.5 Formation of the Joint Technical Secretariat

To oversee the day-to-day implementation of Peace III, the EC promoted the creation of independent, centralised joint technical secretariats (JTS) under the aegis of the Managing Authority. This represents a significant change within the structure of SEUPB. The JTS provide support and advice to the Managing Authority and the programmes' Steering Committees. The JTS is responsible for project assessment and for accompanying the projects from the stage when they first submit an expression of interest to a call for applications, through to the approval process. During the lifetime of the projects and throughout the programming period, the JTS is responsible for project monitoring. The JTS is also responsible for the provision of secretarial services to the Steering Committees, issuing contracts to successful applicants.

³⁷ Please note that Local Action Plan administration is funded within Theme 1.1 Local rather than the budget for technical assistance (as with Peace II).

Based on feedback from a majority of respondents, JTS staff members are valued for their expertise, experience and professionalism. It is also evidenced, through written submissions to the recent consultation on the future Peace IV programme, that many respondents identified the allocation of a dedicated case officer to support the lead partner in the implementation of the project as a very beneficial element of programme management. However, there were reported instances of a lack of continuity of case officers and the perception that case officers are under-resourced to deal with queries in a timely manner; also some lead partners have reported having limited contact with their case officer. It was suggested that a greater degree of autonomy be given to the lead partner to implement projects and consequently reduce the burden on case officers.

Recommendations:

- It is recommended that a review of staffing structures is undertaken to ascertain whether staffing roles should be changed and/or increased in order to: ensure continuity of resources; queries are dealt with in a timely manner; project leads are provided with adequate one-to-one support; and to allow time for capturing the impacts of the projects.
- Providing greater autonomy to the lead partner in the decision making process in clearly defined circumstances will reduce the need for lead partners to wait for a response from case officers regarding implementation queries.

4.2.2.6 Formation of The Consortium

SEUPB contracted Pobal, in partnership with the Community Relations Council in Northern Ireland ('The Consortium') to directly deliver Theme 1.2 (Acknowledging and dealing with the past). Based on stakeholder consultations, case studies and submissions to the recent consultation on the future Peace IV programme, the Consortium is making a positive contribution to project development based on their expertise in the sensitive area of support for victims of the conflict and their families.

Consortium members noted the difficulty in developing and implementing Theme 1.2 in the early stages, in the absence of an agreed strategy for the Victims and Survivors sector from the period 2007-2009, thereby the decision-making process regarding the allocation of funds was more problematic due to a lack of policy direction. However, direction improved with the introduction of the Ten Year Strategy for Victims and Survivors in 2009.

Under Theme 1.1 (Building Positive Relationships at a Local Level), the Consortium have also been commissioned to support and assist the 7 Peace Clusters and standalone Belfast Peace Partnership in NI and 6 County Council Lead Partnerships in Border Region in the implementation of their peace and reconciliation plans. Based on key stakeholder consultations, the Consortium is recognised as an effective structure for providing support to the Peace Clusters and County Council Lead Partnerships and facilitating a forum for local authorities to share their experiences and learning from projects. Some respondents perceived there to be some duplication between the role of SEUPB and the Consortium in terms of providing support, technical and financial advice.

Recommendation:

- The continuation of a forum for local authorities to come together to share experiences is recommended, as it provides an effective mechanism for knowledge sharing and networking purposes. *The facilitator of any future forum will be dependent on the delivery structure agreed for the Peace IV Programme.*

Under the Peace III Programme, the Consortium has worked closely together to maintain consistency in their approach to administrating Theme 1.2 and providing support under Theme 1.1. However, there

is a perception that the collaborative function of the Consortium was strained at times with additional (and unforeseen) administrative support having to be provided by SEUPB. Consortium members reported that whilst they welcome partnership working, there was an acceptance that at times this process has been difficult due to joint contract arrangements along with variations in the each of the organisation's governance structures.

Recommendation:

- In the event of a Consortium being commissioned to deliver any aspects of the future Peace IV Programme, it is recommended that consideration be given to assigning one of the Consortium organisations as a lead partner and/or having separate, rather than joint, contracts. This will help to alleviate the challenges incurred for organisations with different governance structures.

4.2.2.7 Formation of Peace Clusters & County Council Lead Partnerships

One of the more prominent elements of Peace II was the emergence of the Local Strategic Partnership (LSP), known as District Partnerships in Peace I, and County Council Led Taskforces (CCTF), which built upon the partnership structures which had begun to emerge during Peace I. For the first time elected representatives, statutory governmental bodies, the private sector, and voluntary organisations worked in partnership in the decision-making process as part of a decentralised approach to develop and put in place multi-annual strategic plans for their own local area, in and around the topics and themes of the Peace Programme.

In Peace III, this local delivery structure strengthened further with the development of larger cluster regions, leading to the formation of 7 Peace Clusters and a standalone Belfast Peace Partnership in Northern Ireland and 6 County Council lead partnerships in the Border Region of Ireland, as opposed to 32 small LSP and CCTF areas. The reduced number of implementing bodies at a local level provides a more streamlined and coordinated approach to the delivery of services.

The Peace Clusters and County Council lead partnerships are responsible for implementing Priority 1, Theme 1. This structure has resulted in wide geographical reach as every local council area is fully involved in the Peace Programme. This ensures that disadvantaged communities are targeted across the entire eligible area of Northern Ireland and the Border region. Local authorities have identified communities most in need of support through the development of local peace and reconciliation action plans (PRAP). Peace Clusters and County Council lead partnerships which have proven to be most effective are those which actively engaged the local community, as well as developing positive relationships with community leaders and 'enablers/champions' in the development and implementation of the PRAP, leading to increased buy-in, commitment and greater participation levels in activities.

Based on case studies developed (Ref: Section 10.3), there is evidence that some of the local authorities have attempted to address difficult issues of sectarianism, racism and segregation. For example, the Southern Peace Cluster has demonstrated a desire to take risks, in terms of ground-breaking work to engage with paramilitary groups and polarised communities through the use of Community Liaison Officers. Increased contact and dialogue has occurred surrounding the use of flags and emblems in order to promote equality and improve good relations in the cluster area. The Southern Cluster has also been proactive in targeting minority groups to promote inclusion and integration of Black and Minority Ethnic (BME) communities. It is also evident from the work of Belfast Good Relationships Partnership under the 'Transforming Contested Space' Theme that progress has been made to reduce barriers, remove parliamentary murals and to reduce inter-community tensions and conflict in those communities at the interface.

According to key stakeholder consultations, not all local authorities are at a stage of maturity to address some of the above difficult issues, however there is evidence that the PRAP's have matured by the second Phase and the experience gained will provide all local authorities with the confidence to take forward the learning and to take more risks in trying to address the issues of areas emerging from protracted conflict.

Recommendations:

- Opportunities for local authorities to share learning on how to address the more difficult issues of sectarianism, racism and segregation should be facilitated in any future Peace Programme.
- Local authorities are uniquely placed as they have a local civic leadership role but also have political influence. In the future Peace IV Programme, the scoring and selection process should take into account those Peace Clusters and County Council lead partnerships who have and who intend to challenge 'difficult issues'. SEUPB should challenge PRAP's which are not robust or are not pushing boundaries. To promote this approach, the Peace IV Programme should reward innovative projects and risk taking, which will require increased level of flexibility to change projects based on emerging lessons.
- To ensure full participation of all communities, it is important that outreach work is continued with elected representatives, community and voluntary groups, local authorities, statutory agencies and other civic society representatives. Establishing open and transparent lines of communication and trust with and between local communities is imperative to implement interventions with sustainable impacts.
- Proactive engagement with community leaders and champions/enablers will help to gain access to disadvantaged communities, leading to an inclusive approach.

In Peace III, having a two phase process allowed lead in time for local authorities to almost 'pilot' activities in Phase I and develop further as the cluster matured in Phase II. The two phase approach was also implemented in anticipation of the NI based Clusters changing by the second phase as a result of local government reforms.

Based on interviews with local authorities and submissions to the recent consultation on the future Peace IV Programme, the gap/delay in funding from Phase I to Phase II (pending approval of local action plans) proved to be challenging. It was reported that the 'stop/start' nature of funding resulted in momentum being lost at a community level and in some cases job losses. This proved to be detrimental to some projects which depend on the continuity of staff to build relationships and trust. Throughout the funding delay period, local authorities endeavoured to keep communication open and to reassure community groups and community workers that they were committed to providing support to advance peace-building activities.

Recommendation:

- Based on experience gained in Peace III and the imminent local government reforms, it negates the need for activities to be split into separate phases in the next peace programme, therefore a single allocation of funding is recommended to devise longer-term action plans. Continuous funding will allow for long-term plans to be made and maintain momentum on the ground.

Cross-border linkages have the potential to be strengthened in adjacent Clusters e.g. Southern Peace Cluster with County Louth and County Monaghan and Donegal and the North West Partnership, where linkages have largely been limited to one-off events and joint visits to attractions North and South of the Border. These events have led to positive relationships being formed and have reduced

individuals' apprehensions, previously preventing them from travelling between the two jurisdictions. These linkages can now be consolidated with more regular, sustained engagement. It is important to note, that it is more difficult for some Clusters to create meaningful cross-border linkages, for example due to the geographic position of the Lisburn-Castlereagh Cluster, which is not in close proximity to the border region, therefore the process of creating and maintaining strong cross-border links is challenging.

Recommendation:

- Cross-border links should be strengthened. In particular those North and South local authorities that are in close proximity to each other. In the Peace IV Programme, SEUPB should encourage local authorities to advance cross-border linkages through the following Cross-border Framework levels outlined by Pobal i.e. Level Zero: Considering building cross border relationships; Level One: Developing Cross Border Relationships; Level Two: Joint Cross Border Actions and Co-operation; Level Three: Addressing Core Conflict Issues; and Level Four: Sustainable and Strategic Cross Border Development.

To increase the reach of the funding available through Peace III, community and voluntary groups can access funding through a Small Grants Scheme. This approach is advantageous as it provides opportunities for small groups to benefit from funding. It has also helped increase the capacity and raised the profile of smaller groups and resulted in the delivery of activities which would not otherwise have taken place. However, the Small Grants Scheme was not without its problems, as in some cases it was reported that issues such as level of workload, delivery timescales and payment delays negatively impacted upon groups' ability to deliver.

In addition to the Small Grants Scheme, a Resource Allocation Model was also used as a delivery mechanism. The aim of this model is to provide funding to groups/organisations to deliver Peace projects but to remove all administration requirements associated with small grants, thereby allowing small groups to focus on outcomes. All administration and procurement is undertaken by the designated community organisation delivering the Resource Allocation model i.e. 'delivery agent'³⁸. This approach has proven effective in terms of: ensuring that small scale projects at the grass roots level continue; opening Peace III funding to those smaller community groups who may not have had the resources to meet the vouching, verification and reporting requirements associated with EU funding; and further enhances the confidence and capacity of the small community groups.

This genuine bottom-up involvement in delivery and focus on developing skills and capacities at a local level creates a legacy of the Peace Programme and a sustainable structure for peace-building. It should be noted that some local authorities have been much more effective than others in keeping the administrative requirements of the programme away from the final beneficiary whilst others cascade these requirements down to the final beneficiary.

Recommendations:

- The adoption of the Resource Allocation Model has allowed Peace Clusters and County Council lead partnerships to maintain a strategic approach to implementation whilst effectively engaging small community groups. It is recommended that this approach is continued going forward as a means of striking a balance between achieving a strategic approach to funding and encouraging locally based project development, which will contribute to meeting wider programme objectives.

³⁸ Groups are not allocated any funds into their bank account – they are awarded the resource allocation indicatively. The delivery agent ensures all spend is undertaken properly and verified in line with SEUPB requirements. The delivery agents are tasked with ensuring that as many local groups, who perhaps had never applied for small grants before are able to access the resource allocation and are assisted to develop and deliver their project ideas. The ability of the Delivery Agent to manage the Resource Allocation is assessed by the Peace Cluster or County Council Lead Partnership in advance of them being awarded the programme as part of the tender assessment.

- Peace Clusters and County Council lead partnerships should adopt a common approach to the administration of a potential future small grants/or similar scheme (e.g. Resource Allocation Model), where the administration burden relating to verification and vouching of expenditure should be minimised (subject to compliance with EU requirements) to allow groups to concentrate in achieving peace-building outputs and impacts.
- Under the EC's simplification model³⁹, there is an opportunity to adopt lump-sum financing methods. SEUPB should consider exploring and piloting this approach as a means of reducing the administration of the programme, leading to a more outcomes focused model.

There is a lack of awareness among some local authorities regarding the format and content of regional projects being implemented and that as a result there was an opportunity being lost to share learning. To avoid the risk of duplication of services and support and to increase the coordination of activities, regional projects could be subsumed within local projects. This does not completely negate the need for regional projects, which would be required for activities that are not devolved to local authorities.

Recommendations:

- To mitigate any potential duplication, it is important that there is a coordinated response to community-wide issues; thereby ensuring consistency and complementarity between local and regional strategies. The forum, created by the Consortium, for cluster wide projects to network and share learning should be extended to include regional project leads. Alternatively, a dedicated advisory group should be formed to be inclusive of the interests of all sectors (private, statutory, community and voluntary).
- Due to the reduced budget expected for the Peace IV Programme, consideration should be given to disaggregate regional projects activities to a local level (where relevant).

It can be concluded that the clustering approach has been effective with aims and targets met and in many cases surpassed (Ref: Section 6.3.1) and it has contributed to increasing the capacity of local councils to take advantage of imminent local government reforms in Northern Ireland and Ireland.

Peace Clustering & Local Government Reforms

Initial challenges in developing cluster arrangements were evident, with councils having to develop relationships and align cultures, processes and systems to devise and deliver projects under their Phase I Local Action Plans. Challenges were more prevalent in clusters with different socio-economic profiles and target groups with varying needs as well as ranging capacity levels of community groups. By Phase II, clusters had embedded processes and relationships matured where peace and reconciliation activities could be built on the successes achieved in the first phase. Furthermore, synergies have been created between Peace Cluster staff and Good Relations staff within councils to ensure that services are complementary.

Under the impending local government reforms in Northern Ireland, the existing 26 council structure will be reduced to an 11 council model. As a direct result of the Peace III Programme councils are equipped with the necessary skills and experience to be able to take advantage of these new structures. However, the current Peace Clusters do not mirror the partnerships outlined within the agreed 11 council model⁴⁰. In some cases, councils will retain their Peace Cluster partnerships in the

³⁹ The amending Regulation (EC) No 397/2009 introduced three (simplified) cost options which are eligible for European Territorial Cooperation programmes: **Indirect costs** declared on a flat rate basis of up to 20% of the direct costs of an operation; **Flat rate costs** calculated by application of standard scales of unit costs as defined by the Member States; **Lump sums** (max EUR 50 000) to cover all or part of the costs of an operation.

⁴⁰ The Local Government (Boundaries) Order (Northern Ireland) 2012 (SR 2012 No. 421) was approved by the Assembly on 12 June 2012

formation of new councils, however others will have their relationships severed and in some instances lose their lead partner, reducing the effectiveness of the established relationships (Ref: Figure 4.1).

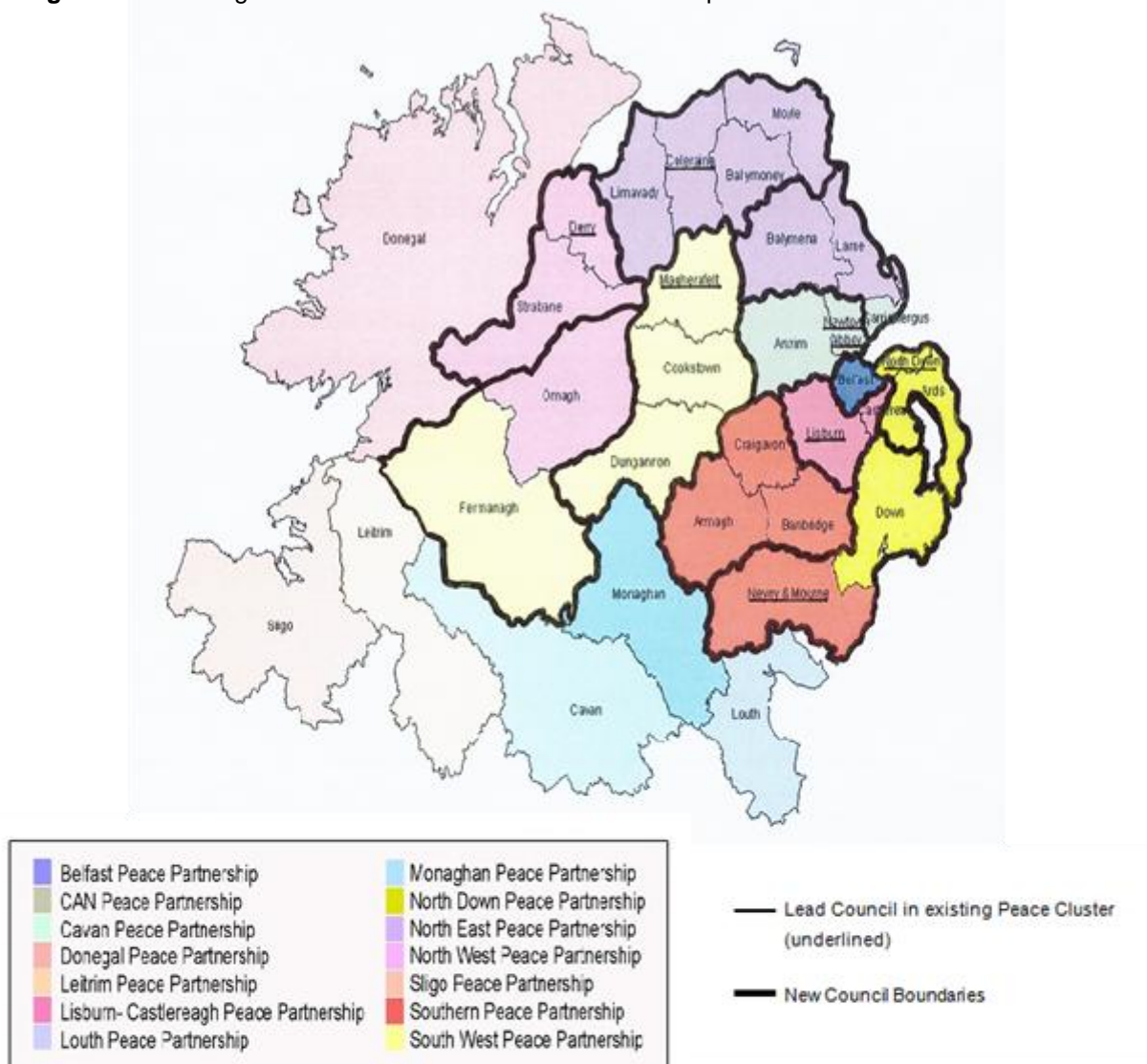
For example, the new local government boundaries will lead to the break-up of some clusters with some lead councils forming new partnerships with other councils. This is evident for Newry and Mourne (the lead council of Armagh, Craigavon and Banbridge) which will be included in Newry, Mourne and Down District in the new structure, leaving Armagh, Banbridge and Craigavon as its own council. These three councils have never worked in the capacity of a lead council and may find it difficult to adapt to the new ways of working. This is also evident for: Fermanagh and Omagh Districts; and Mid and East Antrim Districts of Ballymena, Larne and Carrickfergus. However, as all the councils have been involved in partnership working, they will find the transition to the new local council model more fluid, based on relationships formed and experience gained in aligning processes with other counterparts under the Peace Programme.

In October 2012, the Irish Government unveiled a series of reform proposals for Local and Regional Government: entitled Putting People First. This includes proposals for the abolition of Town Councils, the mergers of certain Local Authorities and the re-configuration of the 8 Regional Authorities and 2 Regional Assemblies into three Regional Assembly structures.

Recommendations:

- Any future Peace IV Programme should seek to align the Peace Clusters with the new 11 council boundaries. Appropriate training and support should be provided, particularly to those councils which will have to form new partnerships and whom may not have had the role of lead council. A Guidance Manual for new partners should be developed, based on lessons emerging from effective clusters e.g. how administration and processes were aligned and how governance arrangements have been embedded.
- The changing role of the local authorities in the Border Region should also be considered in any future delivery structure.

Figure 4.1: Existing Northern Ireland Peace Clusters vs. Proposed Eleven NI Council Model



Peace III Programme – NI Peace Clusters		NI Eleven Council Model	
Peace Cluster Name	Councils	Council Name	Council Area
Belfast Peace Partnership	Belfast City Council (Lead)	Belfast District	Belfast City, parts of Castlereagh and Lisburn
Lisburn-Castlereagh Peace Partnership	Lisburn City Council (Lead), Castlereagh Borough Council	Lisburn City and Castlereagh District Council	Major parts of Lisburn and Castlereagh
North West Peace Partnership	Derry City Council (Lead), Omagh District Council, Strabane District Council	Derry City and Strabane District Council	Derry City and Strabane
Southern Peace Partnership	Newry and Mourne District Council (Lead), Armagh City Council, Craigavon Borough Council, Banbridge District Council	Armagh City and Bann District Council	Armagh City and District, Banbridge and Craigavon
North Down Peace Partnership	North Down Borough Council (Lead), Down District Council, Ards Borough Council	Newry City and Down District Council	Down, Newry and Mourne
CAN Peace Partnership	Newtownabbey Borough Council (Lead), Carrickfergus Borough Council, Antrim Borough Council	Ards and North Down District Council	Ards and North Down
North East Peace Partnership	Coleraine Borough Council (Lead), Ballymoney Borough Council, Ballymena Borough Council, Larne Borough Council, Limavady Borough Council, Moyle District Council	Antrim and Newtownabbey District Council	Antrim and Newtownabbey
South West Peace Partnership	Magherafelt District Council (Lead), Cookstown District Council, Dungannon and South Tyrone Borough Council, Fermanagh District Council	Causeway Coast District Council	Ballymoney, Coleraine, Limavady and Moyle
		Fermanagh and Omagh District Council	Fermanagh and Omagh
		Mid Antrim District Council	Ballymena, Carrickfergus and Larne
		Mid Ulster District Council	Cookstown, Dungannon, South Tyrone and Magherafelt

4.3 Administrative Functions

This section considers the effectiveness of the following Peace III administration functions, considering the evolution of functions, and provides recommendations for the future Peace IV Programme.

- Application Process
- Assessment Process
- Procurement, Vouching and Verification Processes
- Awareness Raising / Publicity

4.3.1 *Application Process*

The application process for Peace III firstly involves an 'expression of interest' phase, where applicants are provided with guidance and support to help them identify if they meet the requirements of the Programme. The applicant subsequently submits their 'Part A' application (capturing basic registration details), generating a unique reference number. The application process progresses with the completion of Part B (capturing full application details) which is submitted to SEUPB. The application is verified that it complies with the requirements of the Programme, those non-compliant will be rejected and provided with reasons for rejection. To support lower capacity groups, case officers have provided support and advice to aid individuals through the application process.

Recommendations:

- SEUPB are committed to working with low capacity and/or under resourced applicants. It is recommended that attendance at pre-application workshops is made compulsory to provide applicants with a greater understanding of the application process and selection criteria used and therefore result in a higher standard of applications.
- There is potential for a 'buddy system' to be implemented where new applicants could be supported by experienced partners. Prospective applicants should also be allowed to review an anonymous but marked application form to identify the weakness in an application. The provision of good practice examples as case studies would be a useful tool in the process.
- Consideration should be given to allocating funding to applicants under Part B of the application process, in order to provide some resources for organisation to develop a more detailed project and plan. A robust application may help to reduce the number for economists' queries and help reduce the current delay in the application process (Ref: Section 4.3.2).

4.3.2 *Assessment Process & Letter of Offer*

Once a completed application has been received, the selection process for funding begins, involving two stages i.e. Stage 1: basic eligibility checks which certifies the application against specific criteria; and Stage 2: full appraisal and scoring, where applications are appraised and scored against theme and generic selection criteria.

Project Appraisal

Upon the assessment of applications as part of Stage 1, projects are economically appraised and passed on to the appropriate Steering Committee⁴¹ for a decision. A recurring theme throughout the stakeholder consultations was the issue of significant delays from application to receipt of letter of offer.

⁴¹ The Steering Committee is a sub-set of the Monitoring Committee and includes elected representatives from the political parties, partners such as employers, trade unions, people from the C&V sector and all the relevant Accountable Departments in NI and Ireland

Table 4.2 presents data on the length of time for funding to progress from application stage to final letter of offer issued for Peace III. *NB. 160 projects (75%) out of the 214 projects (Excluding Technical Assistance) as at 31st December 2012 were selected for analysis because the other 54 projects (25%) contained data anomalies, including projects with a Letter of Offer date prior to date application was submitted⁴², projects with no date yet recorded for Letter of Offer issued, and projects where the date submitted (not the project start date) is only 2-6 days before the LoO Issued Date.*

The average application processing time across all themes is 56 weeks, above the EC's recommended 39 weeks⁴³. The length of assessment time is dependent on the level of approval required and whether the relevant accountable departments are involved in the process. It can also be related to the technical or specialist nature of the project.

- Projects under Theme 2.1 took the longest to process – 15 projects took an average of 81 weeks from project application to Letter of Offer, although it is important to note that these projects related to large scale 'shared space' developments.
- For Theme 1.2, 93 projects took on averaged 52 weeks (1 year) to gain a Letter of Offer, which is considered particularly high given that that average spend per project was much less and below the threshold requiring a full economic appraisal when compared to other Themes.
- For Theme 1.1, 34 projects took on average 64 weeks (1 year 12 weeks) before their application was accepted and letter of offer issued.
- The average number of weeks for approval was less than one year under Theme 2.2, which involves 18 projects ranging from between 23 weeks to 55 weeks.

Table 4.2: No. of Project by time (in weeks) from project application to Letter of Offer

Theme	1 to 13	>13 to 26	>26 to 39	>39 to 52	>52 to 65	>65 to 104	>104	Project Total	Average No. Wks	Average Project Spend
1.1	0	0	3	15	5	7	4	34	64	€ 1,677,599
1.2	0	1	41	12	4	35	0	93	52	€ 526,316
2.1	0	1	0	4	1	5	4	15	81	€ 4,823,529
2.2	0	2	8	6	2	0	0	18	39	€ 2,222,222
Total	0	4	52	37	12	47	8	160	56	

It is difficult to provide a comparable application processing time for Peace II as Peace II involved 56 different implementing bodies, each responsible for project selection and the majority of projects funded were smaller and under the threshold requiring a full economic appraisal (i.e. c7,000 projects with an average project commitment of £150,000 in Peace II compared to 214 projects with an average commitment of c£1.5m in Peace III, as of 31 December 2012), thereby reducing the assessment process time. However, as a proxy, the average number of days from 'date submitted to date Letter of offer issued' was 157 days (22 weeks) for Government Departments, 163 for IFBs (23 weeks) and 111 days (16 weeks) for LSPs/CCTF⁴⁴.

⁴² Feedback from SEUPB indicated that for Theme 1.1 Regional, the CFNI CTBU project was originally set up on the database as one project led by CFNI with the 13 sub projects, subsequently, it was agreed that each sub-project would be inputted as a Lead Partner project linked to the CFNI Lead Partner project to enable more effective monitoring. This change occurred in Sept 2009 as individual application dates had to be submitted, however, their activity, which was eligible commenced in September 2008. For Phase II, the project start date (May 2012) was also before the 'date submitted' (November 2012) as development costs from May 2012 were eligible.

⁴³ The EC's Memorandum entitled 'How to simplify procedures by cutting red tape and shifting the focus from paperwork to performance. (MEMO/12/795, Dated: 29/10/2012) stipulates that: "Calls for proposals will indicate the date when communicating the evaluation results to applicants. Normally this date must **fall within six months** of the closure of the call. It will also indicate the date for concluding the grant agreements (or notifying the grant decisions) to successful applicants. Normally this date must **fall within three months following the communication of the evaluation results**. The Commission official in charge (referred to in the Financial Regulation as the "authorising officer by delegation", typically the Director-General) has to provide justification in case the maximum indicative deadlines were not respected and, if necessary, propose remedies in his/her annual activity report to the College of Commissioners. These provisions will speed up the evaluation and contract conclusion phases of projects".

⁴⁴ Ex-post Evaluation of Peace I and Mid-term Evaluation of Peace II, PricewaterhouseCoopers (November 2003, page 196)

The delays from project application to assessment/appraisal process is having a significant impact on applicants, particularly small organisations/groups who do not have the required funds or staffing resources to wait or operate at risk for an extended period of time for a decision to be made. Furthermore, the environmental/social context in which the project was conceived and developed may have changed, rendering the project not applicable or the need to update the application, which creates further delays.

Recommendation:

- The top-down bureaucratic nature of the programme is at odds with the need for responsive bottom-up innovative solutions to address the transition from conflict to peace. There is a balance required between the need for robust approval of large amounts of funding and the need for projects to be rolled out in a timely manner to address immediate peace-building needs.

Relevance of Economic Appraisal Approach

The Managing Public Money Northern Ireland (MPMNI), identifies the need for economic appraisals as an important part of good financial management. To promote sound decision-making and proper accountability, all public expenditure – including EU Funds - must be subjected to the principles of economic appraisal.

For all projects in Peace III a proportionate appraisal is required i.e. a full economic appraisal is carried out for projects categorised as 'Complex, Innovative, High Risk, Expensive', which largely relate to projects requiring financial assistance greater than £1m (raised from £500,000 in November 2012). For projects of less than £1m, categorised as 'Straightforward, Tried and Tested, Low risk, Inexpensive', a condensed economic appraisal or 'value for money assessment' is required.

The appraisal process is perceived as having taken longer in Peace III than Peace II, however this is not comparing like-for-like. For instance, Accountable Department's role was more removed in Peace II as the average spend across the c7,000 funded projects was approximately £150,000, which fell under the Peace II £250,000 threshold for projects that were required to prepare formal economic appraisals. In the case of Peace III, the focus was on having a smaller number of more strategic, higher value projects, requiring the completion of full economic appraisals and the consequential increased role of the Accountable Departments.

For Peace III, Accountable Departments have a dual decision-making role to include representation on the Programme Steering Committee and as part of the economic appraisal process. If there are any difficulty drawing down money from the EU, it is the Accountable Departments which are ultimately responsible for any shortfall, hence the need to ensure the accountability of funds within the relevant department.

The additional levels of scrutiny has led to time delays in the assessment and approval process, where economists raise questions, seek further information, ask for further surveys to be carried out and ask for additional assurances to be given. SEUPB liaise between the Accountable Departments and with the relevant projects to address any perceived gaps in information.

Recommendations:

- There is a continuing need for prudence surrounding the assessment process to ensure accountability of public monies and the selection of high quality projects; however this process should be brought forward in a more efficient structure and in line with the EC's recommend timescales of 39 weeks (as per MEMO/12/795), rather than current 56 weeks in the Peace III Programme.

- A greater focus on providing support to organisations in the development of their application, to include robust evidence of project need, is recommended to reduce the lengthy delays emanating from economist questions as a result of gaps in information at the application and appraisal stage.
- If the Accountable Departments delegated authority for approving finances to SEUPB, the Accountable Department's decision-making would be retained within the Steering Committee as part of a single decision making process. This format is used in other jurisdictions programmes under European Territorial Cooperation area, where JTS and the Managing Authority have delegated authority to make assessments and allocate funds. It is understood that this change in the approval of finances would require a redesign of the financial flows and considerable changes to Departmental policies. Discussions are on-going between SEUPB and the relevant departments to agree a structure for the new programme period.
- It is recommended that the Steering Committee should have access to sector specialists for each priority area and technical experts where relevant (e.g. engineer(s) for capital build projects to assess viability) within its membership to assist JTS and economists to identify any gaps/weaknesses and feasibility of projects at an early stage of project application.

Letter of Offer

A lack of flexibility within the Letter of Offer and the difficulty in transferring between budget lines was reported by most respondents. This approach has hindered opportunities to make changes as the project develops and matures and in order to react to changes within the social environment, thereby stifling innovation.

Recommendation:

- There is a need for a degree of greater flexibility with regard to Letter of Offer requirements to allow applicants to adapt to external factors and to take advantage of an opportunity to improve the programme and/or change the direction of the format/content and reach of their peace-building activities. Consequently, contracts should be more concerned with outcomes/impacts rather than largely input focussed.

4.3.3 Procurement, Vouching/Verification Process

Procurement

In accordance with SEUPB's Guidance on Procurement and Tendering, *"value for money should be the key consideration in purchasing goods and services – obtaining the most advantageous price available consistent with quality and fitness for purpose. A competitive process carried out in an open, objective and transparent manner can achieve best value for money in public procurement"*

Whenever purchases are made, contracts awarded and external suppliers are involved in a project; public tendering rules must be observed, including both National and EU Public Procurement thresholds,

National thresholds (excluding VAT) apply to all purchasing below £173,000/€200,000. The majority of purchases for goods and services funded by the EU Peace III Programme will be within the National monetary limits and therefore must apply the National threshold rules.

It is important to note that the thresholds have evolved during the implementation of Peace III to reflect changes in public procurement policy i.e. there was an increase in the ceiling whereby formal procurement is required to £5,000/€5,000 (from £200/€200), as per the table below. This policy was welcomed by project leads as it has reduced the time and resource burden on securing three quotations for every contract and meeting these requirements.

Table 4.3: Procedures for Procurement Thresholds for Goods and Services

Estimated Value of Order		Quotations / Tenders Required
€	£	
Up to €200.00	£200.00	For contracts of goods and services of up to £200 / €200, evidence of a price-check or quotations is not required providing the costs incurred for the goods and services can be considered reasonable
€200.00 to €5,000.00	£200.00 to £5,000.00	A "price-check" in advance of the contract award with at least 2 competent suppliers who ordinarily supply the relevant service to ensure that value for money has been achieved.
€5,000.01 to €25,000.00	£5,000.01 to £25,000.00	A minimum of 3 written quotations sought from competent suppliers who ordinarily supply the relevant service.
€25,000.00 to € EU threshold	£25,000.00 to £ EU threshold	Full tender action. 1. Advertisement. 2. In Ireland a tender greater than €25,000 for supply and services contracts and greater than €50,000 for works contracts must be placed on e-tenders website.

Source: SEUPB Peace III Programme Guidance on Procurement and Tendering (G4/PIII), July 2012

Vouching & Verification Process

Under structural funds regulations, verifications are carried out at different levels within the programme structures. This includes the Audit Authority, Managing Authority, Certifying Authority and Lead Partners.

Audit Authority

The Audit Authority's role is undertaken by the Internal Auditor of the DFP in Northern Ireland and is functionally independent from the SEUPB. The Audit Authority undertakes a number of audit tasks including:

- Ensuring that audits are carried out to verify the effectiveness of the management and control systems of the programme.
- Ensuring that audits are carried out on operations using an appropriate sample to verify expenditure declared.
- Developing and reviewing an audit strategy covering the bodies which will audit systems and expenditure to ensure that they are carried out effectively.

The EU Verification Unit is responsible for carrying out audits of operations on behalf of the Audit Authority. Verification Officers concentrate their efforts on audits of operations.

As per Section 4.2.2.1, the Audit Authority calculate the error rate for the Peace III Programme based on a minimum of 5% sampling of project expenditure across the programme in a given year. Effective management and control of funds is demonstrated by the low error rate of the programme, which is below the 2% threshold.

Managing Authority

The Managing Authority has a number of responsibilities, including verification duties to verify that expenditure of each beneficiary participating in an operation has been correctly approved and that the Certifying Authority has the information it needs to endorse payments to projects and claims for funds to the EC. The Managing Authority must also ensure that a proper audit trail is maintained and the relevant documents retained.

If the Managing Authority releases funding, without it having been vouched and verified, there will be a risk of it being deemed ineligible expenditure, which will not be recoverable from the EC.

Certifying Authority

The Certifying Authority established within SEUPB is independent of both Managing Authority and JTS. The Certifying Authority undertakes a number of tasks including making payments to Lead Partners. Part of the Certifying Authority's role is to ensure adequate information is provided by the Managing Authority on the verifications undertaken to complete the certified statement of expenditure.

Lead Partner

The Lead Partner is responsible for compliance with the public procurement procedures and must ensure both EU and national rules on procurement are strictly adhered to. Individual Project Partners incur expenditure and submit original invoices to the Lead Partner for re-imbursement in a manner agreed with the Lead Partner.

Whilst organisations appreciate the need for vouching expenses as part of the verification process, most respondents were of the view that the audit process is overly onerous. Small community/voluntary organisations with limited resources and/or low in-house capacity have difficulty administering the process, in terms of reporting, cash flow, audit and the other requirements relating to verification of expenditure.

It is understood that SEUPB has made representations to the Member States to reduce much of the administrative burden from projects, particularly smaller projects. One such improvement involved the introduction, on 6th May 2009 of procedures to allow indirect costs to be claimed on a flat-rate basis (% of direct costs) i.e. a flat rate 20% overhead charge for organisations has been adopted. This is a marked improvement to procedures, which were previously labour intensive, requiring project leads wishing to recover overheads/indirect costs such as rent, electricity etc. to apportion individual invoices, and have them verified as 'real costs'. This amendment was very much welcomed by project leads.

It should be noted that submission received to the Peace IV consultation document identified that there was a broad welcome for the simplifications being proposed (i.e. units costs, lump sums and flat rate financing). However there were a number of interesting notes of caution raised in this regard:

- The unit cost approach may become very output focussed, with lack of regard for "process".
- Staff costs of 15% of other direct costs may be too limiting for the Peace programme where many projects are staff intensive.
- The proposed level of overheads (20%) may be too low for the Peace Programme. A figure 25% was suggested – *although no evidence to support this uplift was provided.*
- It can be problematic to cascade down flat rates to sub projects.
- Standard scales of unit costs may be difficult to implement across two jurisdictions with different costs structures.
- Simplification proposals would need to be clearly explained to applicants at the time of application.

Recommendation:

- Feedback from project leads should be taken into account when developing procedures for Peace IV and to identify any further means of simplifying procurement, vouching, and verification procedures, whilst meeting EU and Member State financial control requirements.
- SEUPB should continue to issue guidance notes to project leads to keep them abreast of any new developments in procedures. These guidelines should be supported with training workshops to ensure adequate and consistent interpretation of requirements.

4.3.4 *Awareness Raising / Publicity*

The SEUPB Communications Team members have responsibility for all information and publicity activities and perform this duty for the JTS. The Consortium has responsibility for duties relating to Theme 1.2, Acknowledging and Dealing with the Past. In summary these are:

- Attending all Communication Network meetings/Information and Publicity Workshops held by the SEUPB.
- Attending and participating in all relevant road shows targeted at potential beneficiaries undertaken by the SEUPB.
- Agreeing all press releases issued by the Intermediate Bodies in relation to Peace III.
- Maintaining a log of all media enquiries and the responses provided.
- Assessing the communication plans and budgets of all applications for funding against a checklist provided by the Managing Authority.

The Overall Programme Communications Plan was finalised in March 2008 and is reviewed on an annual basis. Based on consultation with the Communications Manager and a review of processes, it is evident that EU's regulations regarding Information and Publicity have been adhered to and that due regard has been given to relevant EU guidance notes (G5/PIII).

A description of some of the activities carried out by the Communications Team is provided below:

Organising Conferences to promote the Peace III Programme

The SEUPB hold annual celebration events, which attract approximately 150-200 people each year. The last conference was held in Belfast City Hall in November 2012, which attracted over 200 people. The conference provided an opportunity to showcase, and celebrate various projects at a local level. The recent Peace Conference in Brussels, entitled "Bringing Divided Communities Together" (January 2013) was a success as it brought together a wide range of representatives to share learning from the Peace Programme and to explore if approaches used could be relevant to other regions or countries throughout Europe and beyond. Key speeches were given by the EU Commissioner, First Minister and the Deputy First Minister (Northern Ireland) and the Minister for Public Expenditure & Reform (Ireland), as well as representation from SEUPB and the Peace Network. The conference also provided an opportunity for attendees to hear directly from project beneficiaries to give an insight into the work accomplished and the impact that this work continues to have.

Issuing Press Releases and Newsletters

The SEUPB includes all press releases within its website as well as details of project events within its on-line calendar. Further project testimonials are incorporated within 'Your EU' magazine, which is widely disseminated to over 1,000 stakeholders, as well as libraries across the entire eligible area.

The SEUPB also disseminates a Public Affairs newsletter called 'euroPA' to political stakeholders at national, regional and local level including:

- Northern Ireland MLAs (Members of the Local Assembly)
- Northern Ireland Assembly Committee Clerks
- All Northern Ireland Assembly Ministers
- UK MPs (Members of Parliament) including Western Scotland MPs
- Irish TDs (Teachta Dála) from the Border Counties of Ireland
- MSPs (Members of the Scottish Parliament) within Western Scotland

- MEPs (Members of European Parliament) within relevant areas of NI, Ireland and Scotland
- All Northern Ireland Local Councillors
- Irish County Councillors within the Border Region of Ireland
- Scottish Local Councillors within Western Scotland.

Informal briefings are also facilitated by the Communications Team as well as regular attendance at departmental briefing sessions.

Response to AQs | PQs & Media Queries

The SEUPB also receives many ad hoc 'Assembly Questions' (AQs) from the Northern Ireland Assembly and 'Parliament Questions' (PQs) from the Irish Government. A timely response to these queries is provided by the Communications Team. On-going media queries from local press and journalists are also dealt with in a timely manner.

In May 2013, members of the Northern Ireland Assembly were invited by the Assembly Committee for OFMDFM to hear at first hand the peace and reconciliation work that is being supported by the Peace III Programme. Chairperson of the OFMDFM Committee, Mike Nesbitt MLA, said: *"The Committee takes a keen interest in Peace III funded projects as part of its oversight role in relation to Community Relations and Europe. The Committee is delighted that all MLAs have had an opportunity to see these presentations which combine to make a powerful case for Peace funding. We are also pleased that visiting UK Minister for State for Europe, David Lidington, was able to join us and see the work of Peace III."*

Recommendation:

- It is important that the interest gained from political representatives and other key stakeholders in Northern Ireland and the Border region are maintained through disseminating insights, testimonials and regular newsletters on activities and impacts achieved as a result of funding.

Media Log

The Media Evaluations report for the period 01st January to 30th April 2013, the coverage for the Programmes is presented in the table below, indicating that Peace III generates higher levels of media attention than the Interreg Programme:

Table 4.4: Media Coverage

	Quarter 1		Month 1 of Quarter 2	
	Number of Clippings	Advertising Value Equivalency (AVE) ⁴⁵	Number of Clippings	AVE
Peace III Programme	692	£438,959	216	£129,812
Interreg IVA Programme	204	£141,827	87	£60,126

In terms of impact and influence of communication, 61% of communication relating to the Peace III Programme is rated as 'Positive' and 37% as 'Neutral' (compared to 70% and 28% respectively for the Interreg Programme).

Annual Independent Stakeholder Awareness Survey

SEUPB commissioned an annual stakeholder awareness survey to assess the awareness and perceptions of the Peace III Programme and the Interreg IVA Programme. The research covered two surveys: a General Public Survey and a Stakeholder Survey. The last survey took place in October and November 2012

⁴⁵ Advertising Value Equivalency (AVE) is what your editorial coverage would cost if it were advertising space (or time).

A total of 750 telephone interviews were conducted with the general public, the results relating to the Peace Programme are summarised below for the period November 2012. Figures in brackets relate to the previous survey, dated January 2012 for comparison purposes (where available):

Table 4.5: Stakeholder Awareness Survey Results

	Nov 2012 (Jan 2012)			
	Northern Ireland	Border Counties	Western Scotland	Overall
Overall Awareness				
Awareness of SEUPB	19% (9%)	16% (18%)	10% (6%)	16% (11%)
Awareness of cross-border funding	72%	73%	21%	62%
% of those that felt EU was making a positive difference to communities	-	-	-	81%
% of those that agreed that EU funding was investing in their future	-	-	-	66%
Base:	450	150	150	750
Peace III Programme:				
Awareness of Peace III	40% (46%)	32% (57%)	Not relevant	38% (51%)
% of those that felt that Peace III was having a positive impact	-	-		62% (58%)
Base:	450	150		600

34 consultations were conducted with key stakeholders involved with the Peace III Programme, the results of which are summarised below:

- 42% agreed Peace III was meeting its objectives (85% when 'don't knows' removed from base).
- 84% felt the programmes were having a positive impact.
- 65% satisfied with the level of information received from SEUPB.
- 42% did not know how long it takes to process a funding application.
- 44% suggested it should take less than 3 months to process a funding application.
- 71% were satisfied with the level of interaction with SEUPB.
- 55% felt that the financial controls were too rigorous and inflexible.
- 53% rated the level of support and guidance they receive about the programme as good (very/good combined).
- 32% felt they were kept informed about progress of the Peace III programme.
- 80% indicated that email was the preferred method of receiving information from SEUPB.

Recommendation:

- The continuation of the annual independent survey (as per the Peace III Programme Communications Plan, which is approved by the EC) is recommended as well as consideration given to increasing the sample size (from the current 750 quota).
- Based on November 2012 findings, it is evident that awareness of the Peace III Programme has decreased in the Border regions. The reasons for this response should be explored further and increased efforts made to ensure that awareness levels increase across the eligible area.

Support Provided to Programme Beneficiary Projects

SEUPB have issued a Communications Plan template to assist Programme beneficiary projects. According to the Communications Manager, all projects must devise and implement a Communications Plan which is approved by the SEUPB.

These plans all contain strict stipulations and procedures for the recognition of the EU Peace III support they receive. Any marketing element of a project must include adequate reference to the funding. This is accepted and acted upon by all projects. This approach ensures that operations and projects that have received funding through the Peace III Programme acknowledge this support on all publicity.

Published List of Beneficiaries

SEUPB is required to publish a list of all beneficiaries on the SEUPB website and other websites. EU requirements stipulate that:

“Information on Lead Partners will be published first and information on the projects in each operation will be added at regular intervals to provide a comprehensive list of final beneficiaries. The name of the operation and its projects should be in a form which facilitates the understanding of the nature of the operation and project. A summary of the objectives and contact details of the operation and project will be included together with links to relevant web pages and news on operation and project progress and news. The following financial information will be listed for each beneficiary: Amounts committed to the operation/project. Total amounts effectively paid at the end of an operation/project”

SEUPB's website currently showcases 15 projects through videos capturing interviews with Project leads. It is understood that the Communications Team are currently working on project summaries to be included on the website. A concise case study for each funded project, documenting key inputs, outputs and impact information for each project, will result in a rich-evidence base of information on each of the projects funded under Peace III, which should be publicly available and used for advocacy purposes.

Recommendation:

- It is understood that SEUPB are currently working on developing case studies of funded projects and collating 'good news stories'. It is important that this information be made readily accessible on SEUPB's website.
- It is noted that materials/presentations and case studies have been generated for the recent Peace Programme conference in Brussels (31 January 2013). These materials should be made available on SEUPB's website and promoted to a wide-ranging audience.
- An on-line depository (either within SEUPB's existing website or a separate website dedicated to the Peace Programme) of project case studies, aid for peace closure reports and news articles would provide a central place for individuals to access information in which to inform future peace-building activities.

Encouragingly, SEUPB intend to embrace the use of new media this year, by initiating the use of Twitter and the development of a social network site. This will increase the level of reach and engagement with project beneficiaries as well as those not directly involved in the Programme, thereby creating active dialogue with all relevant sectors and media.

Recommendation:

- In order to be proactive, and to use new media effectively, it is important this aspect of communication is adequately resourced and that information is updated on a regular basis to maintain current content. It is noted that some Peace Clusters have already begun using new media, it is important that SEUPB provide guidance on effective usage.

5 PROGRAMME APPROVALS & EXPENDITURE

5.1 Introduction

This section provides an analysis of the following:

- Applications and approvals
- Target group(s)
- Geographical spread of funded projects
- Programme expenditure
- Additionality

5.2 Applications and Approvals

5.2.1 Applications by Status

As of the 31st December 2012, the Peace III Programme has received 649 applications, of which 218 (34%) have been successful i.e. Completed (4.8%); Approved (0.6%), Letter of Offer (LoO) issued (0.3%) and LoO accepted (27.9%). These applications correspond to 218 'lead projects', managed by 151 'lead organisations'.

6% of applications have withdrawn from the process and 53% of all application had been rejected, the reasons for this rejection is provided in the following section (Ref Section 5.2.2)

Table 5.1: Peace III Applications by Status

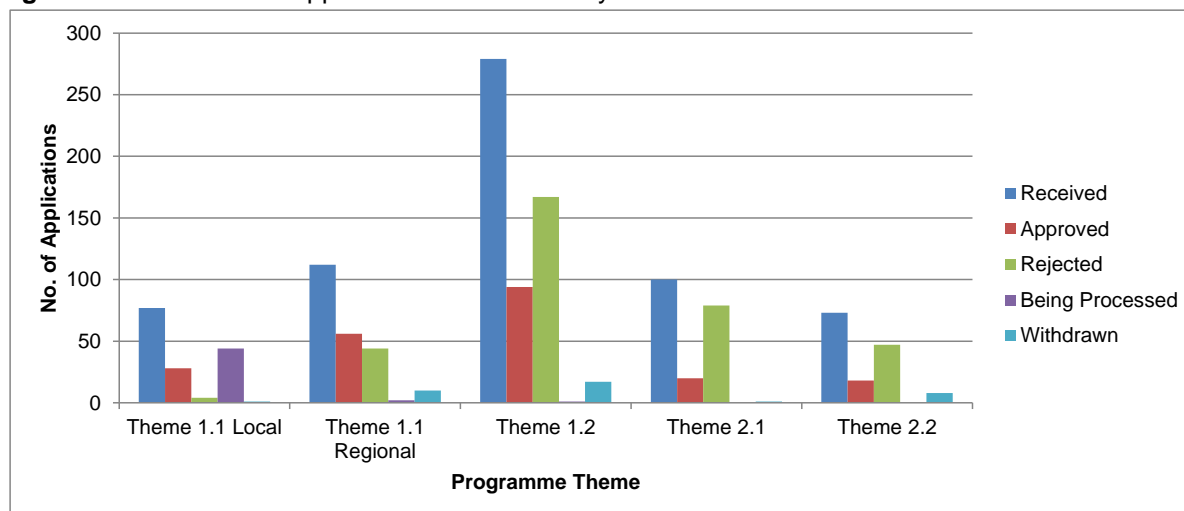
Application Status	Number	Percentage
Completed	31	4.8%
Approved	4	0.6%
LoO Issued	2	0.3%
LoO Accepted	181	27.9%
Sub total	218	33.6%
Being Processed	47	7.2%
Approved Waitlisted	4	0.6%
Sub total	51	7.8%
Rejected	341	52.6%
Withdrawn	39	6.0%
Sub total	380	58.6%
Total Applications	649	100%

Source: System 2007 (up to 31st December 2012)

Figure 5.1 presents the status of all applications by Programme Theme, indicating that Theme 1.2 - Acknowledging and Dealing with the Past, is the most heavily subscribed Theme with 279 of applications received (43%).

Theme 1.1 - Building Positive Relations at the Local Level (Regional) has the most successful approval rate – 50% of applications to this Theme have been approved. The Theme with the smallest approval rate is Theme 2.1 - Creating Shared Public Space – 20% of applications have been approved. This Theme also has a comparatively high percentage of rejection with 79% of applications received being rejected. This is due to the capital build nature of the Theme, meaning project implementation must be more strategic.

Figure 5.1: Status of All Applications to Peace III by Theme



Source: System 2007 (up to 31st December 2012)

5.2.2 Reason for Rejection

Rejections account for 53% of total applications to the Peace III Programme. Table 5.2 provides a detailed breakdown of the reasons for rejection, indicating that almost half of the applications that were rejected (46%) because they did not meet the quality threshold required. 21% of applications were rejected because the application did not meet the specific priority/theme criteria with the remaining applications rejected for a variety of reasons including not meeting the cross-cutting themes, not being appropriate for the Peace III Programme and only submitting a Part A application, i.e., not submitting a full completed application form.

Table 5.2: Peace III rejected applications by main reason

Rejection Reason	Number of Applications	Percentage of Applications (%)
Quality Threshold not met	156	46%
Priority/Theme Criteria not met	72	21%
No Part B Received	59	17%
Peace III core criteria not met	19	5%
Not Appropriate to Programme	15	4%
Scored too low	10	3%
Inadmissible	6	2%
Cross cutting themes not met	2	1%
Duplicate application	2	1%
Total Rejected Applications	341	100%

Source: System 2007 (up to 31st December 2012)

The total amount awarded and average grant size are shown in the table below. This shows that the average value of the 214 successful applications (excluding Technical Assistance) to date in the Peace III Programme is €1.5m.

Theme 2.1 - Creating Shared Public Spaces reflects the largest value of grants awarded, with projects receiving an average of €5.5m. This is to be expected as these are larger capital build projects. Theme 1.2 - Acknowledging and Dealing with the Past, provides a greater number of smaller value projects - the average value of funding provided under this theme is €0.5m.

Table 5.3: Total awarded and average grant by Theme

Priority / Theme	Total Awarded	Average Size of Grant
1.1 Local	€99.0m	€3.5m
1.1 Regional	€40.5m	€0.7m
1.2	€45.1m	€0.5m
2.1	€94.3m	€5.5m
2.2	€34.1m	€1.9m
Total	€313.0m	€1.5m

Source: System 2007 (up to 31st December 2012)

5.3 Target Groups

There are six defined target groups for the Peace III Programme: Victims of the conflict; Displaced persons; People who have been excluded or marginalised; Former members of the security and ancillary services; Ex-prisoners and their families; and Public, private and voluntary sector organisations and their staff who have a contribution to make towards developing a shared society (Ref: Section 2.3.2).

Project managers were asked to identify which target group their beneficiaries belonged to. The table below shows the analysis of the results provided by the project managers of 49 Lead Projects (NB: beneficiaries from an individual project can belong to more than one target group).

The most commonly cited target group is victims of conflict - 59% of lead projects stated that their beneficiaries belong to this group. Excluded and marginalised groups, specifically children and women, are beneficiaries of 43% and 45% of projects respectively.

Table 5.4: Target group of Peace III approved project beneficiaries

	Frequency	Percentage
Victims of Conflict	37	42%
Voluntary Organisations	39	44%
Children	38	43%
Women	33	37%
Displaced Persons	24	27%
Public Organisations	31	35%
Ex-prisoners	22	25%
Private Organisations	15	17%

Source: Information collected from project managers, March 2013. NB: Multiple response questions, percentages do not sum to 100

5.4 Geographical Spread

Systems 2007 is a database listing all projects and sub-projects. Postcodes have been recorded against all projects in this database, excluding the Republic of Ireland where postcodes are not used, consequently the database only records geographical information at a county level.

To augment the information and determine the geographical spread of programme beneficiaries, all project lead organisations, as of 31 December 2012, (i.e. 159 unique lead organisations, representing 1,092 sub-projects) were contacted by email and asked to submit a response using an Information Request Pro forma. The Pro forma was in the form of an Excel template listing each of the Project Managers' projects and sub-projects by Reference Number and title.

Project Managers were asked to list the following at a **lead project and sub-project level**:

- Postcodes of each of the project/sub-project beneficiary catchment areas (in NI) - in a standard format.
- Electoral Divisions of each of the project/sub-project beneficiary catchment areas (in ROI).

This postcode/electoral division data was to be collected and transcribed into one database. Subsequently calculation of the number of sub-projects serving each postcode and electoral division would have been possible. The expected result was a database for use in developing a GIS map showing the geographical spread of beneficiaries across the eligible area and the identification of areas lacking in funding.

Although a response was provided from 89 lead projects (56% - 89/159) and 501 sub projects (46% - 501/1,092)⁴⁶, unfortunately, the vast majority of responses were sparsely populated and of little or no value to the planned exercise. In a few instances, project leads provided a detailed overview of the geographic spread of their beneficiaries however did not provide the required postcode detail.

Challenges and Constraints

NISRA identified a number of challenges and constraints when gathering information from the Systems 2007 database and from their experience as a statistical research agency. To include:

- The difficulty for Project Managers to provide precise data on the location of their project/sub-project beneficiaries.
- As with all geographical analysis, it cannot be assumed that the entire impact of a project is in the area surrounding the project's address. When using project address it is important to note that the scope or impacts of the project may extend beyond the geographical location of the project itself.
- Due to the strategic nature of Peace III projects, the organisation address is often regional headquarters but it is unlikely that all elements of the project will be based in these headquarters.
- Recognition that the impacts and benefits of smaller, more locally based projects, are usually (although, importantly, not always) experienced in and around the smaller geographies where they are located. It can, however, be more difficult to assign a detailed geographical area to larger projects. Many of these may be based in a certain area but have the potential to draw beneficiaries, and thus create impacts, from much wider geographical areas, including from right across the region.
- As the Programme moves away from a larger number of smaller projects (as in Peace I) and incorporates more diversity, including more larger scale projects (as in Peace II and increasingly in Peace III) the influence of subjective judgements about the spatial remit of projects becomes even greater on the resulting estimates. The limitations of the analysis are consequently greater and the conclusions that can be drawn from the analysis are, accordingly, constrained.
- Recognition that individuals may be reluctant to give out personal details such as postcode on feedback forms.

The numerous challenges and constraints highlight the difficulties involved in the planned approach. This coupled with the lack of useful data provided by Project Managers leads us to conclude that there is no value in adopting the approach.

⁴⁶ The data gathering exercise was part of the wider evaluation methodology (Ref: Section 1.3), which also asked projects leads to record information on: the extent of cross-border engagement, level of additionality and the extent to which project(s) are sustainable.

Recommendation:

- As an alternative to gathering the geographic spread of *all* programme beneficiaries, it may be possible, in the new programme period, for project leads to collate postcode information for participants receiving accreditation and persons employed either part-time or full-time only. This required data would be more easily attainable, upon approval of the beneficiary, and would provide useful information for a mapping exercise to illustrate economic impact of the programme.

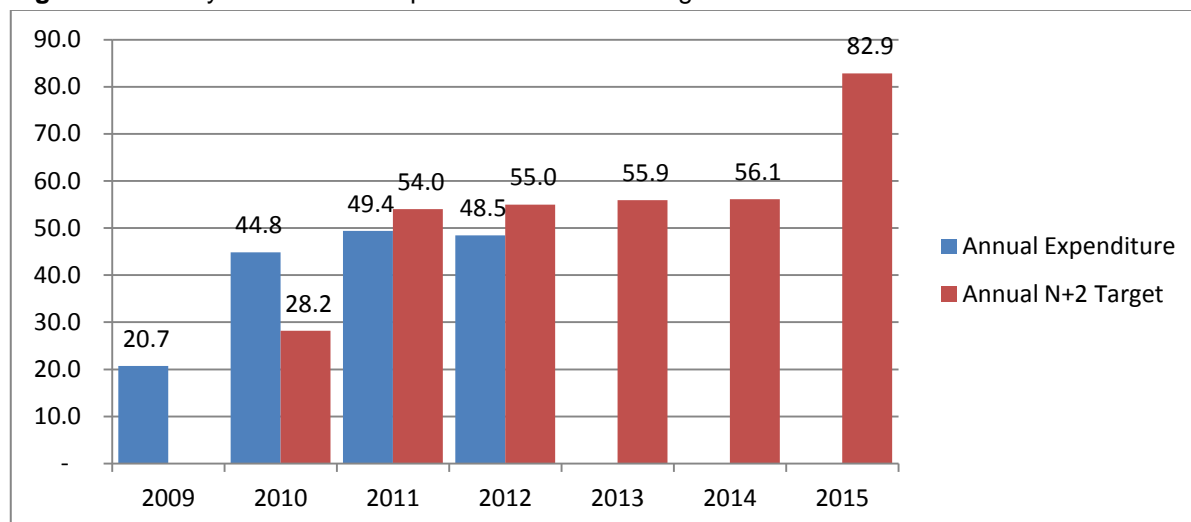
5.5 Programme Expenditure

5.5.1 Overall Programme Level Expenditure

As per Figure 5.2, cumulative expenditure to 31st December 2012 is €163.4m (including EU and National Contributions) against a target of €137.2m, a surplus of €26.2m. Cumulative targets have been met to date, and as long as they continue to be met, there is a relatively small chance of de-commitment.

NB. For the Peace III Programme, the de-commitment rule is set as N+2 i.e. money profiled by EU has to be spent and certified within two years, in other words the 2013 budget must be spent and certified by 2015.

Figure 5.2: Analysis of Annual Expenditure and N+2 Targets



Source: SEUPB Peace III Financial Analysis Year End December 2012

An overview of expenditure is provided below and presented in Figure 5.1 and Table 5.5, including actual and projected expenditure.

Actual:

- 2009:** The N+2 target for 2009 was Nil and spend was €20.7m leading to a surplus of €20.7m.
- 2010:** The N+2 target for 2010 was €28.2m less a cumulative overspend of €20.7m equalling €7.5m. The N+2 Risk for 2010 was low based on spend of €44.8m for the year against a target of €7.5m. The surplus at December 2010 was €37.4m.
- 2011:** The N+2 target for 2011 was €54.0m less a cumulative overspend of €37.4m equalling €16.6m. The N+2 Risk for 2010 was low based on spend of €49.4m for the year against a target of €16.6m. The surplus at December 2011 was €32.7m.

- **2012:** The N+2 target for 2012 was €55.0m less a cumulative overspend of €32.7m equalling €22.3m. The N+2 Risk for 2012 was low based on spend of €48.5m for the year against a target of €22.3m. The surplus at December 2012 was €26.2m.

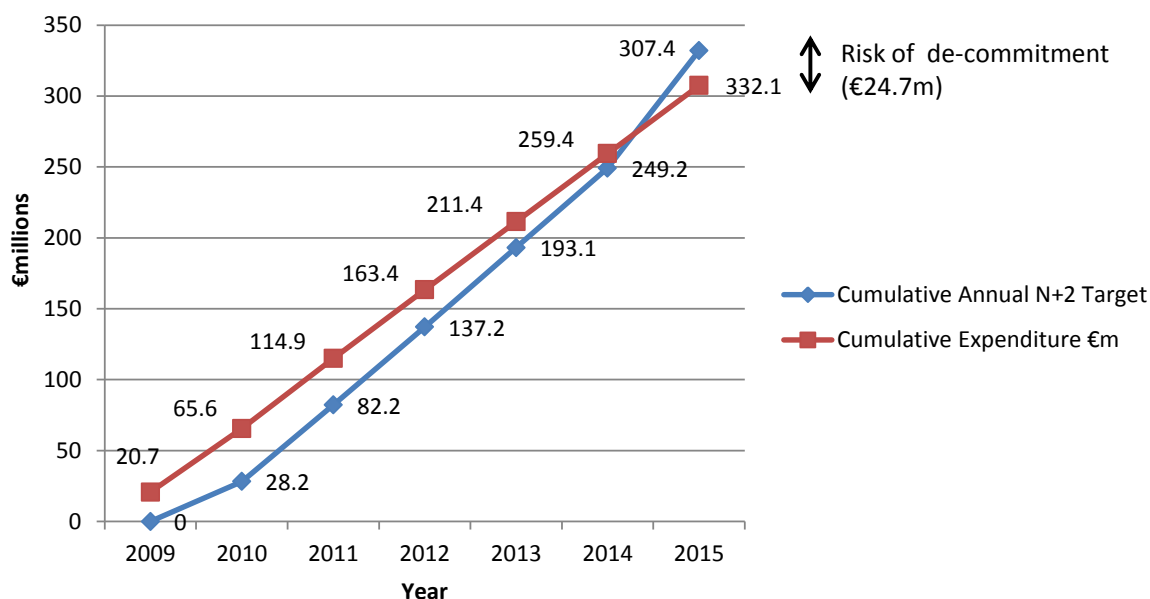
Projected:

- **2013:** The N+2 target for 2013 would be €55.9m less a cumulative overspend of €26.2m equalling €29.7m. The N+2 Risk for 2013 is low based on the average spend of €4m⁴⁷ per month in the previous three years, €48m against a target of €29.7m, a projected surplus of €18.3m.
- **2014:** The N+2 target for 2014, based on average spend will be €56.1m less €18.3m projected surplus equalling €37.8m which is within the average spend of €4m per month. The N+2 Risk for 2014 is therefore low and there is a projected surplus of €10.2m
- **2015:** The N+2 target for 2015, based on average spend will be €82.9m less €10.2m projected surplus equalling €72.7m. The N+2 Risk is High if the average spend is €4m in 2015 with a de-commitment risk of €24.7m. In order to avoid de-commitment there needs to be an annual spend of €56.3m⁴⁸ equating to a monthly spend of €4.7m which is €0.7m greater than the average spend from 2010 to 2012 inclusive.

The average spend of €4m is merely an average for the three years to December 2012 and not representative of the individual monthly spend. The monthly spend for 2012 ranged from €0.8m in May 2012 to €11.1m in December 2012 with €25.9m spend in the first nine months (average of €2.87m per month) and €22.6m spend in the final three months (average of €7.53m per month).

The average percentage spend of projects completed as at 31st December 2012 is 99.43% ranging from a 97.76% underspend to a 101.34% overspend.

Figure 5.3: Actual & Projected Annual Expenditure and N+2 Targets – line graph



⁴⁷ The Annual Expenditure was €44.8m, €49.4m and €48.5m for 2010, 2011 and 2012. The average of these is €48m per year and therefore €4m per month. 2009 expenditure was ignored for the average calculation because it was non representative at €20.7m. The average spend for the three years selected is comparable to the N+2 target set for the years 2011 to 2014 and may increase in line with project completion.

⁴⁸ Target expenditure of €332.1m less €163.4m expenditure as at 31st December 2012 equalling €168.7m over the final 3 years to equate to €56.3m.

Table 5.5: Actual & Projected Annual Expenditure and N+2 Targets

	Year	Average Spend 2010-2012 €m	Cumulative Expenditure €m	Cumulative N+2 Target €m	Overspend or (De-commitment) €m
Actual	2009	20.7	20.7	0.0	20.7
	2010	44.8	65.6	28.2	37.4
	2011	49.4	114.9	82.2	32.7
	2012	48.5	163.4	137.2	26.2
Projected	2013	48.0	211.4	193.1	18.3
	2014	48.0	259.4	249.2	10.2
	2015	48.0	307.4	332.1	(24.7)

The Annual Expenditure was €44.8m, €49.4m and €48.5m for 2010, 2011 and 2012. The average of these is €48m per year and therefore €4m per month.

5.5.2 Theme Level Expenditure

Table 5.6 outlines the cumulative expenditure as at 31st December 2012 per Theme together with the percentage N+2 achieved and colour coded (Green: Low Risk; Amber: Medium Risk; Red: High Risk) for level of risk. The table also indicates the amount and percentage commitment to date.

Table 5.6: Analysis of Expenditure and N+2 Targets pre Programme Theme

	Theme	OP Allocation	Cumulative Expenditure	Shortfall (-) / Surplus	% of Expenditure against total OP Allocation	Commitment	% Committed
1.1	Local Plans	90,918,299	58,417,813	-32,500,486	64.25%	102,709,857	112.97%
1.1	Regional Projects	50,000,000	29,059,190	-20,940,810	58.12%	41,951,462	83.90%
1.2	The Past	50,000,000	24,710,109	-25,289,891	49.42%	47,015,017	94.03%
P1	Sub-Total	190,918,299	112,187,112	-78,731,187	58.76%	191,676,336	100.40%
2.1	Shared Space	82,000,000	31,626,675	-50,373,325	38.57%	98,336,331	119.92%
2.2	Shared Society	40,000,000	7,642,950	-32,357,050	19.11%	36,756,395	91.89%
P2	P2 Sub-Total	122,000,000	39,269,625	-82,730,375	32.19%	135,092,726	110.73%
3.1	Technical Assistance	19,973,508	11,927,545	-8,045,963	59.72%	17,253,514	86.38%
	TOTAL	332,891,807	163,384,282	-169,507,525	49.08%	344,022,576	103.34%

Theme 1.1 Local, 1.1 Regional and Theme 3.1 are rated as 'medium risk', as percentage N+2 are 64%, 58% and 60% respectively and the corresponding percentage commitment is 113%, 84% and 86%.

Whilst Theme 1.2, 2.1 and 2.2 are rated as 'High Risk' by SEUPB for financial monitoring purposes, percentage commitment for each of these themes is recorded as 94%, 120% and 92% respectively, therefore mitigating the risk of underspend

It is important to note that under Theme 2.1, a total of €36.1m has been committed to projects that have no expenditure as of 31st December 2012. Under Theme 2.2 a total of €22.6m has been committed to projects that have less than 1.5% of expenditure as at 31st December 2012. All of the above projects have either started or have been approved and are expected to finish before 2015.

The level of commitment and the fact that the projects mentioned above have started or are about to start gives confidence and mitigates the risk of de-commitment. The total over commitment is 3.34% and this is prudent given the nature of the projects. Allowance for slippage in Theme 1.1 is 12.97% which is commensurate with the large volume of small grants but the slippage percentage in Theme 2.1 is high at 19.92% and there may be a risk of overspend in that area.

Based on all the information above an overall assessment of de-commitment risk can be conducted. The table below details the factors to be considered when evaluating the risk together with an assessment of that risk.

We would regard the overall de-commitment risk as low-medium based on the percentage commitment to date, N+2 surplus to date, cumulative expenditure to date being ahead of target and the experience of the management team in place to manage the funds so that there is no de-commitment.

Table 5.7: Assessment of De-commitment Risk

Factor	Assessment	Risk
Have cumulative targets been met to date?	Yes. (Cumulative expenditure to 31 st December 2012 is €163.4m against a target of €137.2m, a surplus of €26.2m).	Low
Experience of the Managing Authority in dealing with European Funds	SEUPB have been managing structural funds since the Year 2000. Peace II had expenditure of almost €1bn and none of the funds were de-committed	Low
% committed and allowance for slippage within the Projects	103% committed as at 31/12/2012	Low
Political stability within the region	Good. In light of the 2007 political agreement to restore Northern Ireland's devolved government, the transfer of policing and justice powers in 2010 and in March 2011, the Northern Ireland Assembly and Executive concluded its first full term in office in 40 years, political stability can be rated as good and therefore a low risk to impacting the peace programme. As previously noted, interventions funded under the peace programme continued even during times of political instability (suspension of NI Assembly from 2002 to 2007).	Low
External Factors affecting Project completion, planning etc.	Due to unforeseen circumstances there may be delays in projects. It is important that project leads work closely with the Managing Authority to manage the implications of any delays.	Low-Medium
Overall Risk Assessment		Low-Medium

The Programme is exposed to foreign exchange risk over the next few years. There is a total of €332.1m to spend with €163.4 having been spent as at 31st December 2012. Approximately £212m worth of projects are committed in sterling with a planned rate of 1.15 equating to €243m however the actual rate up to 31st December 2012 is 1.21 equating to €257m. The rate fluctuation over the period from 2013 to 2015 will affect the amount of sterling that will be available to spend on projects. It is clear from the monitoring information provided in the database provided that this risk is being monitored closely and we do not consider it to be an overall de-commitment risk, in fact there may be a small risk of over commitment.

5.6 Additionality

Additionality is one of the main principles underpinning the economic role and driving the functioning of cohesion policy. It requires that contributions from the Structural Funds do not replace public expenditure by Member States, in order to ensure that they have a genuine additional economic impact.

The success of government intervention through assistance to the private, voluntary or community sectors is usually assessed in terms of its 'additionality'. This is its net, rather than its gross, impact after making allowances for what would have happened in the absence of the intervention. A project is regarded as fully additional if, without assistance, it would not happen at all. However, additionality may be partial. For example, without assistance: the project might have been carried out in another location of some lower priority; the same project might have been carried out later; a different project might have been carried out, or the same project on a smaller scale or to a lower standard of quality.

To analyse the additionality of funding provided by the Peace III Programme, project managers were asked to what extent their project would have been possible without the funding. The vast majority (96%) stated that their project would not have been possible without the Peace III funding, showing that the funding provides a high level of additionality.

Table 5.8: Additionality of Peace III funding

	Frequency	Percentage
Project would have been possible on a similar scale	1	0%
Project would have been possible, but on a smaller scale	22	4%
Project would not have been possible	528	96%
Total	551	100%
No Response	39	

Source: Information collected from project managers, March 2013

6 ACHIEVEMENT OF OPERATIONAL PROGRAMME INDICATORS

6.1 Introduction

The terms of reference require an assessment of:

“Achievement to date of the effectiveness of the Programme Priorities and areas of intervention and related targets and indicators

In order to meet this requirement, we have reviewed information from the following sources:

- Peace III Operational Programme (OP) – Section IV ‘Programme Priorities and Areas of Intervention’
- Operational Programme Indicator Performance Data, NISRA (31st December 2012).

Key definitions

- **Indicator:** The measurement of an objective to be met, a resource mobilised, an effect obtained, a gauge of quality or a context variable.
- **Inputs** refer to the budget allocated to each level of the assistance. These financial indicators are used to monitor progress in terms of the commitment and payment of the funds available for any operation, measure or programme in relation to its eligible cost.
- **Outputs** relate to activity. They are measured in physical or monetary units (e.g. length of road constructed, number of firms financially supported, etc.).
- **Results** relate to the direct and immediate effect change on direct beneficiaries brought about by a programme. They provide information on changes to, for example, the behaviour, capacity or performance of beneficiaries. They can be physical (reduction in journey times, number of successful trainees, etc.) or financial (leverage of private sector resources, decrease in transportation costs, etc.).
- **Impacts** refer to the consequences of the programme beyond the immediate effects. There are two types of impact: **specific impacts** are those effects occurring after a certain lapse of time but which are directly linked to the action take and the direct beneficiaries; while **global impacts** are longer-term effects affecting a wider population and may not be capable of being disentangled from wider effects beyond the particular programme.
- **Beneficiary:** For the purposes of the EU Structural funds a beneficiary has been defined in Regulation as an operator, body or firm, whether public or private, responsible for initiating and implementing, operations. For Peace III the beneficiary is the Lead Partner.
- **Participant:** For the purposes of Peace III, a participant is defined as someone who: is registered with an operation or project, or attends a structured programme of events on an on-going basis. If an individual attends more than one event within a single operation they should be counted as one participant; however, if an individual attends two or more events which are not part of a single operation, they should be counted for each operation. For locally-led operations under Priority 1, Theme 1, the identification of the participant will be at the lower project level, i.e. if an individual attends more than one event within a single project they should be counted as one participant; however, if an individual attends two or more events which are not part of a single project, they should be counted for each project. Each participant should be asked to complete an Equality Monitoring form.
- **Attendee:** For the purposes of Peace III an attendee is defined as someone who attends a one-off event. Attendees should not be asked to complete an Equality Monitoring Form.

6.2 Progress against OP Indicators – Overall

6.2.1 Summary of Progress

The OP sets a range of indicators and targets for the Peace III Programme as a whole. It includes the following for each Theme respective indicator:

- Indicator type i.e. output, result, impact
- Target
- Sub-indicators (if they exist)
- Sub-division (if required)
- Unit of measurement
- Timeframe of availability – how often the information should be collected
- Data source – who is responsible for collecting the data
- Verification by – who is responsible for verifying the data collected

Table 6.1 presents a summary of the achievement to date of the quantitative output indicators set for Priority 1 and Priority 2 (Section 6.3 outlines progress against the OP targets in more detail).

Table 6.1: Operational Programme Indicators Performance – Output Indicators only

	Output Indicators	Programme Target	Cumulative Project Targets	Achievement (31st Dec. 2012)	Prog. Target Achieved	Cumulative Project Targets achieved
1.1	Programmes developed and implemented	30	34	2,031	6,710%	5,974%
	Of which local authority led	13	22	172	1,323%	782%
	Events that address sectarianism and racism or deal with conflict resolution	60	4,648	67,754	112,923%	1,458%
	Participants attending above events	3,000	92,742	308,214	10,274%	332%
1.2	People in receipt of trauma counselling	1,000	5,645	7,164	716%	127%
	Events assisting victims and survivors	50	1,819	1,600	3,200%	88%
	Participants at events assisting victims and survivors	2,000	28,552	35,299	1,765%	124%
	Conflict resolution workshops	20	1,393	1,966	9,830%	141%
	Participants attending conflict resolution workshops	200	12,732	23,144	11,572%	182%
2.1	Shared public environments created or improved through cross-community regeneration projects	10	5	5	50%	100%
2.2	Pilot projects of cross-border co-operation between public sector bodies	10	7	1	10%	14%
	Research reports disseminated	5	-	Not recorded	-	-

Source: Data provided by NISRA from Systems 2007

On an overall basis, targets have largely been met, and significantly surpassed in some instances, although progress against the OP output targets has shown considerable variation between Themes. This is particularly evident in Theme 1.1 and Theme 1.2 where Programme targets have been significantly exceeded to date. Progress against the cumulative project targets under these Themes

has also been met and significantly exceeded (with the exception of one indicator, events assisting victims and survivors, which is currently at 88% and clearly on track to achieving target).

Progress to date against the Programme output indicators for Priority 2 is considerably behind that of Priority 1. The output indicator for Theme 2.1 has achieved 40% of its target to date and so is on track to being met. However, progress toward the output targets for Theme 2.2 is at just 10% for one of the targets and no progress has been reported against the second output indicator (Research reports disseminated). Progress can be expected to be slower for Theme 2.1 as it relates to major capital build projects and there will be a lag in the time taken to report impacts.

A note of caution should be exercised as some of the achievement figures against targets appear to be very high, for example for 'Programmes Developed and Implemented' the achievement of 2,031 against target of 30. The data seems to be skewed by one Project (ref: 1881) which has recorded achieving 1,683 programmes and is greatly out of synch with all other figures. For Programmes which are local authority led 140 of the 172 are recorded against one project (ref: 963). For 'Events that address sectarianism and racism or deal with conflict resolution' the achievement figure provided by NISRA cannot be traced within the database of achievements for all indicators. 2,392 events not 67,754 have been identified in the database as at 31st December 2012. Participants, attending events that address sectarianism and racism or deal with conflict resolution, identified in the database equals 89,121 not 308,214 detailed above.

It is important to note that the project specific indicators are used as a proxy for OP indicators and are manually identified and aggregated to report achievement against the OP indicators. Sub projects should not be using OP indicators directly so records against the OP indicators on the database are also inaccurate. SEUPB and NISRA will address the above issues through the review and quality assurance exercise currently underway, concentrating on the validity of achievements recorded to date. An internal approach paper is being finalised to provide guidance to assist Lead Partners in the quality assurance of current achievements. A training programme is also currently being rolled out to Lead Projects which should help identify and correct any inaccuracies. It is expected that the outcome of the review will be that reported achievements will be actual and issues in relation to potential duplication and aggregation of data will be resolved.

6.3 Progress against OP Indicators – Per Theme

The following sections detail progress to date (31st December 2012) towards the Programme level targets broken down by Theme (excluding 4 Technical Assistance projects which are not required to implement the AfP Approach). **The progress against targets, reported in this section is based on the information provided at the time of writing and in the absence of the outcome of SEUPB's quality assurance of achievements.**

6.3.1 Priority 1 Theme 1: Building Positive Relations

This Theme includes the Local Peace Action Plans implemented by the Peace Clusters and County Council lead partnerships (under Theme 1.1 Local) and a number of regional projects (under Theme 1.1 Regional). Table 6.2, overleaf, provides a summary of progress to date against the OP targets and the cumulative project targets set for this Theme.

It is clear that the achievement to date has significantly surpassed many of the Programme targets set for Theme 1.1 output indicators, particularly for the number of programmes developed, the number of events and participants attending events. The cumulative project targets – which show the aggregated targets for all project-level indicators that feed into the Programme-level indicator – have also been

surpassed by a significant amount. The targets for the proportions of participants from ethnic minority groups and who are young people have also been met to date. All figures are subject to a review (as referred to above) by NISRA concentrating on the validity of achievements recorded to date. This review is expected to be completed by the end of 2013.

Theme 1.1 is performing well against the result indicators. Progress against these indicators is measured by an attitudinal survey, commissioned by SEUPB⁴⁹, which provides proxy measures of changes in attitudes over time. The proportions of participants who are willing to participate in cross-community and cross-border activities have both increased between 2007 and 2010-11. The target to improve levels of trust and tolerance among Programme beneficiaries and decrease levels of prejudice was also met – NISRA's Attitudinal Survey found that participants in 2010-11 were more positive than participants in 2007 on most of the questions on prejudice. Specifically, the proportion of participants stating that they think members of the other community could definitely/probably be trusted increased from 71% in 2007 to 79% in 2010/11.

This Theme has also met its impact target to date to increase the proportion of adults who think relations between Protestants and Catholics are better than they were five years ago. This has increased from 52% in 2005 to 62% in 2010 (as measured by the Northern Ireland Life and Times Survey).

Targets for two indicators under this Theme were not met at 31st December 2012:

- The **result target** to increase the proportion of beneficiaries who have contacts/ recognised friends in the other community was not met by 31st December 2012. NISRA's attitudinal survey found that the proportion of participants with few, some or all of their friends from the other community fell from 92% in 2007 to 88% in 2010/11.
- The **output target** for the community balance of participation in events has not been met to date. To capture equality data, the Managing Authority have circulated guidance to all funded projects for the completion of monitoring forms. In addition, following receipt of a letter of offer, the relevant JTS case officer meets with the project and equality monitoring is an agenda item. Projects are guided on the completion of equality monitoring forms and where completed forms should be sent. The results from the returned equality monitoring forms, compiled by NISRA, shows that the current community background participation in this Theme (based on 17,128 equality monitoring returns) is 32% from a Protestant community background, 59% from a Catholic community background and 9% neither (these proportions are likely to change as more equality monitoring information forms are received for this theme). Comparing these figures with the population of the eligible area⁵⁰ suggests that a slightly higher proportion of participants from the Catholic community (54% of the population of the eligible area). However, 40% of the equality monitoring returns are from the Border Region (compared with 22% of the population of the eligible area) and this may contribute towards the higher proportion of participants from a Catholic community background⁵¹. Section 8.2.2 provides further details regarding equality data under the Equality of Opportunity cross-cutting theme.

⁴⁹ Fieldwork was conducted by SMR with analysis and reporting by NISRA

⁵⁰ The population of the eligible area is calculated using 2011 Census in Northern Ireland and 2011 Census in the Border Region. In Northern Ireland the community background question (i.e. What religion, religious denomination or body were you brought up in?) is used, while for the Border Region the religion question (i.e. What is your religion?) is used, to determine community background.

⁵¹ It is worth noting that it is very difficult to assess whether the profile of the beneficiaries who return forms is similar or dissimilar to beneficiaries overall. There is no evidence to suggest that some individuals or groups would be more or less likely to return these forms than their counterparts. However, care should be taken in the interpretation of the resulting data as the 'sample' is essentially self-selecting. It is important to note that the following information does not fully represent participation on the programme and could change substantially as more responses are received.

Recommendation:

- As a significant number of returned equality forms cannot be inputted onto the database due to the absence of a project reference on the forms or when a number of forms have been returned in one envelope, there is a need for the Managing Authority and case officers to re-emphasize the need for project leads to take responsibility for submitting eligible forms for monitoring purposes. To increase the importance of this process, this requirement should be included with the Standard Conditions of Grant document issued to all funded projects.

Table 6.2: Achievement to date against Programme Indicator targets – Theme 1.1

	Indicator	Programme Target	Cumulative Project Targets	Achievement (31 st Dec. 2012)	Prog. Target Achieved	Cumulative Project Targets Achieved
Outputs	Programmes developed and implemented ¹	30	34	2,031	6,770%	5,974%
	Of which local authority led ¹	13	22	172	1,323%	782%
	Events that address sectarianism and racism or deal with conflict resolution ¹	60	4,648	67,754	112,923%	1,458%
	Participants attending above events ¹	3,000	92,742	308,214	10,274%	332%
	Community balance of participation in events ²	-	n/a	32% Protestant, 59% Catholic, 9% Neither ⁵²	No	
	Participants from ethnic minority groups ²	5%	n/a	9%	180%	
Results	Participants who are young people ²	40%	n/a	46%	115%	
	Change in attitudes towards cross-community & cross-border activities ³		n/a	Participants sometimes or always willing to participate: In cross-community activities: • 2007 – 94% 2010/11 – 100% In cross-border activities: • 2007 – 92% 2010/11 – 97%	Yes	
	Increase in the proportion of beneficiaries who have contacts/ recognised friends in the other community ³		n/a	Participants with few, some or all friends of their friends from the other community: 2007 – 92% 2010/11 – 88%	No	
Impacts (global)	Improved levels of trust and tolerance among Programme beneficiaries, decreased levels of prejudice ³		n/a	Participants stating that they think members of the other community could definitely/probably be trusted: • 2007 – 71% 2010/11 – 79% Participants in 2010-11 were more positive than participants in 2007 on most of the questions on prejudice.	Yes	
	Increase in the percentage of adults who think relations between Protestants and Catholics are better than they were 5 years ago ⁴		n/a	• 2005: 52% • 2009: 60% • 2010: 62%	Yes	
¹ Systems 2007 data, 31 st December 2012 ² Equality Monitoring Forms ³ Attitudinal Survey (NB: When making comparisons with 2007, it should be noted that this is not a longitudinal survey (a survey of the same group of participants/population at different points in time), but rather compares results from snapshots of two different groups of participants and the population at two points in time. The results are therefore a proxy measure of changes in attitudes over time. It is also important to note that the definition of participants has changed since 2007. In 2007, the survey defined participants as the project promoters (i.e. those responsible for delivering the project activity) however, in 2010/11 the participants of the projects (i.e. people taking part in the project activity) were incorporated in the survey. Another survey like this is planned for 2013 which will allow participant and population responses to be compared during Peace III) ⁴ Northern Ireland Life and Times Survey						

⁵²In NI the community background question (i.e. What religion, religious denomination or body were you brought up in) is used, while for the Border Region the religion question (i.e. What is your religion?) is used, to determine community background.

Projects under Theme 1.1 have set a total of 1,066 quantitative indicators through the AfP approach. The table below outlines how these are split by theme and indicator type. At 31st December 2012, progress had been reported against the majority of these indicators in the monitoring database – 888 in total (83%).

Table 6.3: Number of project AfP indicators by type under Theme 1.1

Theme	Indicator type	Number Set	No. reported	%
1.1 Local Plans	Output	716	605	84%
	Result	95	52	55%
	Impact	6	0	0%
	Sub-total	817	657	80%
1.1 Regional Projects	Output	203	194	96%
	Result	28	25	89%
	Impact	18	12	67%
	Sub-total	249	231	93%
Total		1,066	888	83%

Source: System 2007 database, 31st December 2012

6.3.2 Priority 1 Theme 2: Acknowledging and Dealing with the Past

A summary of progress against the OP targets and the cumulative project targets set for Theme 1.2 is presented in Table 6.4. Again, achievement has surpassed the target set for the output indicators at a Programme and cumulative project level.

Table 6.4: Achievement to date against Programme Indicator targets – Theme 1.2

	Indicator	Prog. Target	Cumulative Project Targets	Achievement (31st Dec. 2012)	Prog. Target Achieved to date	Cumulative Project Targets achieved to date
Output	People in receipt of trauma counselling	1,000	5,645	7,164	716%	127%
	Events assisting victims and survivors	50	1,819	1,600	3,200%	88%
	Participants at events assisting victims and survivors	2,000	28,552	35,299	1,765%	124%
	Conflict resolution workshops	20	1,393	1,966	9,830%	141%
	Participants attending conflict resolution workshops	200	12,732	23,144	11,572%	182%
Results	Recipients of trauma counselling feel they are better able to cope	75%	No results recorded	No results recorded	-	-
	Participants of events believe they are more able to describe what it is like for the other community	75%	No results recorded	No results recorded	-	-
	Change in perception amongst Programme beneficiaries that violence is not a legitimate or effective means of resolving conflict	n/a	n/a	No results recorded	-	-
Impacts	Change in awareness of the past and or roles in the conflict among Programme beneficiaries	n/a	n/a	No results recorded	-	-

Sources: Systems 2007; The Consortium

At a cumulative project level, projects have achieved 124% of the targeted number of participants at events assisting victims and survivors and 182% of the number of participants attending conflict resolution workshops. For the remaining output indicators, 127% of the target for people in receipt of trauma counselling and 141% of the number of conflict workshops have been achieved.

The only cumulative project output that has not been met to date is the target for events assisting victims and survivors. This is currently at 88% of the targeted number so is on track to be met within the Programme timeframe.

No achievement levels have been recorded for two **result indicators** i.e. recipients of trauma counselling feel they are better able to cope; and participants of events believe they are more able to describe what it is like for the other community. It is likely that progress is being made against these targets, given the fact that 7,164 people have been in receipt of trauma counselling. As not all impact data is captured in the database it may be captured in individual project AfP reports.

At 31st December 2012, no project-level indicators have been set against two of the Theme indicators, namely: The **result indicator** to change perception amongst Programme beneficiaries that violence is not a legitimate or effective means of resolving conflict; and the **impact indicator** to change awareness of the past and or roles in the conflict among Programme beneficiaries. A lack of target setting coupled with no achievement levels being recorded at a programme level does not provide an accurate picture of the benefits derived from the Peace Programme, as articulated by project managers and within AfP qualitative reports.

Projects under Theme 1.2 have set a total of 7 quantitative OP indicators. The table below shows how these are split by indicator type. The majority (71%) of these are output indicators. At 31st December 2012, progress had been reported against each of the five output indicators, but neither of the two result indicators.

Table 6.5: Number of Operational Programme indicators by type under Theme 1.2

Theme	Indicator Type	Number set through AfP	Number reported against at 31st December 2012	%
1.2	Output	5	5	100%
	Result	2	0	0%
	Impact	0	0	0%
Total		7	5	71%

Source: System 2007 database, 31st December 2012

6.3.3 Priority 2 Theme 1: Creating Shared Public Spaces

Table 6.6 provides a summary of progress against the OP targets and the cumulative project targets set for Theme 2.1. The cumulative project target for the one output indicator, the number of shared public environments created or improved through cross-community regeneration projects, has not been met. The overall Programme target is to create or improve 10 shared public environments and to date, 4 have been created. However, a total of 17 projects have been approved under this Theme so the overall Programme target should be achieved within the Programme's timespan.

No progress has been recorded against the two result indicators or the direct impact indicator. It is therefore not possible to measure the achievement to date against these indicators.

Progress against the global impact indicators is measured by responses to the Northern Ireland Life and Times Survey. Progress to date shows that proportion of people who think that there are less Loyalist murals and flags on display now than there were 5 years ago - 17% in 2005 to 36% in 2010. The proportion of people who think there are less Republican murals and flags on now than 5 years ago has also increased from 23% in 2005 to 40% in 2010.

The proportion of people who think the neighbourhood where they live is a neutral space has fluctuated each year of the survey. The proportion increased by one percentage point from 88% in 2005 to 89% in 2009 and then decreased to 86% in 2010.

Table 6.6: Achievement to date against Programme Indicator targets – Theme 2.1

	Indicator	Prog. Target	Cumulative Project Targets	Achievement (31 st Dec. 2012)	Prog. Target Achieved to date	Cumulative Project Targets achieved to date
Output	Shared public environments created or improved through cross-community regeneration projects ¹	10	3	4	40%	133%
Results	Increased usage of the shared public environments	No target set	n/a	No results recorded	-	
	Economic indicators	No target set	n/a	No results recorded	-	
Impacts (Direct)	Environments supported are perceived as being useful shared spaces	No target set	n/a	No results recorded	-	
Impacts (global)	Increase in the percentage of people who think that there are less Loyalist murals and flags on display these days than there were 5 years ago ²	n/a	n/a	2005: 17% 2009: 34% 2010: 36%	Yes	
	Increase in the percentage of people who think there are less Republican murals and flags on display these days than there were 5 years ago ²	n/a	n/a	2005: 23% 2009: 40% 2010: 40%	Yes	
	Percentage of people who think the neighbourhood where they live is a neutral space ²	n/a	n/a	Always/ Sometimes 2005: 88% 2009: 89% 2010: 86%	No	

¹ Systems 2007 database, 31st December 2012

² Northern Ireland Life and Times Survey

Projects under Theme 2.1 have set a total of 131 quantitative indicators through the AfP approach. The table below shows how this is split by indicator type. At 31st December 2012, progress has been reported against just 25 of these indicators. This is to be expected with projects funded under this Theme as there is a long lead-in time required to establish major capital build projects, which in turn can delay the reporting of progress.

Table 6.7: Number of project AfP indicators by type under Theme 2.1

Theme	Indicator Type	Number set through AfP	Number reported against at 31 st December 2012	%
2.1	Output	64	7	11%
	Result	53	15	28%
	Impact	14	3	21%
Total		131	25	19%

Source: System 2007 database, 31st December 2012

6.3.4 Priority 2 Theme 2: Institutional Capacities

The table below presents a summary of progress to date against the OP targets and the cumulative project targets set for Theme 2.2. The achievement to date against the output indicator for the number of pilot projects of cross-border co-operation between public sector bodies has fallen short of both the Programme target and the cumulative project target. No monitoring information has been recorded against the output indicator for the number of research reports disseminated so it is not possible to comment on progress against this target to date.

The OP did not specify targets for the two result indicators – the number of people benefiting from shared services and the number of public servants who can identify positive changes as a result of shared projects. Also, as no monitoring information has been recorded against these yet due to the long lead in time for these types of project, it is not possible to comment on progress to date.

According to the OP, achievement against the impact indicator, the number of pilot projects that go on to become mainstreamed, will not be possible to assess until two years following project completion.

Table 6.8: Achievement to date against Programme Indicator targets – Theme 2.2

	Indicator	Prog. Target	Cumulative Project Targets	Achievement (31 st Dec. 2012)	Prog. Target achieved to date	Cumulative Project Targets achieved to date
Outputs	Pilot projects of cross-border co-operation between public sector bodies ¹	10	7	1	10%	14%
	Research reports disseminated	5	No results recorded	No results recorded	-	-
Results	Number of people benefiting from shared services	tbc	No results recorded	No results recorded	-	-
	Number of public servants who can identify positive changes as a result of shared projects	tbc	No results recorded	No results recorded	-	-
Impact	Pilot projects go on to become mainstreamed	50%	n/a	No results recorded	-	-

Sources:

¹ Systems 2007 database, 31st December 2012

² Northern Ireland Life and Times Survey

Projects under Theme 2.2 have set a total of 239 indicators through the AfP approach. The table below shows how this is split by indicator type. At 31st December, 189 of these indicators have progress reported against them.

Table 6.9: Number of project AfP indicators by type under Theme 2.2

Theme	Indicator Type	Number set through AfP	Number reported against at 31 st December 2012	%
2.2	Output	128	107	84%
	Result	91	70	77%
	Impact	20	12	60%
Total		239	189	79%

Source: System 2007 database, 31st December 2012

6.4 Assessment of OP Indicators and Targets

The terms of reference require an assessment of:

“Review the relevance of existing indicators and make recommendations accordingly”

In order to meet this requirement, we have reviewed information from the following sources and conducted consultation with key stakeholders:

- Peace III Operational Programme (OP) – Section IV ‘Programme Priorities and Areas of Intervention’
- Peace III Monitoring and Evaluation Plan⁵³
- Operational Programme Indicator Performance Data, NISRA (31st December 2012)
- Interrogation of information held on the System 2007 database
- Consultations with representatives from SEUPB and NISRA

Appendix IV provides an assessment of the suitability of specific OP indicators and targets for each priority and theme. Salient points to note from this review include:

- OP indicators defined under each Theme are considered reasonable and appropriate and directly linked to the programme aims. It is understood that SEUPB are currently undertaking a detailed review/quality assurance exercise of achievements against original targets. If after this review, the targets appear to be set too low, consideration should be given to uplifting these and setting appropriate targets.
- It is concerning that at this stage of the programme, seven indicators relating to results / impact do not have targets set, nor do they have achievement attributed to them. For the OP to be assessed, it is imperative that this is addressed and that achievements are reported against programme level indicators (where available). For example:
 - Under Theme 1.2 no results or impact targets have been set or progress captured. It is acknowledged that due to the sensitive nature of issues being addressed under this theme, it is not always practical to collate data from individuals or to capture perception change. As a result, quantitative data gathered should be supported by qualitative data analysis as part of each project's post programme evaluation.
 - Under Theme 2.1 economic indicators were not set at the outset of the programme as they were to be developed following identification of projects. Given that projects have been identified, it is important that these indicators are defined. Information relating to the number of jobs created is already being collated by project leads, under project-specific indicators, which could directly feed into this overall OP indicator.
 - Under Theme 2.1 and Theme 2.2, new infrastructures and capital build projects are now in place, allowing indicators regarding usage to be set and monitored.
- A few indicators would benefit from being more clearly defined to include: stating a ‘positive change’ rather than a ‘change’ in attitudes; consideration should be given to distinguishing between the number of events and the number of cross-border events (this information is already being recorded by project leads); It is worth considering extending the indicator ‘number of people in receipt of trauma counselling’ to include those in receipt of other trauma related services e.g. befriending, individual counselling, peer group support etc.

⁵³ Peace III EU Programme for Peace and Reconciliation 2007-13 Northern Ireland and the Border Region of Ireland Monitoring and Evaluation Plan (June 2008)

- Some of the result and impact indicators aim to capture the potential changes in attitudes/behaviour of programme participants. This measure of success is difficult to attribute or isolate directly to the Peace Programme as many other external factors influence change to include changes in the political and policy environment. Although, these indicators are helpful and do provide a proxy of success as attitudes are measured for programme participants in comparison to the general population, as part of the Attitudinal Survey.
- There are a number of OP indicators where progress against these is reported from other sources, such as the attitudinal survey or equality monitoring forms. Some of the result and impact indicators relating to friendships formed and increased tolerance are measured using evidence from the Northern Ireland Life and Times (NILT) Survey only. An equivalent survey or data collection exercise should be resourced and implemented in the Border regions to capture achievements across the entire eligible area. To augment evidence derived from NILT, data captured by project leads relating to these indicators should be reflected.
- The large degree of variation in performance against output indicators (OP and cumulative project targets), both within and between Priorities, raises questions over the suitability of the targets set for the projects funded under each of the Themes. Robust and realistic targets are a necessary part of the monitoring process. There may be an impression of large over or under achievement if the original targets are not realistic. Issues include:
 - Performance against output indicators for Priority 1 has significantly surpassed cumulative project targets to date (with the exception of one, events assisting victims and survivors, which is currently at 88% and clearly on track to achieving target by 2015). All OP output indicators for Priority 1 have significantly surpassed their targets to date. The proportion of the output targets achieved ranges from a minimum of 115% (i.e. *'Participants who are young people'*) to a maximum 112,923% (i.e. *'Events that address sectarianism and racism or deal with conflict resolution'*).
 - In terms of the target data for Theme 1.1, it does not seem reasonable that 2,031 Programmes have been developed (against target of 30)⁵⁴ or 67,754 events organised that address sectarianism (against a target of 60) – indicating that there may be issues with how project leads are entering monitoring information on the System 2007 database.
 - When the OP target indicators for Theme 1.1 and Theme 1.2 were set, it was envisaged that there would be a smaller number of more strategic events and workshops. As the implementation of the Programme has gone ahead it is now clear that there were a larger number of events funded. This in turn has led to higher number of participants than anticipated. However, performance against cumulative project targets (suggested to be a more accurate measure of performance as more information was available when these were being set) has also overachieved at this point (with the exception of one).
 - Conversely, analysis of the OP output indicators for Priority 2 show that the progress is considerably behind that of Priority 1. Progress can be expected to be slower for Theme 2.1 as it relates to major capital build projects and there will be a lag in the time taken to report impacts. The output indicator has achieved 40% of its target to date and so is on track to being met. However, progress toward the output targets for Theme 2.2 is at just 10% for one of the targets (number of pilot projects of cross-border co-operation between public sector bodies)

⁵⁴ As noted in Section 6.2.1, the data seems to be skewed by one Project (ref 1881) which has recorded achieving 1,683 programmes and is greatly out of synch with all other figures. For 'Events that address sectarianism and racism or deal with conflict resolution' the achievement figure provided by NISRA cannot be traced within the database of achievements for all indicators. These concerns have been raised to SEUPB and NISRA. As a result SEUPB have commenced a review concentrating on the validity of achievements recorded to date. An internal approach paper is being finalised to provide guidance to assist Lead Partners in the quality assurance of current achievements. A training programme is also currently being rolled out to Lead Projects which should help identify and correct any inaccuracies. It is expected that the outcome of the review will be that reported achievements will be actual and issues in relation to potential duplication and aggregation of data will be resolved.

and no progress has been measured against the other (number of research reports disseminated).

- A review of a Peace Partnership highlighted that Phase I targets were developed when projects were already awarded and that Phase II was noted as having clearer targets which were more realistic.
- OP indicators and targets are set at the outset of the Programme when it can be difficult to forecast the exact nature of funded projects. The Peace IV Programme should be cognisant of performance against targets in previous Programmes and benchmark indicators and targets against these. Future targets should be more challenging, as existing achievements suggest that they were set too low.

7 REVIEW OF THE AID FOR PEACE APPROACH

7.1 Introduction

The terms of reference require an assessment of:

“The Aid for Peace approach as a tool for measuring the impact of Peace interventions, addressing the pros and cons in terms of effectiveness of such an approach”

In order to meet this requirement we have drawn on information from the following sources:

- Analysis of the Aid for Peace (AfP) data collected in Systems 2007 and data provided by NISRA on progress towards Programme targets.
- Consultation with 47 key stakeholders and 15 case study project leads.
- A Monitoring and Evaluation Framework for Peace-Building, PwC (2007)
- European Territorial Co-operation 2014-2020 Consultation Information Document⁵⁵
- Analysis of Consultation Information Document (based on 124 submissions for the Peace Programme)⁵⁶

This section aims to comment on the effectiveness of the AfP approach through assessing the feedback from stakeholders on its application, strengths and weaknesses, and make recommendations accordingly.

7.2 Aid for Peace Approach

In addition to programme level monitoring (Section 6), more specific monitoring takes place at the level of the projects (each project contributes to at least one of the OP level indicators). In the case of the Peace III Programme, the AfP methodology has been employed at this project-specific level.

The need to adopt the AfP approach as a monitoring and evaluation framework for peace-building was recommended by consultants⁵⁷ commissioned by the Monitoring and Evaluation Working Group of the Peace II Monitoring Committee. The AfP approach focuses on assessing the needs for peace-building in a given area, and then tailoring the intervention's objectives and activities to these needs by identifying their peace-building relevance and developing appropriate indicators.

Projects which have been approved under Peace III are required to apply the AfP approach to their projects. Prior to finalising the Letter of Offer, each lead partner is taken through the following four key stages of AfP by a facilitator:

- **Stage 1: Peace-building needs analysis:** current understanding of the conflict in their area and the peace-building needs the project is seeking to address.
- **Stage 2: Peace-building relevance assessment:** how their operation is relevant to the needs identified and how it aims to promote change within their local area/region. Project leads are required to detail which of the two Theories of Change (i.e. Individual Change Theory and/or Healthy Relationships & Connections Theory) their operation will contribute towards (Ref: Section 3.2.3 and **Appendix III**).

⁵⁵ European Territorial Co-operation 2014-2020 Preparing a new EU Programme for Cross Border Co-operation (Interreg V) and a new EU Programme for Peace and Reconciliation (Peace IV) 2014-2020, Consultation Information Document SEUPB, 28 Aug–20 Nov 2012

⁵⁶ European Territorial Co-operation 2014-2020 - Summary of Consultation Responses, SEUPB, February 2013

⁵⁷ PricewaterhouseCoopers LLP (2007) A monitoring and evaluation framework for peace building, Final Report, June 2007

- **Stage 3: Conflict risk assessment:** Identify how risks related to the conflict could impact on their operation, and potential actions or contingency plans to alleviate those risks.
- **Stage 4: Peace and conflict effects assessment:** Project leads are required to set indicators and associated targets which are used to monitor and evaluate their respective project(s). These indicators are drawn from the Programme/Priority indicators, alongside others, more specific to the project, which should emerge from the needs analysis and the relevance assessment. To supplement these indicators, each Project Lead is responsible for undertaking three concise evaluative reports. The first report is produced at the outset of the operation, detailing the results of the AfP Approach stages, to provide baseline information. These stages are reviewed mid-term (interim) and following completion of the operation (post project evaluation).

It is important to note that only quantitative project-specific indicators are recorded on the System 2007 monitoring database, whereas qualitative impact indicators are largely captured in the three AfP reports.

NISRA provides support to aid the implementation of AfP, to include the following services:

- Advising Peace III projects on the use of the AfP approach, including agreeing indicators to be used to assess the performance of each project, through consultation with the Lead Partner and the JTS, quality assurance of baseline, interim and final reports (*with the exception of those funded under Theme 1.2 – these projects set their indicators with help from the Consortium*).
- Monitoring of indicator population and providing information and guidance on ‘non-performing’ indicators with recommendations for review, where appropriate.
- Performance of data quality checks on the information held of System 2007 Database and subsequent investigation with SEUPB and Lead Partners of monitoring information (using AfP reports, post project evaluations and quarterly progress reports, as a basis for comparison).
- Updating of indicators onto System 2007 database, as appropriate.

Project leads are responsible for reporting progress through quarterly progress target reports to SEUPB and by updating System 2007 on an on-going basis with progress against quantitative indicators. Sub projects are required to provide updates on their indicators to the Lead Partner.

NISRA are given access on a weekly basis to the information that is captured by System 2007, including achievement against monitoring indicators in the form of a number of tables.

7.3 Suitability of Project-Specific Indicators

The terms of reference require an assessment of:

“Review the relevance of existing indicators and make recommendations accordingly”

According to information provided by NISRA, 1,443 unique quantitative project-specific indicators have been created for all projects that have gone through the AfP approach to 31st December 2012, 77% of which have been reported against to date. Each indicator is categorised as an output, result or impact indicator. 77% of all indicators are output indicators, 19% are results indicators and 4% are impacts indicators.

The number and type of indicators for each Theme are shown in the table below.

Table 7.1: Quantitative indicators created to date for all projects

Table 7.1.1: Quantitative indicators created to date for all projects					Number reported	%
Theme	No. of projects	Indicator type	Number Set	%		
1.1 Local Plans	28	Output	716	87%	605	84%
		Result	95	12%	52	55%
		Impact	6	1%	0	0%
		Sub-total	817	57%	657	80%
1.1 Regional Projects	56	Output	203	82%	194	96%
		Result	28	11%	25	89%
		Impact	18	7%	12	67%
		Sub-total	249	17%	231	93%
1.2 The Past ⁵⁸	95	Output	5	71%	5	100%
		Result	2	29%	0	0%
		Impact	0	0%	0	0%
		Sub-total	7	0.5%	5	71%
2.1 Shared Space	17	Output	64	49%	7	11%
		Result	53	40%	15	28%
		Impact	14	11%	3	21%
		Sub-total	131	9%	25	19%
2.2 Shared Society	18	Output	128	54%	107	84%
		Result	91	38%	70	77%
		Impact	20	8%	12	60%
		Sub-total	239	17%	189	79%
Programme Total	214	Output	1,116	77%	918	82%
		Result	269	19%	162	60%
		Impact	58	4%	27	47%
Total			1,443	100%	1,107	77%

Source: List of all indicators, provided by NISRA, March 2013

There is considerable variation in the number of indicators set by Theme. The majority (74%) of all indicators set for the Programme belong to projects under Theme 1.1. This is compared to Theme 1.2 which accounts for just 0.5% of all indicators. The high numbers of indicators, under Theme 1.1 are very specific to individual projects.

It is understood that project-specific indicators are deliberately specific to each project in order to help projects have a more complete and rounded view of the Peace impact of their project. The setting of indicators, as well as needs and risks, are an important part of the AfP process to improve the design and the basis of the individual projects. The impact of this (either positive, negative or neutral) is recorded through each project's AfP post project evaluation.

Appendix V provides an assessment of the suitability of a sample of project-specific indicators for each theme. A number of issues have been identified in terms of the definition of indicators and the recording of project activity, which are largely relevant to Theme 1.1, to include:

- **Large volume of indicators:** There is a balance needed between having a concise number of indicators and ensuring that there is sufficient detail to record project-specific output, results and impacts. It is important that there are efforts made to condense the number of indicators where possible – see below.
- **Repetition /duplication of output indicators:** There are a number of instances where separate output indicators have been set for similar activities. Indicators with similar names should be reviewed and aggregated through a re-coding exercise. A smaller number of more homogeneous indicators should be used to allow comparison in performance between projects and Themes. If

⁵⁸ The indicators set for Theme 1.2 (delivered by the Consortium) relate only to the overall OP indicators, whereas the other Themes provide more detailed project-specific indicators set through the AfP process.

indicators were more homogenous, they could be more easily aggregated and potentially contribute to OP indicators.

- **Similar indicators are being categorised as both result and impact indicators:** Consistency should be applied in terms of categorising of result and impact indicators and duplication removed.
- **Direct duplication of indicator codes:** Indicators should be reviewed and instances where the same indicators have been attributed different codes removed – there should be one code for every unique indicator rather than multiple codes for the same indicator name.
- **Indicator description ambiguity:** Indicator descriptions should be clearly defined and there should be no overlapping of terms to avoid project leads potentially double counting achievement. (It is noted that projects should have the detail of indicator referencing in their AfP baseline report)
- **Project-specific indicators link with OP indicators:** It is understood that each project contributes to at least one OP level indicator. However there are instances where project-specific indicators of common interest could add value if it had a corresponding OP indicator. For example, a project-specific indicator that would be considered common across the majority of projects would be the number of jobs created. In this instance, it would be of value if outputs for this indicator were aggregated and reported at an OP level – and linked to the economic indicator (which is not currently defined under Theme 1.1), thereby giving a fuller indication of the overall impact of the Peace III Programme. Consideration should be given to the development of a two-tier approach to setting indicators. The first tier being the 'headline indicator' which directly links to OP target and the second tier being the 'sub indicator' to ensure that project-specific data is not lost.
- **Failure to set Project-specific indicators:** The indicators set for Theme 1.2 (delivered by the Consortium) relate only to the overall OP indicators and project-specific indicators have not been set, whereas the other themes provide more detailed project-specific indicators set through the AfP process. It is essential that indicators are set so as to capture all the project data. The System 2007 database is consequently lacking in quantitative data for Theme 1.2.

In terms of the above issues, examples are provided in **Appendix V**. Further evidence is documented in the standalone case studies, which highlight specific instances of data capture errors and/or where achievements appear to be unrealistically high.

It is understood that NISRA are undertaking an internal review of processes which has raised similar issues to that identified as part of the evaluation. Going forward, NISRA intend to focus on increased data validation, thereby increasing confidence in the data provided. This will lead to a more robust system in which to assess the effectiveness of the Programme.

7.4 Application of Aid for Peace – Key Issues

The following section identifies key issues in the application of the AfP Approach, to include:

- Lack of resources dedicated to supporting projects in the implementation of the AfP approach
- Difficulty capturing monitoring data and evaluating impacts.
- AfP approach is regarded as a separate process and is therefore not embedding in project operations.
- Variation in quality of AfP evaluation reports & Challenge distilling qualitative data.
- Insufficient quality assurance of monitoring data.
- Discrepancies between the Annual Implementation Report data and Systems 2007 data.
- Issues with System 2007 Functionality.

Lack of resources dedicated to supporting projects in the implementation of the AfP approach

For each of the 214 funded projects (159 unique lead organisations, representing 1,092 sub-projects) baseline indicators have to be developed and agreed and monitored and reported against at an interim and final stage. To facilitate this process, NISRA provide support to projects in the application of the AfP approach. Resources are limited to one Deputy Principal Statistician (approximately 0.5 full-time equivalent dedicated to implementing AfP). As some project leads need '*considerable hand-holding*' to develop baseline reports as well as interim and final reports, the allocation of one full-time support dedicated to AfP among other duties is proving challenging and inadequate.

There are no resources within SEUPB to assist with the implementation of the AfP approach.

Recommendation:

- Given the issues identified in Section 6.4 and Section 7.3, it is evident that there are insufficient resources dedicated to supporting projects in the implementation of the AfP approach. There is a need to uplift these resources and consideration given to creating a dedicated post responsible for managing the monitoring of the programme and quality assuring the indicator selection as well as the recording and quality assurance of achievements.

Difficulty capturing monitoring data and evaluating impacts

Based on feedback from Programme Managers representing the Peace Clusters and County Council lead partnerships, a number of issues relating to data collection were highlighted:

- It is very difficult to define, and capture the impacts of 'peace' in a quantitative indicator.
- It can be difficult to set targets at the outset of the project when there are so many unknowns. This can lead to unrealistic targets being set, which are either too easily achieved or impossible to achieve. "*There is a feeling that the numbers are 'arbitrarily picked' in some cases*"
- Many of the qualitative impacts and outcomes of peace are difficult to measure and therefore not captured in the indicators.
- There is no recognition of external factors impacting on peace (e.g. recent flag protests).
- Project targets are short term whereas the work that is carried out as part of the programme is long term in nature.
- The approach is time-consuming and an administrative burden - many organisations do not have adequate staff resource to facilitate data collection.
- Collating monitoring data can be problematic, a few examples were highlighted i.e. young people tend to be disengaged when asked to complete monitoring forms and feedback questionnaires, PUL and CNR groups tend to be 'suspicious when asked for their details' and in many cases would rather remain anonymous.

Based on consultations with key stakeholders, development of case studies and submissions to the recent consultation on the future Peace IV Programme, the general consensus is that there is a greater focus on monitoring the achievement of financial expenditure targets, compliance and quantifiable outputs as opposed to contribution the projects are making towards the achievement of the Programme's objectives or the impact on building peace and reconciliation. Given case officers workload, the assessment of financial expenditure targets seems reasonable as this gives a good proxy for the level of activity and provided that project-specific indicators are been met and signed-off by case officers as part of the quarterly progress reporting, the focus seems appropriate.

In terms of evaluation, the Peace III Programme promoted a self-evaluation approach, with limited resources available to project leads to engage external, independent evaluations. Based on stakeholder consultations, feedback from most respondents highlighted that the evaluation budget

was limited to a programme rather than at a project level. This approach has resulted in a lack of in-depth analysis and evidence of individual funded projects in which to improve/develop the overall Peace Programme, as identified by a few respondents.

“I don’t think there has been adequate focus and time given to evaluation. There is an obsession with audit and reviewing, which is called evaluation but there is no time to step back and actually evaluate. People are afraid because they don’t know how to measure the impact and SEUPB are under resourced to do this”

“There is a need for a fundamental rethinking of the role of monitoring and evaluation. There is a need to work closer with recipients to understand and reflect on the benefits on the ground”

Recommendations:

- Evaluation is central to the programme. It is important that the monitoring and evaluation process is robust and sufficiently resourced to capture the learning from peace-building interventions.
- The focus on continuous self-evaluation is essential and remains relevant going forward. There is a continuing need to support project leads to ensure the true value of AfP is realised and embraced as a learning and monitoring tool.

Aid for Peace Approach – regarded as a separate process

The integration of the AfP approach into all stages of the Peace III Programme to aid the process of monitoring and evaluation (from an OP level, project application, implementation and monitoring through to post-project internal and external evaluation and assessment) is considered innovative, ground-breaking and a unique way of measuring the impact of peace-building interventions.

“In the context of international research and experience on measuring the impact of peace initiatives and reconciliation programmes – Peace is at the leading edge”

“During Peace II ground breaking research was carried out around reconciliation and measuring it and integrating it into a programme. The Aid for Peace really built on that and it was the next generation of it. The Aid for Peace aims to embed in the projects themselves on-going mechanisms for assessing what contributions they are making to the peace process”

“What Aid for Peace has brought to the table is an awareness of a need to be conscious of the need to measure impacts”

At the outset of the Peace III Programme, it was envisaged that the AfP approach would not be an onerous task for project leads since much of the thinking required for the initial report will have been done in the development of the application.

However, although the AfP approach is viewed as a valuable framework by stakeholders in which to monitor and evaluate the effectiveness of such interventions, it is generally viewed as a separate administration process rather than embedded into the development and implementation of projects. As such, project leads find the process as an add-on, complicated and time-consuming (in terms of gathering monitoring data).

“People seemed to disconnect the Aid for Peace from their project...they just don’t seem to grasp the term or even the process”

“The wording is strange for some and creates a ‘mystique’ around a process that should be relatively straightforward”

Recommendation:

- To increase the value of AfP, a greater integration of the tool is required throughout project implementation, where it is not seen as an additional administration burden, but as a core part of project monitoring/evaluation activity. On-going training (for case officers and project leads), to include workshops, guidance manuals and templates are all valuable support systems, which should be continued as part of any future programme to ensure the appropriate application of the AfP approach.

Variation in quality of AfP evaluation reports & Challenge distilling qualitative data

Reporting against each of the four key stages of the AfP approach is an important process to aid the monitoring and evaluation of project activities. Despite guidance and training provided, there is significant variation in quality of AfP evaluation reports being developed by project leads. Whilst some AfP evaluation reports provide a rich source of evidence in terms of qualitative data, others are lacking in the assessment of project activities and some do not demonstrate evidence of collating feedback/capturing attitudinal survey information from beneficiaries in which to assess impact.

From the implementation bodies' perspective, the *'buy-in to the monitoring process'* and the quality of AfP reports received from project leads varies, with some being more robust than others.

The challenge remains in distilling the qualitative information from all the AfP reports, as it is not recorded on the System 2007 database. There is no mechanism in place to collate qualitative data and distil this learning to inform the development of future peace-building interventions.

Recommendations:

- For the Peace IV Programme, a standardised, concise AfP reporting template (and/or a sample best practice AfP evaluation report) should be provided to project leads, as well as standardised questionnaires for distribution to programme beneficiaries to attempt to quantify some of the impacts e.g. changing attitudes can be measured using pre/post surveys using a scale/barometer approach.
- An increased focus on independent post-project evaluation is required to provide a robust assessment of project outputs, results and impacts.
- To distil and disseminate qualitative data, it may be worth considering developing a one page summary for each of the projects to reflect the key learnings e.g. similar to that produced in the MTE report for the case studies (Ref Section 10.2 of this report). Although this would be resource intensive, it should be considered as an option to create an evidence-based that could be accessed on SEUPB's website to share learning and to promote the benefits emerging from peace funding.

Insufficient Quality Assurance of Monitoring Data to date

Lead projects are responsible for submitting quarterly progress data against their AfP indicators to SEUPB. They are also responsible for entering this data on the monitoring database on an on-going basis. It is our understanding that this data is not routinely verified or quality checked to ensure that projects are submitting accurate data that relates to the AfP indicators identified in their baseline report. This could lead to risks that:

- Projects could be under-reporting achievements;
- Projects could be over-reporting achievements;
- Data is not being captured for all indicators and so the full impact of the Programme is not being recorded.

This could lead to a potential risk that the impact of the Programme may be either over- or under-estimated due to incorrect monitoring data being recorded. It also leads to lack of consistency in reporting and a duplication of effort in reporting statistics.

There are also concerns regarding project leads entering achievement of cumulative targets, rather than quarterly targets achieved and the extent to which indicator achievements are aggregated up to the lead partner level.

The consultancy team also encountered a number of cases where indicator names and codes vary between project's AfP baseline report and the monitoring database. We understand from NISRA that with such a large number of indicators and potentially many revisions, it is possible that indicator descriptions/definitions may vary between baseline report and the monitoring database and that any changes made should be highlighted in interim reports.

As the data is not currently cross-checked, there is a potential risk that projects may be recording data against the wrong indicators. Until this process is carried out, we cannot be entirely confident in the data produced, making it difficult to assess the extent to which indicators are being met and therefore the effectiveness of the programme in terms of value for money.

Recommendations:

- As the data submitted by project managers is not quality assured to date, we are unable to comment on the reliability of the data. There is an immediate need for a quality assurance mechanism to be put in place for case officers to verify/interrogate the information entered by project managers against indicators (particularly as project closures are approaching).
- Cross-checks between data reported in progress reports, monitoring database and AfP baseline reports/interim reports should be carried out on a regular basis. This is to ensure that verifiable information is accurately captured against all AfP indicators.

Discrepancies between the Annual Implementation Report (AIR) data and Systems 2007 data

Through initial interrogation of the database, there appeared to be a number of discrepancies between the cumulative project target data provided by NISRA for the AIR (December 2012) and the data recorded in the System 2007 database (at 31st December 2012).

The cumulative project targets in the AIR are derived from NISRA's raw data from compiling baseline reports rather than the System 2007 database (i.e. project leads set targets in agreement with NISRA and SEUPB at the outset of the project and record in their respective AFP baseline report).

The System 2007 database relies on project leads entering data correctly and because this is not quality assured instances of inaccuracies in the data recorded (due to misinterpretation of indicators, double counting etc.) have occurred. The System 2007 database only shows projects that have recorded activity against their indicators hence targets cannot be taken from the database. This explains the discrepancies between cumulative project targets on the database and reported through the AIR, therefore the cumulative targets in the AIR are more reliable than those in the System 2007 database⁵⁹.

⁵⁹ Whilst it is accepted that NISRA aggregate project specific indicators up to the Operation Programme indicators – the sum of achievement should be easily understood and generated from the database supplied.

Recommendations:

- Further support and training should be given to lead partner managers to ensure that indicators are being appropriately linked to projects; otherwise there is a risk that data is not been captured or reported against indicators. A verification exercise is required to ensure that the linking of indicators to projects is consistently applied.
- It is important that the information recorded in the System 2007 database is verified and therefore regarded as being of equal reliability to the figures produced as part of the AIR process.

Issues with System 2007 Functionality

Many aspects of System 2007 database have added value to the monitoring of projects, to include:

- All operations funded under the Peace III Programme are recorded on the System 2007.
- Project applications are submitted and used by successful projects to submit claims and update performance.
- It is used by programme administrators to manage all aspects of the programme including project approval as well as management, monitoring and reporting at project and programme level.
- All stages of the application/project life-cycle and all transactions associated with approved projects are recorded.
- It is capable of providing analysis of financial spends and non-financial performance indicators for the programme.

System 2007 is a shared database with six European programmes, each with varying requirements to suit the needs of the four Managing Authorities⁶⁰. According to the AIR, in 2011, several system changes were requested, specified and implemented in order to improve the functionality and efficiency of the System 2007 database. The nature, feasibility and benefit of these system changes were discussed at the System 2007 User Working Group meetings, held quarterly throughout 2011. The agreed change requests related to various aspects of the database functionality, including recording of publicity and performance monitoring indicators, jurisdictional splits and enhancement of the current reporting templates. All system changes were subject to user testing before deployment on the live database.

Feedback from project leads, as part of the case study development (Section 10), highlighted that there remains some issues with the functionality of the System 2007, including: '*slow to respond*'; '*down time due to technical issues*' and '*not user friendly*' and has offered limited opportunities for project leads to extract reports for monitoring purposes.

Recommendation:

- Improvements to the System 2007 will be taken forward to the new programme period. There is a need to improve functionality of the system in terms of end analysis and reporting capabilities. Providing training to project leads on how to benefit from the use of the system is recommended.

⁶⁰ Interreg IVA Programme & Peace III Programme (Managed by SEUPB); Northern Ireland Rural Development Programme (Managed by DARD); European Fisheries Fund 2007-2013 (Managed by DARD); The Northern Ireland European Social Fund Programme 2007-2013 (Managed by DEL); Regional Competitiveness ERDF Programme (Managed by DETI)

7.5 Conclusion

The Peace Programmes are unique amongst EU Structural Fund Programmes in their aims and objectives, and as a result are difficult to measure and quantify when it comes to assessing the impacts of the interventions. The inherent difficulty of measuring the tangible and intangible outputs, results and impacts of peace-building and reconciliation interventions is widely acknowledged.

The AfP approach provides a structure through which the anticipated and actual impacts of an operation on peace and reconciliation can be defined. It also assists with the development of project-specific monitoring indicators which can be used throughout the project to assess progress.

To increase the effectiveness and value of AfP, a greater integration of the tool is required throughout project implementation, where it is not seen as an additional administration burden, but as a core part of project monitoring/evaluation activity. A thorough review of project-specific indicators, set through the AfP approach, is required. In addition a standardised, concise AfP reporting template (and/or a sample best practice AfP evaluation report) should be provided to project leads and an increased focus on independent post-project evaluation is required to provide a robust assessment of project impacts.

Recommendation:

- Based on the above, it is recommended that the AfP approach is continued as part of the Peace IV Programme, provided that the recommendations are addressed. Going forward, the Peace Programme's AfP model could be used as a benchmark for other conflict areas as well as being mainstreamed into organisations, based on learning emerging from the application of AfP in the Peace III Programme.

8 CROSS-CUTTING THEMES & SUSTAINABILITY

8.1 Introduction

The Operational Programme sets out five cross-cutting themes i.e. Cross-Border Co-operation; Equality of Opportunity; Impact on Poverty; Partnership; and Sustainable Development. These are intended to act as strategic guidelines for those engaged in the implementation of the Programme.

The terms of reference require an assessment of:

“The application of the cross cutting themes within the funded projects”

In order to meet this requirement, we have carried out the following research activities:

- Survey of project leads on the extent of cross-border collaboration and sustainability of project - a response was provided from 89 lead projects and 501 sub projects.
- Consultations with key stakeholders (Ref: Section 9).
- As part of the mid-term evaluation of Peace III, 15 case studies were developed (Ref: Section 10) and from these case studies various extracts of what worked well in terms of the application of cross-cutting themes have been highlighted in the boxes shaded in grey.

We have also reviewed information from the following sources:

- Peace III Operational Programme.
- Peace III Programme Manual.
- Peace III Programme Guidance Notes on Project Selection.
- Information collected from project ‘Assessment Scores’ – to include the extent to which the cross-cutting themes were evident within project applications (See Table 8.1 below).
- Development Path Analysis (DPA).
- Review of Equality Monitoring Forms.

Table 8.1: Assessment Scoring Bands for Cross-Cutting Themes

Score	How Evident?	Link to Criterion	Link at Project Level
17-20	Highly Evident	The application was an excellent fit with the requirements of the criterion.	The project proposal demonstrates an excellent ability to deliver and shows a high degree of competency in achieving the outcomes described.
13-16	Very Evident	The application fully met the requirements of this criterion.	The project proposal is strong in the manner in which it has described a range of activities that will result in good outputs and the achievement of key goals.
9-12	Evident	The application met the requirements of this criterion.	The project proposal demonstrates an ability to deliver project outcomes to an acceptable standard and it may be considered suitable for funding.
5-8	Less Evident	The application met some of the basic requirements of this criterion.	The project proposal demonstrates some ability to deliver key outputs and outcomes in areas, but overall it is below the standard expected in order to be awarded funding.
0-4	Not Evident	The application failed to meet a basic standard under this criterion.	The project proposal does not demonstrate that it has the capacity to deliver basic project outcomes that would be expected in order to be awarded funding.

Source: Peace III Programme Guidance Note on Project Selection G1/PIII

8.2 Project Selection Using Cross-Cutting Themes

In terms of project selection, all projects must be scored out of 200. A total of 40 marks are allocated to four of the five the cross-cutting themes (i.e. Equality; Impact on Poverty; Partnership; Sustainable Development). NB. The cross-cutting theme of cross-border is factored into the priority specific criteria as there is a derogation that Peace III may be delivered on a single jurisdiction basis⁶¹.

Due to the variety of projects applying for funding under the Peace II Programme, the assessment of each project against the same cross-cutting themes can be complex and open to interpretation. This is particularly evident in relation to the Sustainable Development criterion, where assessors have the difficult task of scoring a large scale capital build projects and a small community group based intervention based on the same criterion.

Consultation with key stakeholders and project leads as part of the case study development, highlighted that often 'sustainable development' is confused or used interchangeable with 'sustainability' which should be considered as distinct areas.

Recommendation:

- Based on a review of the project application process, it is apparent that the assessment of a wide variety of applications under one programme is complex. It is recommended that consideration should be given for tailoring the application form for each priority area with regard to cross-cutting themes e.g. although 'sustainable development' should be taken into account by all projects, it is perhaps more appropriate to include this as a weighted score for large capital projects under Theme 2.1 and 2.2 only.
- There is a need for a clear definition and greater depth of appreciation by project leads of the difference between the concepts of 'sustainable development' and 'sustainability'.

8.3 Application of Cross-Cutting Themes

8.3.1 Cross-Border Co-operation

Peace III is a cross-border programme with an eligible area comprising Northern Ireland and the Border Region of the Republic of Ireland. Although a derogation⁶² permits the programme to fund single-jurisdiction actions, according to the Operational Programme *...the Programme includes, as a cross cutting theme, an increased emphasis on cross-border working and it is anticipated that there will be a substantial number of cross-border operations which will meet the Programme objectives across all Priorities*".

Cross-border co-operation is central to the Peace III Programme and includes SEUPB as the cross-border Managing Authority. In addition, all decision making structures are constituted on a cross-border basis with funding also provided on a cross-border basis.

Cross-Border Co-operation - Operational Programme Indicators

At an Operational Programme level, there are two output indicators which capture cross-border actions, to include:

⁶¹ Peace III Programme Guidance Note on Project Selection G1/PIII

⁶² ERDF Regulation (Regulation (EC) No 1783/1999)

- For Theme 1.1, the indicator '**Changes in attitudes towards cross-community and cross-border activities**' was measured as part of NISRA's Attitudinal Survey⁶³. The results highlighted a positive shift in the proportion of participants who stated that they are sometimes or always willing to participate in cross-border activities i.e. from 92% in 2007 to 97% in 2010/11.
- Under Theme 2.2, a target of 10 '**Pilot projects of cross-border co-operation between public sector bodies**' had been set. Achieved as at 31st December 2012 was 1. However, this may not be a true reflection of actual activity as there is limited monitoring information recorded against project-specific indicators at this stage; therefore it is difficult to determine the extent to which this indicator has been achieved.

Survey of Project Leads

The table below shows the analysis of the extent to which the funded projects are working on a cross-border basis (this is taken from the information provided by project managers from 89 lead projects and 501 sub projects). The majority (60%) of projects are involved in cross-border engagement to some extent. Just 19% of projects involve a high level of actual activity, while 42% are involved in lower levels.

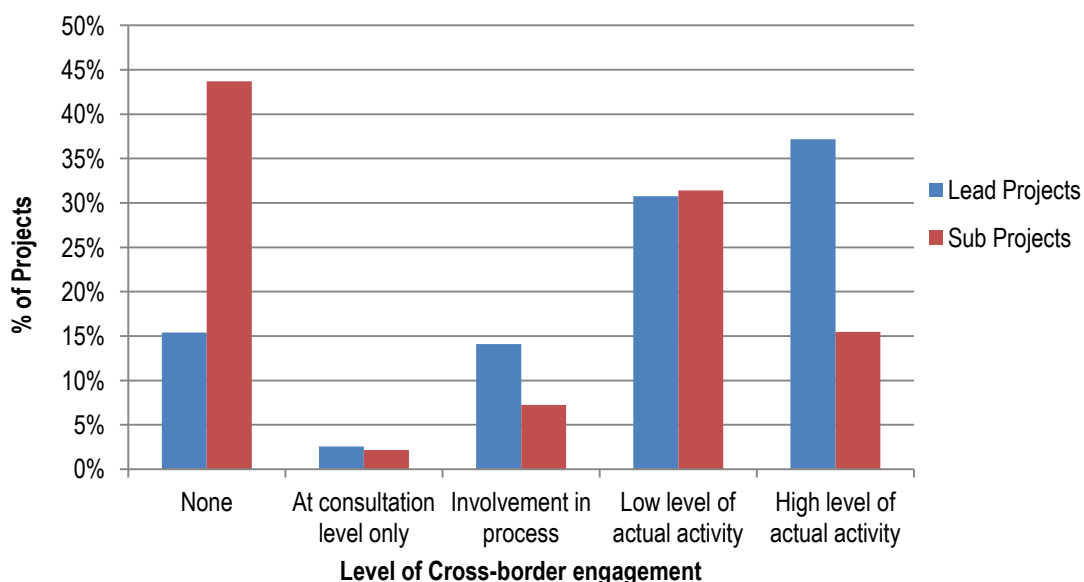
Table 8.2: Extent of Cross-Border Engagement in Peace III approved projects

	Overall	Percentage
None	193	40%
At consultation level only	11	2%
Involvement in process	41	8%
Low level of actual activity	154	31%
High level of actual activity	93	19%
Total	492	100%
No response	98	

Source: Information collected from project managers, March 2013

The figure below shows how the level of cross border engagement varies between lead and sub projects. Lead projects reported higher levels of cross-border engagement than corresponding sub projects, 44% of sub projects having no cross-border engagement.

Figure 8.1: Extent of cross-border engagement in lead and sub projects



Source: Information collected from project managers, March 2013

⁶³ Attitudes to other communities - Comparisons between participants of the Peace III Programme and the populations in Northern Ireland and the Border Region of Ireland, 2010/11

Stakeholder Feedback

Under the Peace III Programme, funded projects did not have to be cross-border in nature. In fact, the general consensus among respondents was that the cross-border theme was not relevant for some projects dedicated to a confined geographic area and target grouping. Whilst most were satisfied with the application of this theme, a minority felt aggrieved and perceived that this theme has become less strategically important, emphasising the need to increase the level of cross-border co-operation.

Project Example:

Developing a Shared Society through Youth Sport project

The delivery model which 'twinned' schools from North and South was highly praised for the impact it had on coaches, teachers and students alike. Children were given the opportunity to travel for team games and compete against other schools. In some cases, pupils were given the opportunity to learn sports which were generally perceived as largely single identity sports (e.g. Gaelic, Rugby, and Hockey). Pupils involved in the project have gone on to join local sporting clubs which are cross-community where they are now automatically mixing when the opportunity presents itself.

According to the Post Project Evaluation, over 27,000 participants from 159 schools have engaged in cross-border and cross community exchanges during the course of the project. Not only were pupils of all ages from primary and secondary schools included, the gender ratio was split 50/50, religion was 39% Protestant, 56% Catholic and 5% Integrated, ethnicity and special needs pupils from both sides of the border were all targeted and attended. There has been an attitudinal change, displayed through a reticence now to use language that might offend. In addition, the opportunity to visit the 'south' has taken away the stigma attached to crossing the border, while pupils from the Republic of Ireland now recognise that Northern Ireland is a safe place to visit. Many of the participants from both sides have continued to keep in touch.

8.3.2 Equality of Opportunity

In order to ensure that the principle of equality of opportunity is embedded within every aspect of Programme implementation, equality is one of the cross-cutting themes. Projects which have applied for funding under the Peace III Programme must demonstrate Equality of Opportunity and adherence to the equality legislation in relevant jurisdictions.

Article 16 of the European General Regulation No. 1083/2006 states that: *"the Member States and the Commission shall take appropriate steps to prevent any discrimination based on sex, racial or ethnic origin, religion or belief, disability, age, or sexual orientation during the various stages of implementation of the Funds, and, in particular, in the access to them"*.

Section 75 of the Northern Ireland Act 1998 also requires that all public authorities shall, in carrying out its functions relating to Northern Ireland, have due regard to the need to promote equality of opportunity between: Persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation; Men and women generally; Persons with a disability and persons without; and Persons with dependants and persons without.

In compliance with Section 75 of the Northern Ireland Act (1998) the Programme is subject to a full Equality Impact Assessment during its preparation.

In Ireland, the Equal Status Act (2000), as amended by the Equality Act (2004) also applies.

Monitoring Committee

EU programmes operating in Northern Ireland must comply with both the Section 75 requirements and with the EU regulatory requirements. In doing so Implementing Bodies are required to draw selection panel members from a broad base, reflecting as far as is possible the Section 75 groupings and offering a range of expertise and experiences.

“Equality of participation in the Programme Monitoring Committee, working groups or selection panels will be encouraged in accordance with the provisions of the Structural Funds Regulation. All of the Programme Priorities have a potential impact on equality of opportunity and every effort will be made, and every assistance given to ensure (within the parameters of the Programme) that all sectors of the population participate fully in the Programme. This will be conducted in line with equality legislation in Northern Ireland and Ireland”

The Peace III Operational Programme states that a 40% female representation on the Monitoring Committee would be desirable. There is no set representation target for the Steering Committee and other Working Groups, the SEUPB has stated their intent to continue to promote enhanced female representation.

Equality Working Group

To ensure Equality of Opportunity, an Equality Working Group was established which comprises of local representatives, social and economic partners, cross cutting interest representatives and a number of advisors. The secretariat of this Working Group is the European Division of DFP in Northern Ireland. The main considerations of the Working Group are reaffirming the prominence of equality in the current programmes, enhancing robust compliance procedures, challenging equality controls and impacts and setting the equality agenda for any new round of programmes.

Equality Survey/Audit

The equality survey/audit is issued by DFP and collated and reported on by NISRA. Monitoring Committee members are regularly requested to participate in this audit by the Chair of the Monitoring Committee at their meetings.

A survey of members of the Monitoring Committee, sub-committees and selection panels, took place following the spring 2012 Monitoring Committees. The Working Group was disappointed with the low response rate of 34%. The Group agreed that this was a useful 'first step' in attempts to gain greater recognition of the role of equality. However, it was felt that more needed to be done to embed the importance of equality at every level of project implementation.

Recommendation:

- Given the low response to the survey of members of the Monitoring Committee, further encouragement should be given to complete and return forms and reemphasis on the importance of meeting these requirements is recommended to ensure that Equality of Opportunity requirements are met. It is acknowledged that SEUPB endeavours to encourage nominating bodies to redress any imbalance when appointing new members throughout the lifetime of the programmes.

Project Application Assessment Scores

Based on information collected and analysed from project application assessment scores, the table below indicates that Equality of Opportunity is evident from the results 96%-100% across the Themes. 97% of assessment scores were either evident or very evident for Equality of Opportunity hence meeting the requirements of the Programme.

Table 8.3: Evidence of equality of opportunity in approved projects by Theme (%)

	1.1 Local	1.1 Regional	1.2	2.1	2.2	Prog.
Highly Evident	0%	0%	5%	6%	0%	2%
Very Evident	67%	62%	53%	76%	78%	67%
Evident	29%	38%	41%	18%	22%	30%
Sub Total	96%	100%	99%	100%	100%	99%

	1.1 Local	1.1 Regional	1.2	2.1	2.2	Prog.
Less Evident	4%	0%	1%	0%	0%	1%
Not Evident	0%	0%	0%	0%	0%	0%
Total	100%	100%	100%	100%	100%	100%

Source: Information collected from project application assessment scores

Recommendation:

- We agree with the Equality Working Group recommendation in October 2012 stating that it would be useful if equality was built into the post Letter of Offer audit engagement process as this would provide an evaluative element that would help to assess whether Equality of Opportunity requirements were met.

Equality Monitoring

In order to assess Equality of Opportunity, monitoring data in relation to project beneficiaries is collected using a short, anonymous questionnaire designed to reflect Equality Commission best practice. The questionnaires are returned to NISRA and analysed and presented in the Annual Implementation Report. Individual beneficiaries from each supported project were encouraged to complete the forms and, whilst their anonymity was ensured at all stages, completion was voluntary.

As at April 2013, 23,015 individual forms have been completed and returned to NISRA out of a total of 114,967 envelopes issued to lead projects⁶⁴. Returns have been received from a total of 60 projects (53 under Priority 1 and 7 under Priority 2). It is worth noting that it is very difficult to assess whether the profile of the beneficiaries who return forms is similar or dissimilar to beneficiaries overall. There is no evidence to suggest that some individuals or groups would be more or less likely to return these forms than their counterparts. However, care should be taken in the interpretation of the resulting data as the 'sample' is essentially self-selecting. The following information does not fully represent participation on the programme and could change substantially as more responses are received.

Analysis of the data points to:

- Most respondents are Catholic (58%) whilst almost a tenth of respondents have stated a community background as neither Protestant nor Catholic. It is worth noting that the majority of equality monitoring returns are from the Border Region and this may contribute towards the higher proportion of participants from a Catholic community background.
- More women (63%) participating in the programme than men (37%). Analysis of the data by age group shows that a similar proportion of participants are in the 26 to 59 age group as in the 25 and under age group (both 44%). The remaining 12% of participants are aged 60 years or over.
- Most of the participants of the Peace III programme are married/in a registered same-sex civil partnership (45%) or have never been married and never registered in a same-sex civil partnership (39%). Of those participants who were not married or registered in a same-sex civil partnership, 13% were living with someone as a couple.
- More than half (54%) of respondents had no dependents, with over a third (37%) having child dependents.
- 13% (3,026) stated that they had a disability. Most of those who said they were disabled stated their disability (86%).
- The majority of participants to date are white (92%).
- Approximately three fifths (61%) of the participants stated that their country of birth was Northern Ireland, whilst over a quarter (26%) stated it was Ireland.

⁶⁴ As multiple returns are sometimes contained within one envelope returned by lead projects, these figures cannot be used to calculate an accurate percentage response rate.

- The majority of participants to date (94%) have stated a sexual orientation towards people of different sex.

Stakeholder Feedback

A few case study projects and key stakeholders noted 'Equality not being the same as Equity' and that in some cases a positive bias towards one Section 75 grouping is required. For instance, academic research (Smyth et al 2004) indicates concern over the lack of support and services for young people affected by conflict and suggests that gender differences should be considered and the need to specifically target young males in communities affected by the 'troubles'.

Project Example:

YESIP delivers equality of opportunity by providing information, advice and support to all potential beneficiaries equally. They provide support to groups who might be under-represented or who need information to be provided in a different format or delivered in a different way e.g. direct meeting with representatives of the lesbian, gay, bisexual and transgender community to ensure that they can access EU funding. "We have already funded several projects which target young people from the nine Section 75 groupings and we have regular discussions on future anti-bias work with the Traveller, Chinese and LGBT support organisations". Advice and guidance is also provided to community groups, schools or communities of interest who might feel they require additional community development or capacity-building support.

YESIP's website now has 'BrowseAloud' software which adds speech and reading support to online content to extend the reach of websites for the 20% of the population who require reading support. This includes those with dyslexia, learning difficulties, mild visual impairments and those with English as a second language.

The YESIP Manager works with all minority ethnic communities across Northern Ireland in a series of partnership and equality programmes (e.g. Traveller Forum, Newry Good Relations Forum) and the 5 Board Equality Managers grouping. This ensures that the organisation is in touch and up to date on all equality legislation, guidance and training for staff.

8.3.3 Impact on Poverty

As stated in the Operational Programme, the Peace III Programme will conform to the principles outlined in the relevant anti-poverty strategies in Ireland and Northern Ireland:

"While understanding that the relationship between poverty and the conflict is a complex one (although strongly evident in disadvantaged areas and communities, sectarianism, racism and the conflict has impacted across the Programme region) implementation of the Peace III Programme will be consistent with these anti-poverty strategies and this will ensure the targeting of resources and effort on people, groups and areas objectively shown to be the most socially disadvantaged."

As stated in the Operational Programme; Sectarianism, intolerance, marginalisation and lack of community cohesion are long term underlying problems in Northern Ireland and the Border Region and have existed regardless of whether paramilitaries have been active. These problems, inter alia, both contributed to, and have been exacerbated by, the conflict in Northern Ireland. The effects of these problems are also particularly evident in those areas that experience the debilitating cycle of social exclusion and poverty that, in part, has been fed by violence and conflict. This was recognised in the Joint Declaration by the British and Irish governments in April 2003 which stated that;

"The substantial reduction in the security threat and the enabling political climate over recent years has contributed to the improved economic situation that is evident across many parts of Northern Ireland. However, both Governments recognise that many disadvantaged areas, including areas which are predominantly loyalist or nationalist, which have suffered the worst impact of the violence and alienation of the past, have not experienced a proportionate peace dividend. They

recognise that unless the economic and social profile of these communities is positively transformed, the reality of a fully peaceful and healthy society will not be complete.”

In the context of contributing to a shared society and creating shared public spaces, the Government's Anti-Poverty and Social Inclusion Strategy for Northern Ireland recognises the need to ensure that *shared communities* will be *free from poverty and social exclusion* in the future.

In accordance with the Operational Programme, greater tolerance is an essential condition for achieving further economic and social change needed to eliminate poverty and social exclusion. The Peace III Programme plays an important role in this regard. In common with the co-ordinated or 'joined up' approach promoted under both anti-poverty strategies in Ireland and Northern Ireland, the Peace III Programme, therefore, acts within this overarching policy framework and complements any relevant activities supported by ensuring the **targeting of resources and effort on the most socially disadvantaged**.

Interventions funded under projects aim to reduce polarisation in socially disadvantaged and interface areas where economic and social development has been inhibited by the conflict, therefore having a positive impact in areas of poverty. Furthermore, interventions aim to encourage social inclusion of marginalised groups by promoting and providing opportunities for integration between disparate communities. Training and skills development are also offered to young people at risk of engaging in anti-social behaviour, which tends to be more prevalent in areas of disadvantage.

Project Application Assessment Scores

Applications to the Programme are required to demonstrate that the project will target resources and effort on people, groups and areas which are shown to be the most socially disadvantaged. As per the table below, the results show that the 'impact on poverty' within projects is evident to very evident 89% - 100% hence meeting the requirements of the Programme.

Table 8.4: Evidence of Impact on Poverty in approved projects by Theme (%)

	1.1 Local	1.1 Regional	1.2	2.1	2.2	Prog.
Highly Evident	0%	0%	3%	0%	0%	1%
Very Evident	60%	42%	38%	59%	66%	53%
Evident	29%	50%	58%	41%	28%	41%
Sub Total	89%	92%	99%	100%	94%	95%
Less Evident	11%	8%	1%	0%	6%	5%
Not Evident	0%	0%	0%	0%	0%	0%
Total	100%	100%	100%	100%	100%	100%

Source: Information collected from project application assessment scores

All projects are monitored by a case officer and there are regular progress reports completed detailing activities of the project and progress towards targets. Projects receive funding in claim tranches when acceptable progress is signed off by the case officer. All projects to date have received a vast majority of their claims indicating that they have met the requirements set out in their letter of offer which includes objectives to meet the cross-cutting theme of Impact on Poverty.

Project Example:

The DGiT Project, in meeting its aims and objectives, is having a positive effect on alleviating poverty in the interface areas in which the project operates. This includes work in the: Duncairn Interface (New Lodge, Duncairn Gardens, Tigers Bay, Newington and Limestone Road); Whitewell Interface (White City, Whitewell Road, Longlands, Bawnmore, Rathcoole) and Bishop Street (Bogside, Fountain St. Derry Peace & Reconciliation Group and St Columbs Park House.)

DGiT anti-poverty strategies aim to:

- Create opportunities for people and communities to become actively involved in defining and tackling issues/problems to improve their quality of life.
- Tackle poor quality environment – engaging with people about their environment and raising awareness via consultation, training and support about how their environment impacts on their health and well-being.
- Develop service delivery solutions to contested space/physical dereliction of interfaces improving reputation and becoming more attractive to inward investment therefore lifting communities out of poverty.
- Ensure that subsequent integrated neighbourhood strategies plan to address the needs of the most marginalised/under-represented.
- Increasing community activity and involvement in disadvantaged communities.

8.3.4 Partnership

The Operational Programme states that the aim of this theme is to:

“...ensure that that the Programme structures comprise, where appropriate, the active participation of the local authorities, other competent public authorities, the economic and social partners and the other relevant bodies in the implementation of the Programme.”

The partnership principle helped to build positive working relations and to build organisational capacities that could be applied beyond the Peace Programme. The programmes created incentives for diverse groups to work together in making funding decisions. The table below details the various dimensions of partnership working, evident at the macro, local and ground level

Table 8.5: Levels of Partnership Working Evident in the Peace III Programme

Level	Partnership Working Overview
Monitoring Committee	In adopting the partnership approach, the Monitoring Committee includes balanced representation from a range of stakeholders including the Managing Authority, two Member States (Department of Finance and Department of Finance and Personnel), the Certifying Authority, Business, Trade Unions, the Agriculture/Rural Development/Fisheries sector, the Community and Voluntary sector, and those representing environmental and equal opportunities interests, as well as elected representatives and an independent expert on peace and reconciliation. Detailed guidance on the structure and operation of partnerships will be developed and presented to the Monitoring Committee for approval.
Steering Committees	All Selection Panels/Steering Committees reflect the partnership ethos of the Programme.
Social Partners	The social partners were involved in the formulation of the Peace III Programme. All were invited to contribute to a public consultation exercise held in May 2006, and their responses informed the drafting of the Operational Programme. In addition, a Consultative Group was established consisting of the social partners, environment and equality interests. This group considered drafts of the Operational Programme and advised the SEUPB on the content of the emerging Programme.
Bottom-up Approach	Local partnership approaches is a key feature of the delivery of Priorities 1 and 2. Aspects of Priority 1 are delivered through local authority action plans that promote strategic models of partnership between the public, private and community sectors. In addition, public or community partnerships are supported to deliver strategic new urban infrastructural developments as part of Priority 2.
Priority 1: Reconciling Communities	<p>A significant part of the Programme is focused on developing positive relationships at a local level. By promoting a participative bottom up approach, Priority 1 seeks to support the active role of people, communities and voluntary organisations in decision making which directly affects them. This Priority directly builds on the experiences and learning of those involved in Sub Programme 6 (“Partnership”) of the Peace I Programme (1995-1999), the Local Strategy Partnerships in Northern Ireland and the County Council Led Task Forces in the Border Region in the Peace II Programme (2000-2006). Under this approach, support includes a small grants programme implemented at a local level. In order to participate in the Small Grants Programme organisations are required to have at least one partner organisation with preference given to groups who involve additional partners.</p> <p>Local authorities are required to work with social partners to develop strategic responses to locally identified needs in a manner that represents the independence of social partners. The demonstration of active partnership is a requirement for funding. Applicants developing proposals for regional level interventions in the sectors are also encouraged to form effective partnerships to ensure a comprehensive approach is taken to addressing the complex reconciliation issues. Formalised partnerships agreements, which detail the roles and responsibilities of various partners, are encouraged, as appropriate.</p>
Priority 2: Contributing to a Shared	<p>Key partnership considerations under Priority 2 include:</p> <ul style="list-style-type: none"> • In progressing new and innovative approaches for changing the physical environment, project promoters are required to develop activities in consultation and partnership to ensure local community engagement and

Level	Partnership Working Overview
Society	<p>participation.</p> <ul style="list-style-type: none"> • In developing and providing shared services, project promoters are required to facilitate consultation and partnership processes to ensure linkages with the local community. • Public/community partnerships facilitated in support of urban renewal. • The private sector is encouraged to work in partnership with the public and community stakeholders in Priority 2 (Creating shared public spaces) to regenerate urban spaces and interface areas. Under this partnership approach, private business can play a key role in designing innovative approaches for transforming the physical environment in a way which changes behavioural patterns in relation to shopping/working/socialising and maximises potential for reconciliation and economic development.

Project Application Assessment Scores

Programme applications are required to demonstrate that the guiding principles of Partnership are embedded in their project. The table below shows the extent to which partnership working is evident in the funded projects. Results show that there is a partnership working is evident to very evident, hence meeting the requirements of the Programme.

Table 8.6: Evidence of partnership in approved projects by Theme (%)

	1.1 Local	1.1 Regional	1.2	2.1	2.2	Prog.
Highly Evident	0%	0%	5%	0%	0%	1%
Very Evident	82%	85%	58%	71%	67%	73%
Evident	18%	15%	37%	29%	28%	25%
Sub Total	100%	100%	100%	100%	95%	99%
Less Evident	0%	0%	0%	0%	5%	1%
Not Evident	0%	0%	0%	0%	0%	0%
Total	100%	100%	100%	100%	100%	100%

Source: Information collected from project application assessment scores

All projects are monitored by a case officer and there are regular progress reports completed detailing activities of the project and progress towards targets. Projects receive funding in claim tranches when acceptable progress is signed off by the case officer. All projects to date have received a vast majority of their claims indicating that they have met the requirements set out in their letter of offer which includes objectives to meet the cross-cutting theme of Partnership.

Project Example:

YESIP has 17 strategic and delivery partners (6 Strategic Advisor Groups, 6 Formal Sector Groups and 5 Non-Formal Sector Groups) representing all the main youth education partner organisations in Northern Ireland. The entire structure of YESIP is founded on partnership working and has been very successful in delivering numerous events and achieving Outputs, Results and Impacts. The cross-border elements of the project further extends the partnership working model. All partner organisations serve on the joint partnership board where strategic and operational decisions are made of the type of work to be delivered and how it will be delivered. Both Youthnet and the Education and Library Boards regularly consult with youth organisations and schools regarding the content and delivery of the peace and reconciliation programmes. The projects have involved working in partnership with other providers, other Education and Library Board's, youth organisations and community groups to deliver the programme objectives.

8.3.5 Sustainable Development

Sustainable development is concerned with the integration of environmental, economic and social issues. As stated in the Operational Programme, this theme:

"... sets out to ensure that the Programme supports activity which promotes sustainable development and creates sustainable communities. This involves ensuring that the Programme safeguards and uses existing resources in a sustainable way to enhance the long-term management of, and investment in, human, social and environmental resources"

Applications are required to demonstrate, and are assessed on, compatibility with the environmental sustainability objectives of the Programme. Projects should contribute to environmental, social and economic goals and should not have a detrimental effect on any of these aspects.

Environmental Working Group

To ensure Sustainable Development, an Environmental Working Group has been established which comprises business representatives, educational representatives, environmental organisations, local representatives and a number of advisors. This Group met twice during 2012 to consider progress in future programme development, the role of the working group in future programmes and the future use of Development Path Analysis (DPA).

Project Application Assessment Scores

Table 8.4 indicates the extent to which sustainable development is evident in the funded projects. Results show that sustainable development is evident-very evident across all Themes 84% to 100% evident-very evident, hence meeting the requirements of the Programme.

Table 8.7: Evidence of sustainable development in approved projects by Theme (%)

	1.1 Local	1.1 Regional	1.2	2.1	2.2	Prog.
Highly Evident	0%	15%	3%	0%	0%	3%
Very Evident	45%	0%	41%	76%	56%	43%
Evident	39%	85%	55%	24%	44%	49%
Sub Total	84%	100%	99%	100%	100%	95%
Less Evident	8%	0%	1%	0%	0%	3%
Not Evident	8%	0%	0%	0%	0%	2%
Total	100%	100%	100%	100%	100%	100%

Source: Information collected from project application assessment scores

All projects are monitored by a case officer and there are regular progress reports completed detailing activities of the project and progress towards targets. Projects receive funding in claim tranches when acceptable progress is signed off by the case officer. All projects to date have received a vast majority of their claims indicating that they have met the requirements set out in their letter of offer which includes objectives to meet the cross-cutting theme of Sustainable Development.

Strategic Environmental Assessment (SEA)

An environmental screening exercise was carried out on the Programme and reviewed by the Department of the Environment in Northern Ireland and the Environment Protection Agency in Ireland. The outcome of the screening exercise was that a full Strategic Environmental Assessment (SEA) was not necessary given the nature of the proposed activities. However, in view of the fact that certain projects, which may be included in the Programme, in the future may have an environmental impact, it was agreed to undertake a full SEA for the Programme.

As a result of this assessment, no significant negative environmental impacts were identified. A number of potentially positive impacts were identified as outlined in the table below:

Table 8.8: Potentially significant positive effects

SEA Objective Impacted	Aspect of Peace III Programme giving rise to a Potential Significant Effect
Material assets	All
Cultural heritage	Support strategic models of collaboration, Establish cross-community initiatives, Facilitate exchange of different views Contributing to a shared society.
Human health	All
Population	All

Monitoring of Sustainable Development

DPA is used (as recommended by the EC) to assess the environmental impact of each project, and facilitate the environmental profiling of the Programme in terms of the degree to which it is helping to move the assisted region towards a more sustainable development path or more eco-efficient methods.

Funding is conditional on projects complying with the requirements of both EU and domestic environmental legislation and policy, thus safeguarding or enhancing environmental quality and conserving the natural and built heritage at both a local and global level.

Projects funded under the Peace Programme largely fall under 'Path A' of the DPA i.e. actions that promote activities that simply meet environmental regulations. Of the 218 Peace III projects that were active (Letter of Offer Accepted, Completed, Terminated) before the end of December 2012, 4 are Technical Assistance projects and are therefore excluded from this analysis. Analysis of the remaining 214 active projects has shown that all had a DPA score, as per the table below.

Table 8.9: Proportion of funding allocated under each Development Path

Development Path		% of total funding	
		Actual	Ex-ante
A	Meeting environmental regulations	76%	67%
B	'Clean up' mess from past activities and promote physical regeneration	0%	23%
C	Environmental infrastructure	21%	3%
D	Adjustment to existing environmental standards	0%	1%
E	Improve the resource efficiency of existing activity	0%	3%
F	New activities using fewer environmental resources or producing less pollution	3%	3%
Total %		100%	100%
Total Funding		€290m	€312m

The ex-ante environmental assessment predicted that activity supported under Peace III would lead to development mainly along Paths A and B (67% and 23% of funding respectively). 76% of funding has been classified as Path A. Path B had no actual funding allocated to it however projects classified under Path C account for 21%. 3% of the funding is allocated to Path F. Paths B, D and E had no funding allocated against them at the end of December 2012.

Project Example:

The Skainos Project is designed with a host of environmentally sensitive innovations to achieve an 'excellent BREEAM' rating (i.e. design and assessment/rating method for sustainable buildings). Skainos Ltd is committed to placing sustainability and environmental good practice at the heart of the development. This is demonstrated in the appointment of a team of consultants to provide an integrated engineering, low-energy design solution, creating high quality internal and external environments with the minimum use of energy and resources together with minimal waste production. To this end Skainos Ltd is endeavouring to maximise the use of passive and renewable energy solutions and ensure the selection of low environmental impact building materials. The Skainos Development has recently been awarded Project of the Year in Northern Ireland 2013 by the Royal Institute of Chartered Surveyors.

Project Example:

During construction and operation the Peace Bridge promoted sustainable development practices using tidal and wind renewable energies for the lighting systems in order to reduce energy requirements.

8.4 Sustainability

The terms of reference require an assessment of:

“The sustainability of projects and the ability for these to operate after the completion of this Programming period”

Survey of Project Leads

In order to determine project sustainability, project leads were asked whether projects would continue to operate after the Peace III funding period. 78% of project managers report that projects are not sustainable i.e. projects will not continue to operate after the funding period.

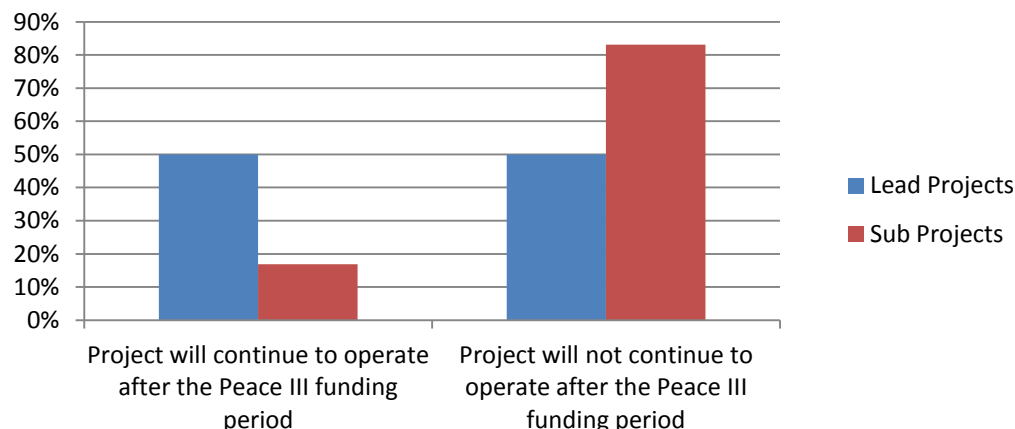
Table 8.10: Sustainability of Peace III approved projects

	Frequency	%
Project will continue to operate after the Peace III funding period	106	22%
Project will not continue to operate after the Peace III funding period	366	78%
Total	472	100%
No Response	118	

Source: Information collected from project managers, March 2013

The figure below shows how the sustainability varies between lead and sub projects. A higher proportion of lead projects are reported to be sustainable – 50% compared to 17% of sub projects.

Figure: 8.2: Extent of sustainability in lead and sub projects



Source: Information collected from project managers, March 2013

Stakeholder Feedback & Case Study Learning

The extent of sustainability of projects varies. Based on consultations with key stakeholders and case study respondents, infrastructure projects, capacity building projects and those projects providing training/accreditations have a lasting impact. However, the majority of respondents were in agreement that there are certain projects which have a defined intervention within a time period and sustainability beyond that is not a requirement

Consultations indicated that project leads will sustain best practice developed under the programme in terms of learning derived in the design and implementation of projects. The skills and capacity building elements will also be retained as a legacy of the programme. Reference was made to a resilience that had built up within communities as a result of participation which is long-lasting and that local communities are more resistant to becoming drawn into contentious issues.

Tangible outputs such as resources and training material and techniques can be used in the future and therefore have mainstreaming potential. These community assets can be used to enhance local community infrastructures and create a support network for individuals.

In addition, cross-border links can be further developed as a result of relationships and partnerships formed through participation in the programme.

Projects under the Creating Shared Space theme were regarded by some respondents as being sustainable moving forward and it was likely that local authorities would become involved in maintaining the shared space. These respondents also mentioned the ability for Community and Voluntary organisations to sustain various projects.

Through the involvement of statutory agencies, it is envisaged that there would be the greater likelihood of subsequent mainstreaming of activities. An example of a project which is likely to be mainstreamed is the Roots of Empathy project, led by the Belfast Health and Social Care Trust. This evidence-based programme has shown positive effects in reducing levels of aggression among school children by raising social/emotional competence and increasing empathy.

There are examples where Peace Clusters/County Council lead partnerships have incorporated the issue of sustainability into their Phase II Local Action Plans, where applicants must demonstrate how their project will be sustainable, once funding comes to an end.

Project Examples:

Donegal Peace Partnership

In terms of sustainability, to ensure that the lessons learned and the processes developed would be maintained beyond the Peace III Programme the following provides examples of methods initiated by the Donegal Peace Partnership: developing a pool of 'champions for change' and identifying key individuals in organisations who will be supported to champion the continuation of this work in their workplaces post 2013; and developing capacity, sharing the learning and awareness raising campaigns to ensure that the lessons learned can be embedded and shared among all delivery agents including those in the community and voluntary sector.

Skainos

Skainos Ltd constructed the development, debt-free thereby ensuring the long-term sustainability of the social and community services, maximising access to services for local people at affordable cost and simultaneously maintaining high quality provision. According to the Skainos Project Business Plan, the project, if built without debt, achieves financial sustainability within three years of completion. The figures have been verified by economists at DSD and DFP and by the staff and Board of IFI. The project has a potential to generate income in a number of ways. These include rental income from the retail, office and multipurpose space.

Castle Sanderson – All Ireland Scouting/Jamboree Centre

The promoters believe the project will contribute to the revitalisation of the local community, and will serve as a catalyst for the economic, social and cultural revival of the surrounding communities on both sides of the border; specifically, the project will generate spin-off benefits by providing employment and other economic benefits to the area.

DGiT

The following examples demonstrate that some of achievements DGiT has delivered will be sustainable:

- The Duncairn Community Partnership (DCP), formed out of the DGiT project, has secured £470,000 that will sustain the regeneration of derelict sites and the creation of shared spaces at a formerly violent and contested interface. During the last quarter of 2012, the DGiT Policy and Research Manager moved to a new job as Policy and Project Manager of the DCP, demonstrating how the project has generated a sustainable outcome. DCP has indicated its commitment to build on the learning outcomes from the DGiT Project and to sustain its aims of tackling dereliction on an interface and developing a Shared Space in a collaborative manner.
- The Greater Whitwell Community Surgery, which is benefiting from DGiT support, has also secured £350,000 to develop collaborative approaches to tackling dereliction and developing shared space between interface communities.
- Learning tools have been developed on to manage collaborative partnerships in a post-conflict environment. The SROI model will encourage community groups to value their investment in transforming interfaces.

- The GIS maps, which DGIT have prepared have identified potential shared spaces in greater Whitewell area that can be developed into future cross-interface community projects.

YESIP

New education and training materials have been distributed widely throughout all youth education organisations and disseminated to the wider public through the YESIP and SEUPB websites. All organisations involved in delivering the Peace III programme have worked to enhance the skills of their management committees or Governors to ensure that the work will continue to be part of their normal governance and youth work arrangements. *"The 'Access all Areas' toolkit was developed by 25 practitioners and 15 organisations. Training was provided to help users use the toolkit. It was a great resource, practical and user friendly and would not have been possible without funding. The toolkit is a tangible resource which is sustainable as well as the training having increased capacity"* The BME Youth group is being mainstreamed by the South Eastern Board out of their own funding since November 2012 and the work undertaken with PSNI recruits on sexual orientation anti-bias and discrimination could be rolled out to other professionals working with young people outside of the youth education sector.

Recommendation:

- Peace IV is very likely to be the last Programme which will run from 2014 to 2020. It is imperative that the relevant authority focuses on projects/interventions that produce sustainable impacts. Therefore inclusion of sustainability, potential to produce lasting impacts and the mainstreaming potential of projects, where appropriate, is included as a selection criterion.

9 QUALITATIVE FEEDBACK – KEY STAKEHOLDERS

9.1 Introduction

The following presents a summary of the key findings emerging from the key stakeholder consultations, which took place between December 2012 and January 2013. A more detailed report is provided in Appendix VI, along with the list of stakeholders who contributed to the mid-term evaluation (*Annex VI.1*) and the topic guide (*Annex VI.2*)

Key findings emanating from consultations are categorised as follows: Programme Need; Programme Benefits; Application of Aid for Peace; Application of Cross-Cutting Themes; Awareness Raising; Future Programme Development.

For ease of analysis and reference, the proportions used to quantify responses in this section are described using the following terms i.e.

Table 9.1: Proportions used to quantify responses

Term	%	No. of Stakeholders
All	100%	47
Almost/nearly all	91%-99%	43-46
Most	75%-90%	36-42
A majority	50%-74%	24-35
A significant minority	30%-49%	15-23
A minority	10%-29%	6-14
A few/a small number	less than 10%	1-5

9.2 Key Findings

9.2.1 *Programme Need*

- Almost all respondents were of the opinion that there is a need for the Peace III Programme and that the programme's aims and objectives remain relevant to the evolving needs and priorities within the eligible area.
- Whilst respondents agreed that progress has been made to promote reconciliation, all agreed that segregation and tensions are still evident and that society remains divided. As such it was asserted that conflict resolution takes time, demonstrating the need for the continuation of the programme for another tranche in order to build upon the momentum gained through peace-building interventions.
- All respondents were of the opinion that specific areas within the eligibility regions also remain relevant i.e. areas such as sectarian interfaces; disadvantaged areas; areas and communities in decline; and areas where economic and social development has been inhibited by the conflict.

Policy Context⁶⁵

- The majority of respondents asserted that the Peace III Programme is operating in a policy vacuum with a lack of direction and leadership from government on an agreed strategy for reconciliation. Of particular note is the absence of an agreed **Cohesion, Sharing & Integration (CSI)** policy document. Despite this policy vacuum, the Peace Operational Programme has been developed

⁶⁵ It is important to note that the policies referenced do not represent all those that are relevant to the Peace Programme, but merely provide an overview of those cited by respondents.

and agreed by all parties in the Northern Ireland Executive and the Irish Government as well as the European Commission.

- The majority of respondents also noted that the Peace Programme has evolved in the absence of strategic direction for the victims and survivors sector for the period 2007-2009. This created difficulties in terms of initially implementing Theme 1.2, due to uncertainty of where to direct funds, according to some respondents. However, a few felt that the knowledge and experience gained from funding interventions under Theme 1.2 have helped to progress policy in this sector. In November 2009, a **Ten Year Strategy for Victims and Survivors** was agreed and launched.
- Most respondents agreed that involvement in the programme has equipped local authorities with enhanced skills and capacity to take advantage of opportunities presented under **local government reforms** in Northern Ireland and Ireland, consequently complementing and enhancing policy.
- A significant minority of respondents referred to the potential for the Peace Programme to contribute to meeting the priorities outlined in the **Europe 2020 – A Strategy for Smart, Sustainable and Inclusive Growth** in terms of promoting social inclusion and a peaceful society in which to create a more competitive economy with higher employment.
- The Peace Programme offers an innovative model from which other countries in Europe can learn according to a few respondents. It was noted that the delivery of the Peace Programmes could be a useful blueprint for the EU to use in any post-conflict countries in the future.

9.2.2 *Programme Benefits*

Respondents cited benefits under the following categories:

- Direct Monetary Benefits e.g. significant contribution that the Peace Programme had made in terms of monetary investment i.e. almost €2 billion has been invested through the Peace Programmes (1995-2013).
- Direct non-monetary benefits e.g. reduced violence and the threat of violence; reduced polarisation in socially disadvantaged and interface areas; social improvement; and providing a conduit to bring divided communities together.
- Indirect benefits e.g. attitudinal change as an indirect benefit, resulting from the promotion of a culture of greater understanding, trust and mutual respect between communities

9.2.3 *Programme Implementation*

In terms of programme implementation, responses have been collated under the following key areas:

- **Delivery Structures**
 - The delivery structures of Peace III Programme have evolved from Peace II, with the introduction of a more streamlined approach to implementation. This approach involved the establishment of two implementation bodies (rather than 56 as per Peace II) i.e. the Joint Technical Secretariat (JTS) and the Consortium.
 - At a local level, the 7 Peace Clusters and a standalone Belfast Peace Partnership in NI and 6 County Council lead partnerships in the Border Region are responsible for the implementation of the Programme. This approach is advocated as an effective delivery structure, which should be built upon going forward.
- **Administration Functions**
 - **Application Process:** The majority of respondents were in agreement that SEUPB staff members have provided invaluable support and advice to aid individuals through the application

process. The importance of information/capacity building workshops to aid applicants through the application process was recounted by some respondents.

Suggested improvements: More support to be provided for organisations with less funding experience; for prospective applicants to be allowed to review an anonymous but marked application form to identify the weakness in an application; Provision of good practice examples as case studies would be a useful tool in the process; and the allocation of funding for applicants who have passed Stage 1 and have moved to Stage 2 in an application process, in order to provide adequate resources to develop a robust project application.

- **Assessment Process:** A recurring theme throughout the stakeholder consultations was the issue of significant delays from application to receipt of letter of offer. Various debates on where the issues of bureaucracy occurred were evident, with attribution directed to SEUPB and/or Accountable Departments. It is evident that all relevant parties remain committed to improving the process going forward to a potential Peace IV programme. Respondents noted that SEUPB were in discussions with Member States and the relevant government departments about how to streamline the application and process of obtaining funding.

Suggested improvements: The need to redesign the financial flows in order to change the decision making structures; consideration should also be given to raising the threshold for full independent economic appraisals of projects, thus speeding up the assessment of projects; Steering Committee should have an economist within its membership to identify any gaps/weaknesses at an early stage of the application; the use of a set template for economic appraisal, which should be adopted by all the consultancy firms. It was felt this process would aid the review process.

- **Vouching/Verification Process:** The verification processes required by programme management was a common theme emanating from consultations. Whilst project leads appreciate the need for compliance with the public procurement procedures and vouching expenses as part of the verification process, most respondents were of the view that the expenditure verification process was overly onerous. It is understood that SEUPB has made representations to the Member States to reduce much of the administrative burden from projects, particularly smaller projects (Ref: Section 4.3.3).

9.2.4 *Application of Aid for Peace:*

- The inherent difficulty of measuring the tangible and intangible outputs, results and impacts of peace-building and reconciliation interventions is widely acknowledged by nearly all respondents.
- On the whole, respondents agreed that the Aid for Peace model has provided a 'sound' framework in which to capture project performance data and is indeed an 'innovative' and 'leading edge' model. A significant minority reflected that other jurisdictions will look towards the Peace Programme for guidance on how to measure the impact of interventions in an area emerging from conflict.
- The level of work required to manage the Aid for Peace process was appreciated by the majority of respondents. It is perceived by a significant minority that insufficient resources have been allocated to fully implement the Aid for Peace.
- From the implementation bodies' perspective, the 'buy-in to the monitoring process' and the quality of Aid for Peace reports received from project leads varies, with some being more robust than others. The importance of working with project leads to develop targets/indicators and enhance monitoring and evaluation capacities was emphasised.

- Some respondents felt that the out workings of the Aid for Peace approach are yet to be fully realised and that it may be too 'too early to judge' its effectiveness.
- In terms of evaluation, a few respondents identified a lack of in-depth analysis and evidence of individual funded projects in which to improve/develop the overall Peace Programme, which should be addressed going forward.

9.2.5 *Application of Cross-Cutting Themes*

- The majority of respondents were in agreement that the cross-cutting themes have been adequately applied across the programme with due consideration taken for each theme as part of the scoring criteria in the project application stage.
- The minority of respondents reflected that it is difficult to assess the application of cross-cutting themes. These individuals agreed that further communication regarding the benefits/out-workings of the themes would be beneficial.
- Findings relating to each theme are provided below:
 - **Cross-Border Co-operation:** As reported in Section 8.2.1, the general consensus among respondents was that the cross-border theme was not relevant for some projects dedicated to a confined geographic area and target grouping. Whilst most were satisfied with the application of this theme, a minority felt aggrieved and perceived this theme has become less strategically important, emphasising the need to increase the level of cross-border co-operation at a project level (where relevant).
 - **Equality of Opportunity:** Providing equality of opportunity is a key consideration within the Peace Programme, in keeping with community policy and legislation.
 - **Sustainable Development:** There was an acknowledgement that measuring sustainable development of Peace interventions is problematic as outcomes are mainly social. Projects funded under the Peace Programme largely fall under 'Path A' of the Development Path Analysis (DPA) i.e. actions that promote activities that simply meet environmental regulations.
 - **Impact on Poverty:** As outlined in the Operational Programme, the Peace III Programme will conform to the principles outlined in the relevant anti-poverty strategies of both Ireland and Northern Ireland. It is well evidenced that there is a causal link between level of deprivation and extent of segregation with higher levels of divide evident in areas of poverty. According to most respondents, investment in these areas has helped to build positive relations and reduce segregation.
 - **Partnership:** There are different dimensions of partnership working from the macro level, evident within the Steering Committee composition to the local level partnership structures. Respondents articulated the value of partnership working at a local level, providing the opportunity for local authorities to collaborate with social and economic partners. Partnership working is also evident at a ground level where community groups are actively linking with each other and relevant statutory bodies.

9.2.6 *Awareness Raising*

There is recognition by most of the respondents of the significant work conducted by SEUPB to promote the Peace III Programme. There is however the perception from some that there is a significant number of the public who are not connected to a Peace project and consequently have no or limited awareness of the Peace III Programme.

9.2.7 *Future Programme Development*

- Almost all respondents agreed that local delivery structures would be welcomed as an effective structure moving forward for delivering Peace Programmes⁶⁶.
- There was a majority view that this delivery should be a part of the local authority 'way of working' and indeed related interventions to become 'normalised' and 'embedded' within local authorities.
- There was a consensus that youth and education are the most significant areas of emerging need for Peace Programme intervention.
- Addressing issues such as sectarianism, racism; areas of disadvantage/poverty and dealing with the past are still recognised as being relevant themes for the future.
- Sense of identity was mentioned by a few respondents as being priority for future funding, dealing with symbols, flags and the surrounding issues. Furthermore, shared space is still regarded as a priority for a majority of respondents.
- There had been a concern that the time delays experienced in Peace III would have lowered any interest in future funding, however high levels of attendance at the public consultations hosted by SEUPB highlight the demand for Peace IV.
- Most believed that Peace IV should be regarded as the final programme and developed as an 'exit strategy or forward plan', for example, identification of what is needed for Local Authorities to continue projects once funding comes to an end.

⁶⁶ Please note that local delivery structures represent just one of the possible delivery mechanisms. Further options will be explored in the development of the Peace IV Programme.

10 SUMMARY OF CASE STUDIES

10.1 Introduction

A total of 15 case studies have been developed to provide supporting evidence of the range of benefits derived from projects funded under the Peace III Programme.

It is important to note that the case studies provide qualitative evidence regarding the results and impacts across a range of projects. However, the 15 cases studies do not provide a full representation⁶⁷ of the wide-ranging projects funded under the Peace III Programme, although they illustrate 'indicators' of success to inform the development of any future programme.

The table below lists the case study projects selected. Selection was agreed with SEUPB's Evaluation Sub-Group and based on the following criteria: Projects with 80%+ expenditure⁶⁸; Type of intervention; Rural and urban representation; Northern Ireland and Border Region representation. Each case study was informed by: semi-structured interview with relevant project promoter(s); focus group with beneficiaries; review of project information; and analysis of relevant Aid for Peace monitoring and reporting data.

The case studies represent 7% of all funded projects and 18% of all Peace III Programme expenditure⁶⁹.

Table 10.1: List of Case Studies developed per Theme

Theme	Case Study	Lead Partner	Project Name	Project Reference	Commitment	N+2 Expenditure	% Expenditure
1.1 Local ⁷⁰	1	Newry and Mourne District Council	Southern Peace & Reconciliation Action Plan (PRAP)	000964	€4,947,688	€4,923,618	99%
	2	Belfast City Council	Belfast PRAP	000971	€6,395,414	€6,281,696	98%
	3	Donegal County Council	Donegal PRAP	000963	€4,637,286	€4,637,286	100%
	4	Monaghan County Council	Monaghan PRAP	000960	€3,305,000	€3,275,043	99%
	5	Lisburn City Council	Lisburn PRAP	000966	€1,814,194	€1,736,300	96%
1.1 Regional	6	Community Foundation for NI	From Prison to Peace: Building on Experience – Phase I	000530	€3,571,923	€3,518,809	99%
	7	SELB (YESIP)	Children and Young People Building Positive Relations	000445	€3,789,338	€3,409,728	90%
1.2	8	WAVE	Back to the Future	001461	€275,125	€245,490	89%
	9	Healing Through Remembering	Whatever You Say Say Something	000676	€940,076	€947,174	101%
	10	Teach Oscail	Tullacmongan / Cavanaleck Cross Border Youth Project	000710	€391,154	€391,154	100%
2.1	11	Skainos Ltd	The Skainos Project	000254	€7,139,140	€7,006,006	98%
	12	Cavan County Council	Castle Sanderson - All Ireland Scouting/Jamboree Centre	000330	€3,675,345	€3,645,643	99%
	13	Ilex URC Ltd	River Foyle Foot and Cycle Bridge	000289	€16,898,076	€14,397,625	85%
2.2	14	Groundwork NI	Democratising Governance in Transition	000911	€534,872	€430,477	80%
	15	Sligo Vocational & Education Committee	Developing a Shared Society Through Youth Sport	003634	€693,000	€692,343	100%
					€59,007,632	€55,538,392	94.4%

⁶⁷ Confidence Interval/margin of error is 24% (Confidence Level: 95%, Population: 91, Percentage of accuracy: 50%). The number of case studies is constrained by the evaluation budget and timescales.

⁶⁸ It is assumed that projects which have progressed over a longer duration and have a higher level of spend against their allocated budget will have generated more outputs, results and impacts than those projects that are in the early stages of implementation. Projects with expenditure of over 80% were identified from which to select the 15 case studies.

⁶⁹ Peace III cumulative expenditure for Themes 1.1, 1.2, 2.1 and 2.2 for 214 projects totalled €151,456,737 as of 31 December 2013.

⁷⁰ Theme 1.1a case studies are based on Phase I PRAP activities which are now complete – however, reference has also been made to Phase II PRAP activities, which are currently on-going.

10.2 Case Study Findings

15 separate (standalone) case studies have been developed - a summary of which can be below, to include findings based on the following:

- Effectiveness of Clustering Approach (where relevant within Theme 1.1a)
- What worked well
- Areas for Improvement
- Value of the Aid for Peace Approach
- Value for Money
- Sustainability of the funded project(s)

10.3 Theme 1.1 Local

Case Study 1	
Project Lead	Newry and Mourne District Council
Project Title	Southern Peace III Partnership - Peace & Reconciliation Local Action Plan
Budget	Commitment: €4,947,688 N+2 Expenditure: €4,923,618 % Expenditure vs. Commitment: 99%
Start/End	01 Jul 2007 - 31 July 2011
Project Description	The Southern Peace III Cluster aims to have well developed and sustained cross-border and cross community partnership, and to have an increasingly integrated delivery of services from public, private and voluntary/community sector organisations accessible by people from all backgrounds, rural and isolated communities, where areas and issues of division and contention are largely mitigated.
Key Findings	<p>Was the clustering approach effective?</p> <p>The Southern Peace Cluster is an example of a Peace Cluster that has demonstrated leadership, drive and commitment to the delivery of a transformational PRAP. Whilst initial challenges in developing Cluster arrangements were evident, the Cluster has streamlined cultures, processes and systems to successfully deliver projects under the Peace III Programme.</p> <p>It is important to note that the new local government boundaries will lead to the break-up of the Southern Cluster, with Newry and Mourne (current lead council of Armagh, Craigavon and Banbridge) forming a new partnership with Down District, leaving Armagh, Banbridge and Craigavon as its own council. These three councils have never worked in the capacity of a lead council and may find it difficult to adapt to the new ways of working. However, as all the councils have been involved in partnership working, they will find the transition to the new local council model more fluid, based on relationships formed and experience gained in aligning processes with other counterparts under the Peace Programme.</p> <p>What worked well</p> <ul style="list-style-type: none"> • Relationships have been established across all Peace Clusters, which has been facilitated by the Consortium through workshops and networking meetings. This structure is considered to be beneficial, providing opportunities for knowledge sharing. • Gaining engagement from the local community in the development of projects to address needs has been beneficial as it has increased ownership and commitment to the process. • One of the key successes, in terms of implementation, has been the introduction of Community Liaison Officers who have developed trust and maintained close links within the local community, ensuring buy-in to the PRAP. This bottom-up approach to delivery is advocated to ensure the successful development and implementation of interventions. • The Challenge of Change project (aimed to encourage inclusion of Black and Ethnic Minority (BME) groups) is considered to one of the key areas of strength of the PRAP and is a priority which has continued in Phase II. This intervention is considered unique to the Southern Cluster and has proven to be a success in terms of increasing opportunities from BME and indigenous communities to integrate and develop relationships, which would not have occurred in the absence of funding. • The Small Grants priority was met with a number of issues to include level of workload, reduced delivery timescales and payment delays seriously negatively impacted upon groups' ability to deliver. As a result slippage of £80,394.36 occurred as Delivery Agents were unable to spend the allocated funds and as a result of 8 project withdrawals. The Cluster were proactive in dealing with these by developing an Animation Fund to provide training and support to low capacity groups which may not have applied for funding under the initial Small Grant Programme. This has proven to be a success with greater uptake and completion of projects. • It is clear that the Southern Peace Cluster are committed to the delivery of a high quality programme and have demonstrated a desire to take risks, in terms of ground-breaking work to engage politically motivated 'hard to reach' groups in order to improve good relations.

Case Study 1	
	<ul style="list-style-type: none"> The focus on young people will continue, as this is an aspect which is believed will have the opportunity for greatest impact in terms of changing intergenerational attitudes on sectarianism and racism. <p>Areas for Improvement</p> <ul style="list-style-type: none"> The extent of cross-border cooperation could be improved upon, as Phase I cross-border activities were limited to one-off events and joint visits, consequently the Cluster have acknowledged the need to further develop this aspect of the PRAP in Phase II to advance cooperation on a cross-border basis and to meet the PRAP vision, which states that <i>'by 2015, the cluster area will have well developed and sustained cross-border and cross-community partnerships'</i>. Although 'gatekeeper' issues have been reduced they have yet to be eliminated, work is on-going to build relationships with community leaders in order to encourage inclusive participation. <p>Did Aid for Peace add value?</p> <p>Whilst the Southern Cluster are competent in capturing data for Aid for Peace, it appears that it is viewed as a separate administration process rather than embedded into the development and implementation of projects. To increase its value, a greater integration of the tool is required throughout the project implementation, where it is not seen as an administration burden but as an aid to assessing the impact of peace-building activities.</p> <p>Based on a review of the external evaluation of Phase I and Aid for Peace report, it is evident that detailed accounts of activities and benefits achieved have been recorded. However, the evaluation and Aid for Peace report would greatly benefit from being more succinct. (NB. The evaluation provided: a detailed overview of the socio-economic context of the Cluster's catchment area; results of project participant surveys (2,735 project entrance and 2,228 exit surveys); interviews with a range of key stakeholders and 29 Delivery Agents; and detailed review of the activities conducted within each of the seven Phase I PRAP priorities).</p> <p>Value for Money</p> <p>According to the project lead representatives, projects would not have occurred or been possible in the absence of Peace III funding. Funding was awarded based on a set of agreed targets which have been translated into Aid for Peace indicators. Given that these targets/indicators have been met and in the majority of cases surpassed within the allocated budget committed, it can be concluded that the PRAP Phase I offers value for money in terms of efficiency and effectiveness.</p> <p>Sustainability of the funded project(s)</p> <ul style="list-style-type: none"> The Cluster has incorporated sustainability into the Phase II of the PRAP by including it as a criterion which must be fulfilled for a project to be funded. Upon completion of the Phase II activities, the Peace Cluster are committed to sustaining some initiatives under each of the priority areas, the specific projects and extent to which will be confirm upon assessment of outputs and impacts of project activities. Feedback from the Lead Partner highlighted that they will sustain best practice developed under the programme in terms of learning derived in the design and implementation of projects promoting inclusion. Project lead representatives highlighted that the skills and capacity building elements will be retained as a legacy of the programme.

Case Study 2	
Project Lead	Belfast City Council
Project Title	Belfast Peace Partnership - Peace & Reconciliation Local Action Plan
Budget	Committed €6,395,414 Expenditure €6,281,696 % Expenditure vs. Commitment 98%
Start/End	01 July 2007 - 31st July 2011
Project Description	By 2015 the Peace III investment will have demonstrably made Belfast a better place for everyone. The programmes and projects undertaken as part of the PRAP will have assisted in the process of creating a city that is vibrant and prosperous, attractive and clean, safe and secure, where there is equality of treatment and opportunity for everyone with good relations between all citizens, where quality of life improves continuously, where the decisions that are made reflect what is best for this and future generations, where customer focused council and public services are provided fairly, where all organisations work in partnership for the common goal of a better society and with a strong cultural life.
Key Findings	<p>Was the clustering approach effective?</p> <p>Belfast City Council (BCC) is unique in that it did not form a partnership/cluster with other local authorities. As a result, BCC did not incur time delays or issues relating to the lead-in time required for building partnerships, aligning processes or having to address various needs across different council areas. Furthermore, BCC have previous experience of delivering substantial projects, including EU and other funding programmes with appropriate monitoring and audit procedures. To implement the PRAP, a Good Relations Partnership was formed with BCC as the Lead Partner. The Partnership is focused on collaborative interagency working and has drawn its membership from a wide-range of representatives bring a range of knowledge and skills.</p>

Case Study 2	
	<p>What worked particularly well?</p> <ul style="list-style-type: none"> The Belfast Good Relations Partnership is a model that has worked well, due to interagency working and engagement at a local level to respond to locally identified need, which has resulted in greater buy-in from the various stakeholders. In Phase I the partnership undertook a mapping exercise which identified stakeholders that have received funding and gaps in provisions. This mapping analysis was effective as it enabled the Partnership to strategically target these gaps in the Phase II PRAP and ensure complementarity with other initiatives. The reduction in the number of programme/projects has led to a more focused and strategic approach to funding, coupled with the reduction in the number of small grants awarded (i.e. 56 in Phase I to 11 Strategic Grants in Phase II) has reduced time/costs associated with the administration burden associated with the application, assessment and implementation of small grant projects. It is evident that a number of the projects have worked particularly well as they have been continued in Phase II due the outputs achieved in Phase I. Projects which have continued include the continuation of Community Cohesion Networks; Growing Respect; City of Festivals; Creative Legacies Programme Migrant & Minority Ethnic Project; Roots of Empathy; and the introduction of Promoting positive expressions of cultural heritage' which built on the Phase I Dealing with Physical Manifestations. <p>What could be improved upon?</p> <ul style="list-style-type: none"> The Belfast Good Relations Partnership membership could be improved with the inclusion of education and youth services to aid the development and coordination of positive cross-community activities to support children and young people to create greater tolerance and mutual understanding. Further opportunities for cooperation and information sharing with other Peace Clusters as well as other funders and agencies should be promoted to advance and coordinate peace-building initiatives. The delays associated with approval process should be addressed, as this has negatively impacted the delivery time available to projects. Although improvements with regard to procurement processes were noted, respondents were in agreement that there is a focus on compliance and administrative process rather than outcomes. There is a need for increased support and resources to assess the impacts of funding. Feedback from the Peace III Programme Manager highlighted that there have been issues with the functionality of the System 2007 and has offered limited opportunities for project leads to extract reports for monitoring purposes. There is a need for a greater understanding of the extent of functional issues within System 2007 and for these to be addressed. <p>Did Aid for Peace add value?</p> <p>BCC is well organised and commitment to continuous self-evaluation which has resulted in processes being improved. As a result, BCC welcome the approach to setting baseline indicators which are used to measure the extent to which targets are being met. The Peace III Programme Manager noted that Phase I targets were developed retrospectively when projects were already awarded making it difficult to align targets with overall operational targets, whereas Phase II were agreed in advance resulting in a more robust process with realistic targets set.</p> <p>Based on a review of the BCC's Aid for Peace Post Programme Evaluation of Phase I, although there is a detailed breakdown of outputs under each of the projects and small grant sub-projects delivered, there is a lack of evidence of actual impacts, which could be achieved through the application of participant surveys. To enhance the monitoring and evaluation process, Phase II has been augmented with the introduction of independent external evaluation and attitudinal research surveys. The results of which will be available upon completion of Phase II activity (December 2013).</p> <p>Value for Money</p> <p>According to the Peace III Coordinator, projects would not have occurred or been possible in the absence of Peace III funding. Funding was awarded based on a set of agreed targets which have been translated into AfP indicators. Given that these targets/indicators have been met and in the majority of cases surpassed, it can be concluded that the PRAP Phase I offers value for money in terms of efficiency and effectiveness.</p>

Case Study 3	
Project Lead	Donegal County Council
Project Title	Donegal Peace Partnership - Peace & Reconciliation Local Action Plan
Budget	Commitment €4,637,286 N+2 Expenditure €4,637,286 % Expenditure versus Commitment 100%
Start/End	05 December 2010 – 31 st December 2013
Project Description	To build better relations at a local level by challenging attitudes towards racism and sectarianism, promoting greater community integration within Donegal and on a cross-border basis, promoting active participation in civil life by those who were most affected by the conflict, and supporting conflict resolution and mediation initiatives addressing the legacy of the conflict.
Key Findings	<p>What worked particularly well?</p> <ul style="list-style-type: none"> The Donegal Peace Partnership, led by Donegal County Council, effectively engaged local government elected representatives, statutory representatives, the private sector, trade unions and the community and voluntary

Case Study 3

sector across Donegal to ensure the voice of marginalised and minority groups were heard through representation from each of the aforementioned sectors within the membership of the Partnership.

- The Phase I evaluation and stakeholder consultations highlighted that a key element in the effective working arrangements of the Partnership process was the Partnership Agreement. This Agreement provided specificity in the roles and responsibilities of each partner, the actions that each partner was responsible for and the specific timeframe for the delivery of these actions. Based on the success of the Partnership Agreement during Phase I, this was replicated for Phase II. There is greater co-ordination of the PRAP by Partnership members as they are clearer about their role than at initial stages.
- To co-ordinate and co-operate at a local level the Partnership linked with the following four partners: Donegal Peace Network; Network of Southern Border Partnerships; Network of Lead Partners from NI and Southern Border Partnerships; and Cross-border linkages. This approach worked well and helped to reduce the likelihood of duplication of services and led to a more strategic and county wide level implementation.
- Despite its resource demands, the Small Grants Programme has also made the PRAP more accessible to the Community and Voluntary sector.
- The level of debate relating to sectarianism and racism has become more in-depth and evident during consultation process and seminars, workshops and conferences have been well attended and received positive feedback.

What could be improved upon?

- Procurement was widely criticised for the inflexibility and the exhaustive measures which needed to be undertaken to meet monitoring requirements. The Partnership Model and the administrative burden may require additional staff resources if the Small Grants Programme is relied upon to the same extent, and flexibility with targets based on equality needs to be taken into consideration to avoid inclusion of the same minority groups and resulting in tokenism.
- Due to the heavy oversubscription to the Small Grants Programme, which resulted in an unanticipated increase in workload for the secretariat, a more focused approach and clear application criteria to attract more strategic projects would reduce the administration burden.
- It was highlighted that the community participation in cross-border work was particularly challenging. In this regard, the PRAP placed a greater emphasis on localised cross-border co-operation to improve neighbouring county relationships. Phase II continued to prioritise localised cross-border activity and was put in place a further initiative specifically to 'match' groups and organisations within the North West Cluster to allow them to develop relationships, and promote reconciliation on a cross-border basis.

Did Aid for Peace add value?

An extensive public consultation process was undertaken to inform the Baseline Aid for Peace Indicator Report in 2009. More than 100 people participated and over 30 written submissions were received from a range of groups, organisations and individuals before key themes were identified. This process worked well in terms of identifying key areas of need.

According to focus group respondents, the Aid for Peace process was seen to be helpful as it provided a framework to allow the Partnership to focus on specific areas of community need and where resources and support should be allocated through the development of baseline indicators and targets. However, there was also a consensus that the Aid for Peace approach was not fully understood and that there a lack of clarity and significant difficulty in measuring target indicators. There was also concern that some areas of the community had been missed due to the narrow target beneficiary categories.

Value for Money

Funding was awarded based on a set of agreed targets which have been translated into Aid for Peace indicators. Given that these targets/indicators have been met within the budget committed, it can be concluded that the PRAP Phase I offers value for money in terms of efficiency and effectiveness.

Sustainability of the funded project(s)

In terms of sustainability, to ensure that the lessons learned and the processes developed would be maintained beyond the Peace III Programme the following provides examples of methods initiated by the Partnership:

- Developing a pool of 'champions for change' and identifying key individuals in organisations who will be supported to champion the continuation of this work in their workplaces post 2013.
- Developing capacity, sharing the learning and awareness raising campaigns to ensure that the lessons learned can be embedded and shared among all delivery agents including those in the community and voluntary sector.

In Phase II the Action Plan placed a greater emphasis on all delivery agents to ensure that on-going details as to how the learning acquired is embedded and sustained from each action into the future. Furthermore, Donegal County Council plans to work with groups on the ground to ensure that exit strategies are put in place post 2013.

Case Study 4	
Project Lead	Monaghan County Council
Project Title	Monaghan Peace Partnership - Peace and Reconciliation Action Plan (PRAP)
Budget	Commitment €3,305,000 N+2 Expenditure: €3,275,043 % Expenditure versus Commitment 99%
Start/End	01 July 2010 - 31 December 2013
Project Description	The PRAP aim is to challenge attitudes towards sectarianism and racism and to support conflict resolution at a local community level. It will support the implementation of strategic models of collaboration between the public, private and community sectors that focus on reconciliation, cultural diversity and equality. It aims to establish meaningful cross-community and cross-border initiatives that will improve trust and tolerance and reduce levels of sectarianism and racism
Key Findings	<p>What worked particularly well?</p> <ul style="list-style-type: none"> The collaborative approach to the development and delivery of the PRAP worked well, particularly the large scale partner delivery model to include representation from private, public and community & voluntary sectors to include individuals who represent the interests of the Peace III target groups. This partnership approach was effective in terms of creating synergies and shared learning and to avoid duplication of services across the County. Wide levels of engagement in the development and delivery of the Phase I PRAP facilitated the involvement of a range of local agencies and community/ voluntary groups that had not participated in earlier Peace programmes, furthering local ownership of the PRAP. Participation levels in the programmes funded under the plan were generally high, demonstrating local buy-in and commitment. The identification of a common interest was seen to have worked as a means of bringing people together, as indeed was bringing people together to work on a common goal or event (e.g. music, sport, heritage exhibitions/talent show/team building activities). Social events were also regarded as a good way to bring people together to develop relationships. Availability of different levels of support in Phase I PRAP made provision for a range of different levels of funding, based on the recognition that groups are at different stages of development. This is taken into account with the Resource Allocation Model and Small Grants Programmes. The availability of resources and supports was key to attracting marginalised/disengaged groups. The support role of the Consortium has been vital for the Secretariat of the Monaghan County Council's Peace III Partnership in the implementation of the PRAP. <p>What could be improved upon?</p> <ul style="list-style-type: none"> The reduced timeframe (due to funding delays) put pressure on the Secretariat and on the projects and organisations responsible for different elements of the programme delivery. This was exacerbated by the complexity of the PRAP and the number of organisations charged with its delivery. There was a substantial amount of administration work involved for all organisations involved in/benefiting from the Phase I PRAP. This proved particularly challenging for groups participating in the Small Grants Programme. As such the Resource Allocation Model was reported by many to be a favourable delivery method. The lack of upfront/ advance payments in particular for smaller or new projects unfamiliar with the Programme and its inherent delays. Lack of networking resulted in projects working independently of one another with no formal networking opportunities or opportunities for groups to showcase their work at a Partnership level. The programme language associated with the Peace III Programme was seen to be quite off-putting for some groups, particularly those new to the Programme. Low levels of participation from many of the key Peace III target groups and a degree of repetition amongst target beneficiaries. <p>Did Aid for Peace add value?</p> <p>A verification exercise is required in relation to achievements against aid for peace baseline indicators as a number of achievements appear very high in comparison to targets.</p> <p>The Application of the Aid for Peace outlined in this case study identified that it was not viewed as adding value to the project leads, as it has not been possible to assess impact in the absence of an attitudinal survey has being resourced and developed in the border region. However, qualitative benefits are evident to included enhanced institutional learning across the Monaghan Peace Partnership, streamlining processes and developing a more sophisticated PRAP, which seeks to get at issues and barriers impacting peace and reconciliation.</p> <p>Value for Money</p> <p>Although the project was unexpectedly delayed due to circumstances out of the control of Monaghan Peace Partnership resulting in the delivery of Phase I in 15 months as opposed to 36, 99% of the total budget was spent with the vast majority of indicators met and in most cases exceeded*.</p> <p>*It is important to note that as of the 31st of December 2012, the Monaghan Peace III PRAP has achieved 48 out of 60 target indicators in Phase I – in some cases achievements have been significantly exceeded, some of which appear unfeasibly high therefore a verification exercise is recommended before a value for money assessment can be made. Four achievements do not have associated targets within the System 2007 data and should also be verified and included, where applicable.</p>

Case Study 4	
	<p>Sustainability of the funded project(s)</p> <p>As stated in the Post Project Evaluation of Phase I, a number of projects have identified that elements of their projects have continued after Phase I funding has ceased, and that groups and networks have continued to meet and plan activities. The investment in both training and the development of resources means that the work in Phase I will continue into Phase II and beyond.</p> <p>For Phase II where sustainability was viewed as being paramount, local organisations with an interest in delivery were encouraged to work with project partners and/or be supported to develop effective tenders/joint tenders. A number of projects have taken ideas developed under Phase I and secured additional funding either under Peace III Phase II or have secured funding from other funders to continue with their Peace work.</p>

Case Study 5	
Project Lead	Lisburn City Council
Project Title	Lisburn-Castlereagh Peace Partnership Peace and Reconciliation Action Plan – Phase I
Budget	Commitment: €1,814,194 N+2 Expenditure 31 st December 2012: €1,736,300 % Expenditure vs. Commitment: 96%
Start/End	1st July 2007 to 31st October 2012
Project Description	<p>Under Phase I, the Partnership identified five key themes under which interventions were to be developed and delivered in the Lisburn and Castlereagh cluster areas:</p> <ul style="list-style-type: none"> • The Future Together- Youth and Families • Celebrating Culture • Working Bridges- Cross Border Interventions • Making a Difference (Small Grants) • Creating Capacity for Dialogue
Key Findings	<p>What worked particularly well?</p> <p>The local authority partnership method of delivery seems to have worked well. It ensures that funding is delivered where it is needed most as the partnership members have the experience and expertise to make informed decisions about what form interventions to take and which projects should be funded.</p> <p>The small grants scheme resulted in the award of 14 grants totalling £366,604 issued to local community and voluntary organisations. All of these projects have now been successfully completed. It is clear that these projects have made a significant impact in the cluster area with over 1,100 local individuals directly benefitting from project activity. Pathfinder grants totalling £537,863 were also issued to local groups. These grants were more strategic in nature than the small grants and were designed to encourage local organisations to form partnerships and deliver joint initiatives which could then be built upon throughout Phase II of the Programme. In terms of outputs, the Pathfinder projects have greatly exceeded their targets directly benefitting over 900 participants and creating numerous new linkages amongst organisations within Lisburn and Castlereagh and further afield.</p> <p>The programme of sports activities and coaching opportunities for young people across the cluster area delivered numerous activities in all manner of different sports and directly benefitted over 400 participants. The project which is to be continued in Phase II was also successful in securing the right to use the London 2012 'Inspire' logo in association with the project.</p> <p>The Creating Dialogue Direct Delivery project saw the initiation of the development of a Community Network for Lisburn and Castlereagh, A Bonfire Strategy for the Castlereagh area and the piloting of 2 Bonfire 'Beacons' in the cluster area to try to encourage communities to move away from the more traditional bonfires.</p> <p>What could be improved upon?</p> <p>The development of the cluster was challenging at the outset, particularly as the demographics of the two council region varied, as well as varying levels of skills and capacity among small community groups. It has taken time to develop the cluster and to align procedures and processes, which have matured by the second phase of the PRAP resulting in enhanced partnership working based on local representation, cross section of councillors and social partners with meetings very well attended.</p> <p>The expectation that participation of 33% of the plan would be cross-border activity proved to be challenging for clusters not directly neighbouring or within close proximity to border counties. Respondents felt that in some cases they were creating ad-hoc cross-border linkages to meet an objective rather than there being a real need. Consideration for a reduction in the target of one-third of activities being of a cross-border nature would be preferred by the Cluster.</p> <p>Did Aid for Peace add value?</p> <p>The focus on monitoring and the AfP was regarded as a secondary process (to that of meeting expenditure targets), rather than embedded into the operation and implementation of project activities. By phase II of the PRAP, the focus has improved – the partnership have developed a toolkit and plan to deliver training to sub project leads host a series of workshops at the start, middle and end of the Phase II. This will help sub project leads to gather relevant</p>

Case Study 5	
	monitoring data, which will aid the partnership's ability to assess achievement of targets and how the PRAP, in its entirety, addresses sectarianism, racism and prejudice and builds peace in the local area.
	<p>Value for Money</p> <p>A total of 32 separate projects were initiated with values ranging from £17,000 to almost £100,000. These projects directly benefitted over 2,700 participants from right across the Lisburn and Castlereagh Council areas, greatly exceeding the targets laid out in the Partnership's baseline 'Aid for Peace' report.</p>

10.4 Theme 1.1 Regional

Case Study 6	
Project Lead	Community Foundation for Northern Ireland
Project Title	From Prison to Peace (P2P) Project – Phase I
Budget	01 Oct 2008 - 30 April 2012
Start/End	Commitment €3,571,923 N+2 Expenditure €3,518,809 % Expenditure versus Commitment 99%
Project Description	CFNI proposed, through the P2P project, to build on the cross-community relationships that were built up within and between political ex-prisoner groups over the past number of years and to distil a number of specific areas of learning from the collective experience of ex-prisoners. The overall aim of the project was to increase the re-integration of politically motivated ex-prisoners into society on a regional basis, while recognising the fact that the various ex-prisoner groups and constituencies will still face different opportunities and challenges.
Key Findings	<p>What Works Well</p> <ul style="list-style-type: none"> The P2P Partnership approach, with CFNI as lead partner, has worked well, in terms of providing a coordinated response to building cross-community relationships between political ex-prisoner groups and helping to re-integrate politically motivated ex-prisoners into society. The project has achieved this through two levels of engagement, one where ex-prisoners have met in joint discussions groups and secondly where ex-prisoners have engaged directly with community groups. The meeting of once polarised ex-prisoners to collectively discuss local community needs and issues has been ground-breaking. Positive engagement has enabled ex-prisoners to recognise that they are met with similar issues in their localities (e.g. economic downturn, effects of unemployment etc.) rather than focusing on different views and perspectives. This has led to increased mutual understanding and tolerance, which is an example to others in the community. Ex-prisoners are now working in tandem with local community groups, helping to re-integrate ex-prisoners into society as well as providing a coordinated response to local needs. This joint working has helped to keep communication lines open between disparate groups in order to alleviate sectarian violence and tensions. Project Partners highlighted that a lot of work has been carried out behind the scenes (e.g. constant dialogue in Interface areas, marshalling of parades etc.), calming tensions which could have escalated in the absence of the P2P Project. Capacity building of ex-prisoners has been effective in enabling ex-prisoners to enter the labour market. Participating ex-prisoners have gained the required skills and confidence to further their employment opportunities and subsequent re-integration into society. The P2P Project has also positively influenced young people through various meetings, seminars and presentations. The development of an Educational Resource/toolkit for schools, entitled 'From Prison to Peace – Learning from the experiences of political ex-prisoners', has proven to be a success and has been endorsed by the Department of Education. Given the suggested focus on education and youth going forward in Peace IV, this strand of activity is particularly important as it has helped to deter young people from becoming involved with various groups / factions by helping to de-radicalise and steer them away from conflict. The P2P Project has also contributed to the dissemination of learning to other societies emerging from conflict. This process aids mutual learning and is an important tool to help others in the process of conflict resolution. <p>What could be improved upon?</p> <ul style="list-style-type: none"> A more streamlined and efficient approval process and timely allocation of funding would have alleviated a number of initial project delivery issues, such as: projects operating at risk, lack of funding for salaries, which resulted in staff turnover, lack of funding for project activities, grants/loans having to be sourced by Project Partners whilst waiting to receive Peace III funding. Discussions are required between SEUPB and the P2P Projects in order to identify and resolve issues regarding funding delays (particularly going forward in the second phase of the project). It is important that the required administrative duties are performed by the P2P Projects but assistance and further guidance is required. <p>Did Aid for Peace add value?</p> <p>The Aid for Peace indicators, targets and associated achievements recorded in System 2007 download indicate that the P2P Project has met and significantly exceeded all targets (with the exception of two, which achieved 90% and 93% of their respective targets). However, there are a few disparities and irregularities in some of the figures (perceived duplication and excessive achievements by some projects when compared to others). Furthermore, some of the quantitative data captured in the Post Programme Evaluation is not traceable to the System 2007</p>

Case Study 6	
	<p>download. Verification of figures is required to assess if the aid for peace has added value. For the P2P Phase II Project, the number of ex-prisoners gaining accreditations and/or employment should be measured as a tangible outcome of the project.</p> <p>Value for Money</p> <p>According to the Project Partner respondents, initiatives delivered under P2P would not have occurred or been possible in the absence of Peace III funding. Given the qualitative benefits reported and that the P2P project has fully achieved the majority (95%) of the Project Partners objectives set for the project and has partially achieved the remaining 5% of objectives and as it was delivered within the budget set with 1.5% underspend, it suggests that the P2P Project offered value for money in terms of efficiency and effectiveness. However, as noted above, some of the quantitative achievements appear to be very high against original targets therefore a verification exercise is recommended.</p> <p>OFMDM's evaluation of the P2P project concluded that overall the project represented value for money, based on the project management approach/ team delivering the majority of the project objectives set and within the overall budget for the project, despite some difficulties with delays in funding. It was also concluded that the delivery of the management role for 16% of total project costs was comparable to other project and programmes of this kind, which are in the region of 12-15% of total project costs. In the context of the capability and experience of the promoter groups and the additional project management time required as a result, is considered to be within reasonable expectations.</p> <p>Sustainability</p> <ul style="list-style-type: none"> • Lasting benefits of the P2P Project include: relationships established between once polarised groups of politically motivated ex-prisoners; enhanced capacity of participating ex-prisoners, strengthen community relations; and an educational resource toolkit developed and endorsed by the Department of Education, which can be widely distributed. • Six out of the seven consultation respondents stated that the P2P project would not continue in the absence of Peace III funding and the other respondent said that it would but on a smaller scale. All respondents were adamant that funding for future P2P Project was essential to maintain the momentum gained and to continue to engage in dialogue and positive engagement at a local community level. • The Post Project Evaluation indicated that potential delivery bodies of future mainstreamed P2P projects may include local councils (through their Community Relations budgets) or the Community Relations Council.

Case Study 7	
Project Lead	Southern Education and Library Board (SELB) Youth Education Social Inclusion Partnership (YESIP)
Project Title	Children and Young People Building Positive Relations
Budget	Commitment: €3,789,338 N+2 Expenditure 31 st December 2012: €3,409,728 % Expenditure vs. Commitment: 90%
Start/End	1st October 2008 to 31st March 2013
Project Description	Aim: To work towards a society free from sectarianism and racism within which the youth education sector can manage and sustain its own peace building and reconciliation processes.
Key Findings	<p>What worked particularly well?</p> <p>YESIP has 17 strategic and delivery partners (6 Strategic Advisor Groups, 6 Formal Sector Groups and 5 Non-Formal Sector Groups) representing all the main youth education partner organisations in Northern Ireland. The entire structure of YESIP is founded on partnership working and has been very successful in delivering numerous events and achieving and surpassing target outputs. The partnership works well due to a high level buy-in and strong leaders having committed their organisations to the process.</p> <p>Training programmes, workshops and conferences have all been very well attended and the dissemination of information has been effective. Significant progress has been made in helping projects to design, test and develop new training materials for teachers, youth workers and volunteers in the youth education sector. There have been numerous seminars, residentials and conferences conducted on a cross-border basis and linkages have been built up notably with the National Youth Council of Ireland on a cross-border basis. The YESIP manager also referred to the use of cross-community clusters within primary and post-primary schools (e.g. North Eastern Board example) having led to greater integration between different types of schools.</p> <p>Development of sustainable projects is also evidence of success, to include tangible resources that can be used within the Youth Sector. The BME Youth group has been mainstreamed by SELB since November 2012 and is also an indicator of success.</p> <p>What could be improved upon?</p> <p>The YESIP project has been very successful and wide-reaching. It has involved an extensive partnership arrangement which included the Belfast Education and Library Board. However, BELB withdrew from the programme in March 2011 and it is understood the decision was made based mainly on administrative issues and recruitment and staffing issues. Removal of the obstacles and the re-joining of BELB would be beneficial to any</p>

Case Study 7	
	<p>future project. SEUPB have made various changes to the administrative and assessment process which should improve the administrative burden which has been experienced by YESIP.</p> <p>According to YESIP, there is a need to fund youth education partners to be more flexible, responsive and risk-taking in their work with highly marginalised young people who are involved in violence or at risk of being pulled in during periods of civil unrest.</p> <p>Did Aid for Peace add value? The AfP approach provided a good balance of output, result and impact indicators which were appropriate to the aims and objectives of the project. YESIP were confident in the use of the AfP and felt that it added value to the monitoring process, although it was acknowledged that collating data across numerous patterns was challenging.</p> <p>Value for Money All targets have been either met or surpassed the targets set as a measure of meeting the objectives of the project. There have been a large number of events organised and a great deal of learning disseminated which will be sustainable into the future. There are a number of specific, sustainable projects which have been adopted by the Education and Library Boards and a possibility of more to be adopted by other organisations, indicating that value for money has been achieved.</p>

10.5 Theme 1.2

Case Study 8	
Project Lead	WAVE Trauma Centre
Project Title	Back to the Future Project – Building The Peace Programme
Budget	Commitment: €275,125 N+2 Expenditure 31 st December 2012: €245,490 % Expenditure vs. Commitment: 89%
Start/End	1 st January 2010 to 31 st December 2011
Project Description	The project goal is to enable and effectively equip young people affected by trauma to engage in building peace in their immediate environment as well as in their larger communities.
Key Findings	<p>What worked particularly well? The funding received as part of the Peace III Programme was regarded as essential and aided the development of innovative work in the realm of trauma care.</p> <p>The roll out of a Global Peace-builders Training Programme for 16 young people proved to be a success and resulted in participants gaining accreditations. A range of personal social development programmes were delivered as well as training in volunteering. The benefits derived from these activities included enhanced skills and confidence amongst the beneficiaries, helping to improve capacity for relationships, familial, social and community.</p> <p>The Youth STAR (Strategies for Trauma Awareness and Resilience) and Kaleidoscope projects were further examples of what worked well within the Programme. The young people developed skills in team work and communication as well as developing their self-confidence and a sense of self-identity. The youth were able to access platforms to showcase their talents within their communities who in turn were helped to view the young people in a positive light whilst also understanding the realities of their stories.</p> <p>The role of the Consortium worked well – WAVE reported that they worked effectively with Pobal and the Community Relations Council and has iterated the need for the relationship to continue. WAVE representatives articulated the degree of understanding of societal problems at ground level within the CRC and Pobal.</p> <p>What could be improved upon? Attainment of targets could be improved upon or an agreed deviation detailed for attainment. Four out of the six objectives were not met and fell short in quantitative terms.</p> <p>There were no distinct educational programmes delivered as envisaged however the post project evaluation referred to the young people's participating on the personal and social development programmes and also in the Global Peace Builder programme, having engaged at a level that encouraged educational skill and development.</p> <p>The BTTF Programme was originally to be delivered from the Belfast, Derry/Londonderry and Ballymoney Centres, however due to the unsuccessful recruitment of a youth worker position in Derry/Londonderry, there was only a service provided from two offices. This affected the achievement of targets to some degree but not to the extent that targets were not attained.</p> <p>WAVE is dealing with individuals who have suffered trauma and each individual is different and vulnerable in different ways and therefore cannot guarantee expected progression and /or qualifications achieved. This has made it difficult to meet specific targets and therefore the attainment of varying achievements has been taken into consideration by the case officer in the progress reports.</p>

Case Study 8	
	<p>There were a few staffing issues within WAVE, the Head of Youth Services highlighted the need for longer term contracts to enable staff to remain in positions which would provide a more consistent approach to future Programmes.</p> <p>Did Aid for Peace add value? The project-specific indicators, set as part of the AfP approach, were limited and did not capture the range of activities delivered by the project. There appears to be a lack of information recorded against indicators for the second phase of the programme for the period from June to December 2011. As the benefits were largely qualitative they were recorded as part of the AfP evaluation report – which provided a detailed overview of activities.</p> <p>Value for Money Although the BTTF programme provided a wealth of services for a large number of youth, it did not meet all of the objectives set in the Letter of Offer. However, innovative and sustainable projects were developed which will provide continued value into the future.</p> <p>Sustainability The BTTF programme has led to a number of sustainable partnerships which will continue into the future and which will be of benefit to the WAVE Trauma Centre and the community it serves. The Youth STAR pilot programme is an example of a programme which is sustainable. The Youth STAR programme was part of the Global Peace-builder programme and from this pilot programme, WAVE learned how the Youth STAR programme could be offered on its own and as a stand-alone programme to other young people across its centres as well as in external agencies.</p>

Case Study 9	
Project Lead	Healing Through Remembering (HTR)
Project Title	Whatever you say, say something (WYSSS)
Budget	Commitment €940,076 N+2 Expenditure €947,174 % Expenditure versus Commitment 101%
Start/End	02 October 2008 - 31 December 2011
Project Description	<p>The WYSSS programme offered opportunities for conversations considering a wide range of issues around dealing with the past. HTR's trained facilitators worked with groups and organisations to identify their interests for these conversations.</p> <p>Saying something about the past can help to create a more peaceful future, while saying nothing can help to maintain divisions. Dealing with the past is about addressing 'what occurred; in relation to the conflict in and about Northern Ireland. Individuals and community have survived the conflict in a context of 'whatever you say say nothing'. The challenge is to find ways to discuss both the political and personal issues that are safe for individuals and communities. If embraced in an appropriate manner, dealing with the past can present a real opportunity for individuals and communities to deal with - and overcome - the divisions of the past and be better prepared for shaping a more peaceful future.</p>
Key Findings	<p>What worked particularly well?</p> <ul style="list-style-type: none"> HTR has demonstrated drive and commitment to the delivery of the WYSSS project. HTR is taking a leading role in enabling both civic society and political representatives to take practical steps and decisions necessary to acknowledge and deal with Northern Ireland's conflictual past to ensure that lessons are learned for the benefit of future generations. The WYSSS project has resulted in increased dialogue and communication amongst individuals from different community backgrounds. The project offered a variety of options for individuals who were interested in dealing with the past conflict. These included: Day of Reflection, Commemoration; Living Memorial Museum; Storytelling; and Truth Recovery and Acknowledgement. Project beneficiaries commented positively on the facilitators, highlighting that there were experienced and well equipped to deliver the project. They also identified that the project is tailored to the needs of each person and is effective in addressing specific issues. The main strength of the project is that it enables a range a people from different backgrounds to talk about events that happened in the past and address any issues they may have in a neutral, sensitive and safe environment. The evaluation of the WYSSS project identified that there is evidence that the project is beginning to heal those individuals who have engaged in the project through listening and learning from the experiences of others and through having the opportunity to share their own experiences. Whilst a few challenges were encountered, according the evaluation of the WYSSS project, HTR has been successful in identifying opportunities to network and form working partnerships with organisations locally and internationally to share learning. The project coordinator has ensured that the internal monitoring and evaluation records are not only gathered but collated and analysed to inform planning and delivery. In addition, the use of delivery partners is quite effective as they offer a pool of knowledge and experience in the field. <p>What could be improved upon? There are a number of areas which could be improved upon. These include:</p> <ul style="list-style-type: none"> Facilitators collaborating more closely with one another and meeting more regularly;

Case Study 9	
	<ul style="list-style-type: none"> Encouraging middle class people to engage in the project; Signposting appropriate support services in relation to both the delivery partners and the participants; To encourage reflective practice to capitalise on what has been learned and what works and what doesn't work; To fully utilise all delivery partners; and To be more effective in promoting the benefits/impacts of the project. <p>Did Aid for Peace add value? The Project Manager identified that the Aid for Peace approach did not add any value beyond a traditional evaluation highlighting that it was too structured, too formalised and too inflexible.</p> <p>Value for Money Based on qualitative benefits reported and quantitative aid for baseline targets being significantly exceeded with a slight overspend of 0.8%, it can be concluded that the WYSSS project has provided value for money.</p> <p>Sustainability According to the Evaluation of the WYSSS project there is a need and demand for dealing with past issues through the opportunities created by the workshops or events. It was also noted that there has been a significant increase in demand for the workshops. This is the view expressed by the Project Manager who also noted that the "impacts of the programme and their project will make a lasting change". "Even if we [HRT] are not here tomorrow, the changes in the individuals and organisations we've worked with will be".</p>

Case Study 10	
Project Lead	Teach Oscail/Tullacmangan Resource Centre
Project Title	Tullacmangan/Cavanaleck Cross Border Youth Project
Budget	Commitment: €391,154 N+2 Expenditure: €391,154 % Expenditure versus Commitment: 100%
Start/End	02 October 2008 - 31 March 2012
Project Description	The project is about changing attitudes, hopes, fears, prejudices, stereotypes and assumptions. It aimed to work with established community leaders and develop a parallel 'future' community leaders' component, whilst at the same time delivering programmes and activities to develop self-esteem, capability and employability of young people and minority groups in the specified areas.
Key Findings	<p>What worked particularly well?</p> <ul style="list-style-type: none"> Local community representation on the Steering Committee worked well in terms gaining 'buy-in' at a local level. Similarly, having local people from the area involved in the implementation of the project meant targeting those who were most affected by 'the troubles' in the area and allowed a greater reach of the project. The involvement of Cavan County Council and Cavan Peace Partnership as members in the Steering Committee helped to ensure that no duplication of effort occurred and provided opportunities for the Cavan Peace Partnership to signpost other similar Peace III projects which encouraged the inclusion of young people. Interventions to engage the target groups covered a wide range of programme activities including trips, workshops and residential weekends to develop the abilities, self-esteem and employability of the beneficiaries. Evidence of participation in excess of the numbers anticipated in workshops and activities indicate that Teach Oscail has been successful in promoting and delivering events i.e. 78 workshops (against target of 48) and residential weekends to 1,804 participants (against target of 915). The enthusiasm and regular attendance of participants highlights the importance and demand for the project. According to the evaluation, the standard of the workshops and training sessions were extremely high, well prepared and interactive. The participants were clearly involved and participative. The cross-border aspect of the project permitted young people from both communities with similar problems and experiences (i.e. underachievement, exclusion, low self-esteem, unemployment, poverty and lack of equality of opportunity) to undertake training opportunities (appropriate to their needs) in a community setting and with the aim of raising their expectations. The 17-25 age group stated that they engage with significantly more (rising from 44% to 60%) minority groups during sports activities now than they did at the beginning of the project. The extensive number and range of workshops which were held in the Centre, the focus of project organisers on bringing workshops into schools to promote activities and the additional aspect of gaining accredited training all provided an extra incentive and awareness of what was available to the young people of the area. <p>What could be improved upon?</p> <ul style="list-style-type: none"> Attitudinal surveys conducted in 2009 and 2012 indicated that there was still room for further development in particular with the 16 year olds and under who remained negative about the impact of ethnic minority groups in their area. Whereas a significant proportion of the 17-25 year olds believed that more contact with other religions and cultures was a positive aspect, less than half of the 16 year olds and under felt it was positive. According to the Project evaluation, the articulation of this perception by the under 16s could be construed as a positive achievement. As one of the initial weaknesses identified in the SWOT analysis was the inability or reluctance of those from border areas to speak about sectarianism. It was recommended that work based on proximal experiences and perceptions of sectarianism in each of the respective areas needed to be carried out individually, as well as on a cross-border basis, and that the exploration of cultural heritage and identity in a

Case Study 10	
	<p>shared society may allow more comprehensive understanding of 'the other side'.</p> <ul style="list-style-type: none"> Any future cross-border Project should be more proactive in its engagement with the Protestant community in Northern Ireland, as evidenced by the significantly lower participation rates of those from key areas in Enniskillen i.e. just over 80% of the young people were from Cavan and 20% from Enniskillen with a religious breakdown of 81% from a Catholic background and 13% from a Protestant background. <p>Did Aid for Peace add value?</p> <p>Aid for Peace was judged to be helpful in that it provided confirmation of areas which needed more focus. The commissioning of external consultants to undertake an attitudinal survey at the beginning and end of the project was considered to add value. The attitudinal survey recommended that more work be based on proximal experiences and perceptions of sectarianism in each of the respective areas in order to capture the impact of the intervention.</p> <p>Prior to the project many of the participants felt that racism and sectarianism was not their responsibility. However both age categories (16 years and under and 17-25 year olds) stated that the Aid for Peace approach provided them with new questions to answer (outside of the traditional religious element) and enhanced their awareness of the implications of their actions (both in sectarian and racism terms).</p> <p>Value for Money</p> <p>As per the Letter of Offer on the 19th of January 2009 an initial award was granted of €436,722.50, however according to the SEUPB/NISRA financial database as of 31 of December 2012, €391,153 was actually committed and full expenditure was realised.</p> <p>Despite the reduced budget, the project was successful in achieving quantitative targets set as part of the aid for peace indicator approach. The project attracted a large number of participants and reported a significant attitudinal change amongst participants and all objectives listed in the project synopsis were achieved. For that reason, the project offered value for money.</p> <p>Sustainability</p> <p>Despite the development of a wide range of skills through workshops and training days, stakeholder representatives believed that this would not continue if future funding was not made available. Since the completion of the project in 2012 the Teach Osaile project has been denied additional funding from Peace III on the grounds that the project did not show sufficient evidence of 'lasting legacy'. Although the project is currently receiving some funding from County Cavan Peace Partnership one stakeholder noted: <i>"The project can't provide the same activities and events as it did before"</i></p> <p>The Post Project Evaluation (May, 2012) stated that: <i>"To address project sustainability as EU and Governmental funding reduces we will train community and future youth leaders to deliver training and mentoring programmes"</i>, unforeseen restrictions and delays due to vetting constrained this approach.</p>

10.6 Theme 2.1

Case Study 11	
Project Lead	Skainos Ltd
Project Title	The Skainos Project
Budget	The total project budget was £20,320,831 – 30% of which was committed from the Peace III Programme i.e. Commitment €7,139,140 N+2 Expenditure: €7,006,006 % Expenditure versus Commitment: 98%
Start/End	17 June 2008 to 31 December 2013.
Project Description	The aim of the project is the creation of a new shared space 'urban village' in inner East Belfast, free of the traditional territorial markings, through the redevelopment of a two acre brownfield site located in an interface area.
Key Findings	<p>What Works Well</p> <ul style="list-style-type: none"> The Skainos project met its aim as a result of significant infrastructural investment leading to the creation of a 10,675m² development, which was officially opened by the First Minister and deputy First Minister on 23 November 2012. The project has provided 'state of the art accommodation and resources for work with young and older people, and in the fields of employability, education and training, social housing and the social economy thereby improving access for local people'. Consequently, the Project has contributed to normalising community relations by engendering community pride by investing in the area and providing safe shared spaces within which people of the traditional and ethnic minority communities of NI will encounter one another in the ordinary activities of everyday; nursery care for infants and children, social activities for older people, education and training, shopping, job search, worship, youth work and living as neighbours in the social and private housing on site. The partnership approach at all levels is notable within the Skainos Project, with partners working collaboratively with the local community in the design and development of the scheme. The Development Partners, Client Partners and those responsible for the daily operational aspects of the building have worked well together and share the vision and ethos of the Skainos Project.

Case Study 11	
	<ul style="list-style-type: none"> The Skainos buildings and associated facilities are regarded as being of a high quality, modern, multi-functional, spacious and with good facilities and break-out areas. The Skainos project is designed with a host of environmentally sensitive innovations to achieve an 'excellent BREEAM' rating (i.e. design and assessment/rating method for sustainable buildings). Tenant involvement in the design, which offered the opportunity to develop bespoke office space to meet requirements, helped to attract tenants to Skainos. In terms of tangible outcomes, the construction of the actual site and building in itself created employment within the local area to include 50-60 workers over the last three years. Upon completion of the build, between September 2012 and early April 2013, 40 jobs were created in EBM, nine facilities people were employed, all previously unemployed, seven of which are ex-prisoners. The turnover of the community café has increased three-fold due to the increased footfall since opening, demonstrating the need and demand for facilities. As the development is only recently opened, it will be take time before statistical evidence of the benefits achieved will be available. However, anecdotal feedback and observations of usage suggest that the project has been a great success. <p>Did Aid for Peace add value? It is assumed that aid for peace indicator targets relating to the actual build have been met, based upon completion of the building to the required specification. However, achievements have not been recorded on System 2007 (as of 31 December 2012), despite completion of the capital build. Indicator code 00121 appears to be missing from the System 2007 download. Whilst it is important to have a concise number of indicators, given the scale and funding provided for this project, there is opportunity for additional quantifiable indicators and targets to be set e.g. attendance, footfall/ usage figures and number of jobs created.</p> <p>Value for Money According to the Skainos Director, the Project would not have occurred or been possible in the absence of Peace III funding or funding from other bodies. Funding was awarded based on a set of agreed targets which have been translated into aid for peace indicators. Upon completion of the development to the required Letter of Offer requirements, it suggests that value for money in terms of efficiency and effectiveness.</p> <p>Sustainability Skainos Ltd constructed the development, debt-free thereby ensuring the long-term sustainability of the social and community services, maximising access to services for local people at affordable cost and simultaneously maintaining high quality provision. In the next few years, Skainos Ltd intend to focus on consolidation of structures and systems before embarking on a growth strategy.</p>

Case Study 12	
Project Lead	Cavan County Council
Project Title	Castle Saunderson – All Ireland Scouting/Jamboree Centre
Budget	Commitment: €3,675,345 N+2 Expenditure: €3,645,643 % Expenditure versus commitment: 99%
Start/End	April 2008 - December 2012 NB. Centre Officially opened 18 Aug 2012
Project Description	The project involved the development of part of the Castle Saunderson estate, which straddles the border between Co Fermanagh and Co Cavan. Development resulted in a Multi-Activity and Adventure Centre including permanent Jamboree site, capable of accommodating 1,000 people. The project intends to provide people with an incentive to visit a border location and abroad for regional, national and international events, which will in turn dispel many of the misconceptions that exist about border locations.
Key Findings	<p>What worked particularly well?</p> <ul style="list-style-type: none"> The Management Committee, established to manage the Centre, proved to be effective as it comprised of representatives from the Scouting Associations and from Cavan County Council to provide balanced representation of cross-border, gender and cross community groups. Contacts have been made by Cavan County Council with a number of neighbouring Councils in the North and South. All of the Councils have been actively engaged in the delivery and post funding sustainability of the project. The construction carried out on the Castle Saunderson Estate has resulted in the development of 103 acres to provide a high standard of camping and outdoor pursuit activities. The success of the development has helped to lever additional funding such as the grant for the church restoration on the Castle Saunderson estate. Initiatives implemented encouraged participants to develop further understanding of other races and religions and included training in the following areas; Active Citizenship, Inter-culturalism and Peace and Reconciliation. This training was delivered to all young people who attended the facility on a regular basis and to those who stay in the facility for three days or more. Cavan County Council found that those who have received this training in the past have benefited greatly and were more open to meeting people from different cultures and religions. Focus group participants felt that the activities worked well to encourage the young people to get involved. The participants talked about the enjoyment, fun, mixing, sense of achievement, and the difference the centre has already made to those who visit. The training component provided by the Centre has transferred skills and knowledge to scout leaders in the field of anti-racism/anti-sectarianism and diversity training which they are in turn imparting to their local scouting

Case Study 12	
	<p>groups.</p> <ul style="list-style-type: none"> Peace training components have led to further training in Saudi Arabia through the World Organisation of the Scout Movement's Global Messengers for Peace Programme. This has also provided additional opportunities for young people from different religions and backgrounds to engage with each other. Subsequently the Centre was awarded the status of 'World Peace Centre' by the World Scout Foundation in recognition of the ability of the Centre to bring so many cultures together. <p>What could be improved upon? Focus group members felt that there was still a certain amount of construction which was necessary to develop the site fully. The measurement of the impact on those using the facilities has also been identified as an area which needs further development, use of a qualitative approach was suggested as the most suitable method.</p> <p>Did Aid for Peace add value? Focus group respondents stated that they found it difficult to measure the attitudinal change, however in measuring the quantitative target indicators of the project they have been able to gather useful data on the success of the Centre to date, and intend on using the data collected during future applications as evidence of the importance and need for the Centre.</p> <p>Value for Money Of the €3,675,345 committed, 99% (€3,645,643) was spent on the construction of the multi-activity and adventure centre development capable of accommodating 1,000 people, therefore meeting the Letter of Offer requirements, suggesting that value for money has been achieved.</p> <p>NB. The original Letter of Offer issued on 17th of November 2008 stipulated a funding award of €3,052,000 – 20% lower than actually committed and spent. The uplift in funding was due to unforeseen costs associated with weather conditions which prolonged the landscaping programme.</p>

Case Study 13	
Project Lead	Ilex URC Ltd
Project Title	River Foyle Foot and Cycle Bridge
Budget	Commitment: €16,898,076 N+2 Expenditure: €14,397,625 % Expenditure versus Commitment: 85%
Start/End	01 September 2008 – 31 st August 2012
Project Description	The aim of the project is to construct a new iconic foot and cycle bridge that will act as a catalyst for change, joining the city physically, and promoting interaction and engagement among communities.
Key Findings	<p>What worked particularly well?</p> <ul style="list-style-type: none"> The establishment of the Project Sub-Committee and Project Management Board allowed the project to run efficiently and effectively and was instrumental in the development of a shared dynamic and innovative design. The Peace Bridge is considered an iconic symbol which the surrounding community are proud of and provides a lasting legacy to the city itself and the people of the North West region through maximising the potential for reconciliation and economic development. The Promoters have delivered a bridge which is not only iconic in design, but is beginning to change how people traverse the city i.e. increased footfall using the new shared spaces – the foot and cycle bridge, Ebrington, St. Columb's Park, Regional Centre of Sporting Excellence for Judo and the Play area. Results from a baseline survey on perceived usage of the Peace Bridge by both Catholic and Protestant communities were reported as significantly higher than target expectations. The Peace Bridge has benefitted from widespread media coverage, which has helped to promote the Peace III Programme. The development of the Peace Bridge is considered sustainable from every aspect including; long lasting community integration, increasing healthy behaviour through exercise, reducing the CO2 footprint by using sustainable materials and renewable energy sources, and in turn reducing the long term costs of maintenance, and finally encouraging reduced transport emissions by providing a more accessible route to retail and business areas. <p>What could be improved upon? The only areas highlighted for improvement are in relation to demarcation and signage which is expected to be rectified when DRD are officially appointed to look after the maintenance of the bridge.</p> <p>Did Aid for Peace add value? The application of the Aid for Peace to this project were judged by the Promoter to be minimal and included one target indicator of 6 Cross-community events to be held at Ebrington and Guildhall Square celebrating the shared City. As of 31 December 2012, only 1 out of 6 cross community events had taken place. However the majority of impact indicators will not be accurately accessed for another 1-6 years which is out of the control of the project managers.</p>

Case Study 13	
	<p>The measurement of the impact indicators will prove useful in the future when sufficient time has passed to record the number of people who are happy to share a space in the city, the increase in the economy and the sale of goods and services, aided by the accessibility created between the two communities.</p> <p>Value for Money</p> <p>The last addendum (issued 21st of April 2011) awarded grant aid of £14,497,723 which was 9% higher than to the initial Letter of Offer issued on the 17th of October 2008 of £13,343,476⁷¹. The development of any large scale infrastructure project is potentially fraught with risk and overspends. This increase was accounted for due to: Delays due to weather conditions - £794,247⁷²; and Compensation events - £360,000. Both sources of additional expenditure were outlined and anticipated in the initial Economic Appraisal prior to initiation of the project.</p>

10.7 Theme 2.2

Case Study 14	
Project Lead	Groundwork Northern Ireland
Project Title	Democratising Governance in Transition (DGiT)
Budget	Committed: €534,872 Expenditure: €430,477 % Expenditure vs. Commitment: 80%
Start/End	01 August 2009 - 31 March 2013
Project Description	The DGiT Project aims to define, test and implement a model of efficiency and effectiveness of public service delivery, to contribute to a shared society based on the specific themes of dereliction, interfaces and shared spaces. The Programme focused on three geographic locations; Duncairn Gardens and Whitewell in North Belfast and Bishop Street/Fountain in Derry/Londonderry.
Key Findings	<p>What Works Well</p> <ul style="list-style-type: none"> Members of the Programme Steering Group (PSG) were all targeted individuals with delegated authority who could make decisions. This high level group were in a position to be able to influence policy hence allowing the Project to be more strategic. This degree of high level 'buy-in' by departments is a positive outcome and demonstrates growing institutional interest in the DGiT approach to transforming interfaces through collaborative leadership and partnership working. While acknowledging challenges arising from delays in implementing the RPA and CSI, the DGiT project has worked well as it has built collaborative community-statutory partnerships; created greater connectivity within and between local service providers, policy makers and residents; and contributed to new policy and programme initiatives. The development of three Interface Community Partnerships to shape public sector implementation framework has worked well, in particular, the development of the Duncairn Community Partnership (DCP). The outworking of DCP led to the partial opening of the Peace Wall in Alexandra Park in North Belfast, which has long been a 'contested space'. DCP has proven to be a viable and sustainable partnership and has secured £470,000 funding to regeneration of derelict sites and the created of shared spaces, highlighting the legacy of the DGiT Project. Other tangible outputs of the DGiT Project will aid to the sustainability of activities e.g. learning tools have been developed on to manage collaborative partnerships in a post-conflict environment. The SROI model will also encourage community groups to value their investment in transforming interfaces. GIS mapping also worked well, as it provided an evidence-based approach to the identification of services and gaps in service provision in the three target interface areas. A key achievement under the Collaborative Leadership Programme was the week long study visit to Stanford University involving 18 key strategic thinkers, senior civil servants and community leaders. The University of Ulster has prepared a report on the learning outcomes from the study visit that will inform the development of future work in terms of moving collaborative working into mainstream as the out-workings of RPA begin to impact on new council services. <p>What could be improved upon?</p> <ul style="list-style-type: none"> Respondents noted that political support was essential for the DGiT Project to be sustainable. The lack of political leadership regarding CSI is leading to a disjointed approach and a lack of direction regarding to peace-building activities, where short-term funded projects are attempting to have long-term impacts of created an inclusive and shared society. Consequently, there is a need for CSI strategy to be agreed by the NI Executive. The DGiT Project experienced some challenges in the development of the Bishop Street Community Partnership, where potential duplication was apparent with other initiatives. To avoid duplication, DGiT worked in close collaboration with service providers and the local community to provide complementary activities. Based on feedback from PSG respondents, there is a need to enhance knowledge sharing and the identification of key lessons emerging from DGiT e.g. by disseminating key lessons documented in the aid for peace

⁷¹ Some contracts relating to construction operations allow the contractor to retain a portion of the contract price for a period after the construction work has been completed. This happens so that if deficiencies in the work done become apparent in this period the final payment can be withheld until the subcontractor has made good the faults. If the contractor is satisfied at the end of this period the payment withheld is released to the subcontractor. These payments are known as 'retention payments'.

⁷² Cavate - It is assumed that this amount corresponds to the cost incurred due to weather conditions, since compensation events were stated as £360,000 and no other costs are listed – however this was not specifically stipulated.

Case Study 14	
	<p>evaluation. In addition, to maintain the momentum and enthusiasm gained as part of the Stanford Study visit, it is important that follow-up meetings and knowledge sharing occurs to ensure that the experience is not limited to a small participating group. The imminent launch of the evaluation report based on this visit will aid this process.</p> <p>Did Aid for Peace add value? To devise indicators, the Project Coordinators worked collaboratively with its PSG. Although setting aid for peace indicators was regarded as a worthwhile exercise, respondents felt that it was time consuming and a difficult process as many of the outcomes were qualitative. In the absence of core policy initiatives, it has been difficult to quantifiably assess how DGIT's work has influenced strategic thinking and policy making aimed at developing key institutional capacities for a shared future. However, all targets are on course to be achieved by the end of the Project which has incurred 80% of expenditure as at 31 December 2012.</p> <p>Based on a review of the Interim Aid for Peace Report (August 2009 – July 2011), it is evident that all the key achievements have been recorded. However, the format of the report could be improved by structuring achievements against each of the project's objectives/Letter of Offer requirements. This would reduce repetition in the report and provide a clear indication of achievements against targets.</p> <p>Value for Money According to the project lead representatives, projects would not have occurred or been possible in the absence of Peace III funding. Funding was awarded based on a set of agreed targets which have been translated into Aid for Peace indicators. Given that these targets/indicators have been met or are on schedule to be met as well as the qualitative benefits recorded, with the 80% of project expenditure as at the 31 December 2012, it can be concluded that the Project offers value for money in terms of efficiency and effectiveness.</p>

Case Study 15	
Project Lead	Sligo Vocational Educational Committee
Project Title	Developing a Shared Society through Youth Sport
Budget	Commitment: €693,000 N+2 Expenditure: €692,343 % Expenditure versus Commitment 100%
Start/End	01 January 2010 - 30 th September 2012
Project Description	<i>"Through the medium of sport to promote reconciliation through cross community and cross border interactions, that positively influence negative attitudes underlining sectarian and racist behaviour."</i> This Project is a cross community and cross-border initiative involving schools and their associated communities in challenging attitudes towards sectarianism and racism through the medium of sport. It involved strategic collaboration between the public and community sectors in the Omagh, Fermanagh and Sligo regions and aimed to develop institutional capacity in peace and reconciliation skills for all partners.
Key Findings	<p>What worked particularly well?</p> <ul style="list-style-type: none"> The success of the project was attributed to the commitment and dedication of the key organisations and the establishment of a cross-border Project Management Committee, to include representation from key council, education and sporting agencies. The quality of the peace workshops, coaching, the range of sports available, the co-operation of teachers, parents and pupils and good communications between the Sports Development Officers, Co-ordinators and Coaches. Creation of employment to include 2 full-time jobs and 182 part-time jobs, thereby enhancing employment opportunities and potential future career development, as coaches' employability will be increased. The establishment and delivery of accredited coaching awards. The project targeted disadvantaged areas and pupils, engaged the 'non-sporty' and successfully integrated pupils with special needs. <p>What could be improved upon?</p> <ul style="list-style-type: none"> Although schools linked on a cross-border basis, in some cases this was limited to schools working with other schools with the same community background rather than on a cross-community basis. If activities are to be sustained, further efforts should be made to increasing this type of engagement. Due to the inclusion of a wide variety of abilities, ages, and behaviour, the process proved difficult for some teachers. The introduction of additional training would be beneficial and it was felt they would also be able to use their training within the classroom. A review of financial arrangements with schools and co-ordinators was also suggested. Transport costs for coming and going to schools in rural or isolated areas either increased costs or went less frequently, reducing the impact of the programme. It was felt that pooling resources with additional co-ordination may reduce the costs. Better communications to keep parents and students informed and to encourage participation, to include the use of social media. The administration attached to rotating the students to allow as much involvement as possible had a tendency to slow the process down in trying to attain consent forms and permission from parents. If they were kept regularly up to date and activities were explained throughout the year, delays could be reduced.

Case Study 15

Did Aid for Peace add value?

Although the Aid for Peace was considered helpful in identifying areas for consideration and to provide a benchmark as a starting point for the project to allow progress to be gauged, the stakeholders and focus group members felt that the approach was difficult to implement and that they received little guidance on the Aid for Peace reporting requirements. The delay in approving the target indicators was a significant constraint and change in staff within NISRA made it very difficult to identify the right person to provide clarification of issues. However all interviewees did recognise that it was a new process and that a certain amount of learning would be required.

Value for Money

The Project provided evidence of the embedding of new attitudes and working relationships between children from different backgrounds on both sides of the Border and also developed sustainable cross-border working relationships between schools and educational bodies. In particular, the Project embedded learning of peace and reconciliation techniques within sports coaches which will continue to have an impact post funding.

Given that the vast majority of targets have been met (11 of which have been exceeded) within the allocated budget committed, it can be concluded that the project offers value for money in terms of efficiency and effectiveness.

11 BENCHMARKING

11.1 Introduction

A benchmarking exercise has been carried out in order to:

- Compare the Peace III Programme with other Programmes of funding;
- Assess how the Peace model could learn from the experiences of other funding models; and
- Make a recommendation around how the Peace model could be improved

11.2 Key Findings

Discussions with key stakeholders highlighted the difficulty in identifying other funding bodies that are directly comparable to Peace funding, due to the unique nature of the Programme. However, desk research has indicated a number of funders, where similarities and key learning can be drawn.

Interreg Programme

Clear synergies can be identified between Interreg IV and Peace III. For instance, with a focus on promoting economic co-operation between Northern Ireland and the Border Region, Interreg IV can provide a supportive environment for addressing peace and reconciliation and helping to facilitate cross-border linkages and relationships. In this way, the strong economic focus of the Interreg IV Programme complements the focus of the Peace III Programme, which has an emphasis on building social processes and encouraging attitudinal and behavioural change. In this regard, the Peace III Programme can also contribute towards Interreg IV facilitating relationships on a cross-community and cross-border basis and establishing the foundation for economic, social and environmental development.

In implementing these activities, the Programme also seeks to encourage Programme co-operation between Northern Ireland and the Border Region of Ireland. Therefore, although the Interreg Programme has placed an emphasis on developing infrastructure and a dynamic economy (as distinct from the Peace III Programme which is focused on peace and reconciliation and promoting cohesion between communities), consideration is given to developing synergies, where relevant, with programme activities under Peace III, particularly in relation to activities which promote sustainable communities. In terms of the regulation and the logistics, similar rules apply. The Peace Programme however does not have to comply with the strict code of co-operation criteria that apply to all the Interreg programmes.

SEUPB recently reviewed the application process for the Interreg Programme and in January 2012 introduced pre-application support and a shortened two stage process. An overview of which is provided below:

- **Pre-application support:** meetings, project developmental workshops and project surgeries were undertaken to help potential applicants decide if the Interreg Programme is relevant to them and to make Project Partners aware of the criteria they have to meet
- **Stage 1:** Submission of an abbreviated 'Project Ideas Template' (of between 5-10 pages) to be reviewed by JTS, thereafter a shortlist of projects are identified and requested to develop a detailed business case. This process is anticipated to take up to 4 weeks: and
- **Stage 2:** Development of detailed business case: The Promoters of shortlisted projects are asked to complete a more detailed application form and supporting documents, covering the key areas

necessary for both SEUPB's assessment process and any subsequent economic appraisal. This process is anticipated to take up to 4 weeks.

In terms of the assessment and appraisal process, SEUPB have introduced the following processes:

- SEUPB agreed a timeframe and template for the submission of comments from the Accountable Departments.
- SEUPB augmented the assessment process through commissioning additional technical assistance to address internal capacity constraints related to specialist knowledge of specific subject areas (including; specific sectoral demand energy advice, procurement etc.).
- The augmented assessment report was then submitted (where appropriate) for economic appraisal.
- On commissioning consultants to deliver the economic appraisals, SEUPB put in place the following innovations:
 - Submission to consultants of detailed business cases, augmented by comments/guidance from Accountable Departments and additional technical advice; and
 - Protocol with Consultants detailing agreed timeframe for delivery, consultation with Project Promoters and key stakeholders and traffic light template for subsequent economist comments.

Recommendation:

- For the Peace IV Programme, learning should be gained from recent changes to the Interreg Programme relating to the introduction of additional pre-application support and a new two stage application approach as well as improved project assessment/appraisal processes. Effective processes should be replicated, where appropriate, to the new Peace Programme.

LEADER⁷³ Programme

The aim of the LEADER Programme (established in 1991) is to increase the capacity of local rural community and business networks to build knowledge and skills, innovate and co-operate in order to tackle local development objectives. Peace III also features genuine bottom-up involvement in its delivery and is therefore complementary to The LEADER Approach, which is designed to enable 'bottom-up' community involvement in rural development.

Key lessons can be drawn from LEADER, in particular the adoption of a **Community-led Local Development (CLLD)** designed to help rural actors consider the long-term potential of their local region, has proven an effective and efficient tool for use at sub-regional level in the delivery of development policies. The EC has promoted this delivery method through other Community Initiatives, such as URBAN⁷⁴ and EQUAL⁷⁵.

According to the EC legislative proposals for cohesion policy for 2014-2020, a CLLD approach is recommended for the new programme period for CSF Funds, including the Peace IV Programme (Ref: Section 12.4). The EC asserts that the CLLD can mobilise and involve local communities and organisations to contribute to achieving the Europe 2020 Strategy goals of smart, sustainable and inclusive growth, fostering territorial cohesion and reaching specific policy objectives.

⁷³ LEADER: *Liaison Entre Actions pour le Développement de l'Economie Rurale* – Links between the rural economy and development actions.

⁷⁴ URBAN II Community Initiative of the ERDF supported innovative strategies for sustainable economic and social regeneration in a limited number of urban areas throughout Europe from 2000-2006; the URBAN Community Initiative ran from 1994-1999.

⁷⁵ EQUAL Initiative of the ESF focused on supporting innovative, transnational projects aimed at tackling discrimination and disadvantage in the labour market from 2000-2006.

Recommendation:

- As part of the future Peace IV Programme, the current Peace Clusters and County Council lead partnerships will be expected to form partnership structures through the development of local action groups and area-based local development strategies. Key lessons should be gained from the adoption of this approach in the LEADER Programme and synergies created to ensure that Peace IV structures complement existing structures.

International Fund for Ireland (IFI)

IFI is an independent international organisation which was established by the British and Irish Governments in 1986 and is financed by contributions from the EU, USA, Canada, Australia and New Zealand. IFI's mission is to tackle the underlying causes of sectarianism and violence and to build reconciliation between people and within and between communities throughout the island of Ireland. IFI focuses its efforts in Northern Ireland and the border counties of Cavan, Donegal, Leitrim, Louth, Monaghan and Sligo.

Based on the similar focus between IFI and the Peace Programme, a number of mechanisms have been put in place to ensure co-ordination, to include: representatives of the IFI will act as observers on the Peace III Monitoring Committee; and staff from SEUPB will attend meetings of the programme team of the IFI.

There is evidence of complementarity between the Peace Programme and IFI. For instance, the Skainos Project benefited from funding from a number of sources to include 30% (£6,125,831) of the total budget from Peace III and 15% (£2,950,000) from IFI. This demonstrates the synergies and maximised impact that can be created when funding streams are combined to develop shared space.

Moreover, some projects funded under the Peace III Programme have demonstrated their ability to gain funding from IFI for the continuation of activities initiated as part of Peace. For example, Groundwork NI was awarded funding to deliver the Democratising Governance in Transition (DGiT) Project. One of the outputs of this project was the creation of the Duncairn Community Partnership, responsible for the partial opening of the Peace Wall in Alexandra Park in North Belfast. DCP is now a fully established standalone partnership and has secured funding of £470,000 from IFI in March 2013 to tackle interfaces in North Belfast, thereby sustaining the regeneration of derelict sites and the created of shared spaces.

Recommendation:

- As per the Peace III Programme, the continued inclusion of IFI in the future Peace IV Monitoring Committee, as well as SEUPB attendance at IFI programme meetings is recommended.

The Atlantic Philanthropies

For the last 30 years, Atlantic Philanthropies has made grants to advance opportunity and lasting change for those who are unfairly disadvantaged or vulnerable to life's circumstances. Initial efforts supported peace making and strengthening higher education. Since 2004, Atlantic Philanthropies have focused on three programme areas: Ageing, Children & Youth, and Reconciliation & Human Rights.

Atlantic considers proposals by invitation only and searches for institutions that demonstrate strong organisational leadership, evidence of past and current impact, financial soundness and the capacity to implement initiatives and evaluate their success. Before giving a grant, staff work with organisations to achieve a joint understanding of how success will be measured, understanding that some setbacks are a necessary consequence of taking appropriate risks. They strive to support the organisations they

work with by offering technical assistance in such areas as communications, finance and organisational development.

The expected inputs, short-term and long-term outputs, outcomes and impacts are based on an intervention or 'logic' model, devised to monitor the success of the Programme. Capturing programme inputs, outputs, outcomes and impact is reflective of the Aid for Peace approach adopted as part of the Peace Programme (Ref: Section 7).

The Atlantic Philanthropies voted in 2001 to begin disbursing all of the institution's remaining assets and go out of business by the end of 2020. To reach that goal, Atlantic's final multiyear grant commitments would have to be made in 2016.

As the Peace IV Programme will have a significantly reduced budget, key lessons could be gained from Atlantic Philanthropies in terms of their targeted approach and focus on the developmental stage of project proposals/applications and promotion of innovative projects.

Joseph Rowntree Charitable Trust

Joseph Rowntree (1836–1925) was a Quaker, a successful businessman and philanthropist, who with his brother developed the major Rowntree confectionary company. In 1904, he established the Joseph Rowntree Charitable Trust ('The Trust'), which currently spends approximately £10.5m a year on its research and development programme. Between March 2011 and March 2012 the Trust has granted over £10m to 120 different charities with the aim of: identifying the root causes of poverty and injustice; supporting resilient communities where people thrive; and responding positively to the opportunities and challenges of an ageing society.

Joseph Rowntree asserts that *"for your efforts to have any lasting benefit, you must tackle the roots of a problem. If you only treat the "superficial manifestations" of poverty, or social injustice, or political inequality, then you will ease the symptoms for a time, but make no lasting difference"*.

As the Peace IV Programme is likely to be the last investment by the EC, it is important that a legacy is created and that the 'roots of a problem' are addressed, as per the stance of the Joseph Rowntree above. As stated in Section 3.2.3, due to the core issues of national identity and the need for a long-term commitment and strategy, a third theory of change, ***The Root Causes/Justice Theory***, could be considered as relevant and considered for inclusion in Peace IV.

The Trust has developed a funding policy 'Ireland Committee grants policy 2011-2016' which focuses primarily on work related to the Northern Ireland conflict. This includes work that takes place in Northern Ireland, the Republic of Ireland, on a cross-border basis and in Britain, within the following priority areas:

- Strengthening 'new politics' in Northern Ireland. This includes work to promote democratic reform, more inclusive and participatory governance, anti-sectarian political leadership and policy-making, and the demilitarisation of politics. Work that addresses Northern Ireland's politics from a broader perspective (North-South, East-West, or in the context of the European Union) is also of interest.
- Fostering a culture of human rights, equality and civil liberties
- Encouraging and enabling marginalised groups to play a full part in the political process and in civil society
- Dealing with the past
- Strengthening civil society

The Trust is interested in funding work which: Addresses the root causes of violence and injustice, rather than alleviating symptoms; Cannot be funded from other sources; and is likely to make a long-term, strategic difference.

Applications can be sent in at any time. However, at present the Trust has only three grant cycles each year. Once a grant application is received by the Trust, it can take up to seven months before a final decision is reached (compared to an average of 52 weeks for the Peace III Programme).

Recommendation:

- Given the policy focus of the Joseph Rowntree Trust, it is important that the Peace IV Programme funding distinguish itself from this as well as other types of funding and yet ensures complementarities to maximise potential impacts.

The Big Lottery Fund 'BIG'

BIG is a non-departmental public body, sponsored by the Department for Culture, Media and Sport (DCMS). BIG was formed from an administrative merger between the New Opportunities Fund and the Community Fund in June 2004. BIG's mission states: *"We are committed to bringing real improvements to communities and to the lives of people most in need"*

BIG recognises the vital role that the community and voluntary sector plays in reaching out to grass roots in communities, engaging people and inspiring confidence, where others may find it difficult. BIG believe that a strong and well-resourced community and voluntary sector is crucial to a healthy and well-functioning society. In Northern Ireland, BIG has invested over £480m since 1995, providing support for more than 10,500 projects.

The three UK-wide themes underpinning all of BIG's programmes are: Supporting community learning and creating opportunity; promoting community cohesion and safety; and promoting well-being. The Peace Programme's focus on promoting community cohesion therefore complements that of BIG.

BIG's focus is on the difference that their funding makes, rather than on the organisations who receive funding. The approach is characterised as **outcomes focused**, allowing increased flexibility for projects to change direction throughout the funding period to meet outcomes. This approach is in keeping with the EC's future focus for CSF funds, which asserts the need for the future Peace IV Programme to **focus on results** and increased simplification of processes (Ref: Section 12.4).

12 CONCLUSIONS & FUTURE DEVELOPMENT OF PROGRAMME

12.1 Introduction

The terms of reference require:

“Conclusion on the programme’s efficiency, effectiveness and impact and make recommendations for the strategic direction and operational structure of any future funding period 2014-2020 and potential Peace IV Programme, taking into consideration the Europe 2020 objectives”

This section draws conclusions from the preceding sections with regard to programme efficiency, effectiveness and impact.

In terms of strategic direction and operational structure of a future Peace IV Programme, conclusions have been based on stakeholder feedback and on a review of the following information sources:

- European Territorial Co-Operation 2014-2020 – Consultation Information Document (November 2012)
- Summary Of Responses To The European Territorial Co-Operation 2014-2020 – Consultation Information Document (February 2013)
- Policy Documents:
 - EU Cohesion Policy 2014-2020: legislative proposals
 - Europe 2020, A Strategy for Smart, Sustainable and Inclusive Growth (2010)
 - Good Relations Strategy - Together: Building A United Community (May 2013)

12.2 Programme Efficiency, Effectiveness & Impact

Efficiency focuses on getting the maximum output with minimum resources, whereas Effectiveness constantly measures if the actual output meets the desired output. Since efficiency is all about focusing on the process, importance is given to the ‘means’ of doing things whereas effectiveness focuses on achieving the ‘end’ goal - impact.

Efficiency

Northern Ireland and the Border Regions have benefited from a direct investment of €333m for the Peace III Programme to aid the development of peace and reconciliation as well as creating a safer environment in which to support a more social and economically stable society.

Evidence of programme efficiency includes:

- As the programme has evolved the delivery structures and implementation processes have become more efficient (i.e. technical assistance⁷⁶ costs are 5% (reduced from 6% of the original budget, compared to 8.5% in Peace II). It is envisaged that a future Peace IV Programme Technical Assistance budget will remain in the region of between 4-5% of the total budget.
- As Managing Authority, SEUPB has demonstrated effective management and administration of a large-scale programme and for ensuring compliance with EU funding regulations. To date, Peace III exceeded its N+2 expenditure target in 2012 by €26.2m (Ref: Section 5.5).

⁷⁶ Please note that Local Action Plan administration is funded within Theme 1.1 Local rather than the budget for technical assistance (as with Peace II).

- The Audit Authority calculate the error rate for the Peace III Programme based on a minimum of 5% sampling of project expenditure across the programme in a given year. Effective management and control of funds is demonstrated by the low error rate of the programme, which is below the 2% threshold (Ref: Section 4.2.2.1).
- The increase in the ceiling whereby formal procurement is required to £5,000 (from £200) was welcomed by project leads as it has reduced the time and resource burden on meeting these requirements.
- The introduction of procedures to allow indirect costs to be claimed on a flat-rate basis (% of direct costs) i.e. a flat rate 20% overhead charge for organisations has been adopted is a marked improvement to procedures, which were previously labour intensive, requiring project leads wishing to recover overheads/indirect costs such as rent, electricity etc. to apportion individual invoices, and have them verified as 'real costs'. This amendment was very much welcomed by project leads.
- The adoption of the Resource Allocation Model has proven to be a success as it provided funding to groups/organisations to deliver Peace projects but to remove all administration requirements association with small grants, thereby allowing small groups to focus on outcomes (Ref: Section 4.2.2.7).

To improve efficiency, consideration should be given to the following:

- Whilst there is a continuing need for prudence surrounding the assessment process to ensure accountability of public monies and the selection of high quality projects; this process should be brought forward in a more efficient structure and in line with the EC's recommended timescales of 39 weeks (as per MEMO/12/795), rather than current 56 weeks in the Peace III Programme.
- Adoption of the simplifications being proposed (i.e. units costs, lump sums).
- Increased focus on results.

Effectiveness & Impact

The overarching aim of the Peace III Programme is *'to reinforce progress towards a peaceful and stable society and to promote reconciliation in Northern Ireland and the Border Region'*. It hoped to achieve this through the implementation of two strategic priorities:

- **Priority 1: Reconciling Communities**
 - Theme 1.1: Building positive relations at the local level
 - Theme 1.2: Acknowledging and dealing with the past
- **Priority 2: Contributing to a Shared Society**
 - Theme 2.1 Creating shared public spaces
 - Theme 2.2 Key institutional capacities are developed for a shared society

The benefits emerging as a result of the programme are three-fold (evidence of project benefits can be found in Section 10 which presents a summary of 15 case studies):

- **Direct Monetary Benefits** e.g. significant contribution that the Peace Programme had made in terms of monetary investment i.e. €333m for the Peace III Programme (almost €2billion has been invested from 1995-2013 across three peace programmes).
- **Direct non-monetary Benefits** e.g. reduced violence and the threat of violence; reduced polarisation in socially disadvantaged and interface areas; social improvement; and providing a conduit to bring divided communities together.

- **Indirect Benefits** e.g. attitudinal change as an indirect benefit, resulting from the promotion of a culture of greater understanding, trust and mutual respect between communities.

As of 31st December 2012, 214 projects have been funded. The Peace III Programme can be regarded as effective, based on achievement of programme indicators i.e.

Achievements against output indicators (to be verified):

- Programmes developed and implemented - 2,031, (Cumulative Project (CP) Target 34)
- Participants at events that address sectarianism and racism or deal with conflict resolution – 308,214, (CP Target 92,742)
- People in receipt of trauma counselling 7,164, (CP Target 5,645)
- Participants at events assisting victims and survivors 35,229, (CP Target 28,552)
- Conflict resolution workshops 1,966, (CP Target 1,393)
- Participants at conflict resolution workshops 23,144, (CP Target 12,732)

Achievements against **impact** indicators (to be verified):

- Increase in the percentage of adults who think relations between Protestants and Catholics are better than they were 5 years ago (2005: 52%; 2009: 60%; 2010: 62%).
- Increase in the percentage of people who think that there are less Loyalist murals and flags on display these days than there were 5 years ago (2005: 17%; 2009: 34%; 2010: 36%).
- Increase in the percentage of people who think there are less Republican murals and flags on display these days than there were 5 years ago (2005: 23%; 2009: 40%; 2010: 40%).
- Percentage of people who think the neighbourhood where they live is a neutral space (Always/ Sometimes 2005: 88%; 2009: 89%; 2010: 86%).

Based on the review of the programme and project specific indicators as part of the mid-term evaluation process, as well as SEUPB's own internal review process, a number of issues were identified in relation to the setting of project specific indicators and monitoring/recording of achievements as part of the AfP approach. Consequently, the above achievements cannot be regarded as final – SEUPB and NISRA will address the identified issues through the review and quality assurance exercise currently underway, concentrating on the validity of achievements recorded to date. It is expected that the outcome of the review will be that reported achievements will be actual and issues in relation to potential duplication and aggregation of data will be resolved. It is anticipated that this detailed work will be completed by the end of 2013.

The Peace III Programme has adopted the AfP approach as a monitoring and evaluation tool. To increase the effectiveness and value of AfP, a greater integration of the tool is required throughout project implementation, where it is not seen as an additional administration burden, but as a core part of project monitoring/evaluation activity. Going forward, the Peace Programme's AfP model could be used as a benchmark for other conflict areas as well as being mainstreamed into organisations, based on learning emerging from the application of AfP in the Peace III Programme. This is particularly important given the EC's focus on monitoring progress towards agreed objectives and introducing performance framework for all new programmes.

12.2.1 Dissemination of Learning

The Peace Network, of which SEUPB is the secretariat, is engaging with other organisations across Europe to promote reconciliation on a cross-community and cross-border basis. The aim of the Peace Network is: *“To communicate the experience of managing, implementing and evaluating EU Peace funding in Northern Ireland and Border Region of Ireland thereby enabling participants to learn, exchange and transfer knowledge relevant to their various policy needs”*

It is important to note that only one resource has been dedicated to the Peace Network and the work is limited to attendance at events and networking. Despite the limited resources, representatives have travelled to Sri Lanka, Philippines, Columbia, Iraq, Basque country, Burma in order to share learning.

The recent conference in Brussels (31 January 2013) also reflected upon the key lessons and the legacy of the Peace Programme. All of these experiences can be used to engage with and enrich other regions of Europe that are dealing with conflict, building community relations and creating peaceful societies.

Recommendation:

- Peace III and the future Peace IV Programme should continue to seek to share experiences in the field of conflict resolution across the eligible area and with other regions. To aid this process, enhanced resources should be dedicated to fulfilling the potential of shared learning through the Peace Network.

12.3 Strategic Direction

European funding, under the ERDF, of €150m has been allocated for the Peace IV Programme, subject to agreement with the European Parliament – this represents a significant reduction of 55% from the current Peace III Programme, which benefited from €333m.

The EC's funding package is designed to boost growth and jobs across Europe by targeting EU investment on Europe's Growth and Jobs Agenda, therefore supporting objectives in line with the Europe 2020 Strategy (“A Strategy for Smart, Sustainable and Inclusive Growth”).

The success of the Europe 2020 Strategy depends on the ability of EU Member States to play their part in: implementing the necessary reforms at national level to boost growth; and co-operating with the EC on the seven flagship initiatives⁷⁷.

A future Peace IV Programme therefore *must have a strong strategic focus with clear, measurable outputs which can demonstrate added value and a significant contribution to the Europe 2020 objectives of Smart, Sustainable and Inclusive Economic Growth*. Through Peace IV, Northern Ireland and the Border Region of Ireland can work towards meeting the objectives of Europe 2020.

This section provides an overview of the ‘spatial concentration’ and potential ‘thematic concentration’ of future resources for the new programme period.

⁷⁷ The European Commission has identified new methods to boost growth and jobs. These areas are addressed by 7 flagship initiatives; Digital agenda for Europe, Innovation Union, Youth on the move, Resource efficient Europe, An industrial policy for the globalisation era, an agenda for new skills and jobs, European platform against poverty.

12.3.1 *Spatial Concentration*

Peace III is a cross-border programme with an eligible area comprising Northern Ireland and the Border Region of the Republic of Ireland.

It is envisaged that any future Peace IV Programme will continue as a cross-border co-operation programme and that the derogation⁷⁸ to allow the Programme to fund single-jurisdiction actions would remain.

12.3.2 *Thematic Concentration*

This section provides an indication of the future direction of the programme, based on stakeholder feedback and consideration of the EU Cohesion Policy 2014-2020 legislative proposals, the Europe 2020 Strategy and the Good Relations Strategy - Together: Building A United Community.

It is understood that from the menu of thematic objectives in line with the Europe 2020 Strategy, future activities under the Peace IV Programme will come under 'Thematic Objective 9 of the draft European Territorial Cooperation i.e. Social Inclusion and Combating Poverty.

This Theme, coupled with the agreed definition of reconciliation (Ref: Section 3.3.1) applied as a framework to underpin the development of the Peace Programme (i.e. 5 interconnected strands: Building positive relationships; Acknowledging and dealing with the past; Substantial social, economic and political change; Developing a shared vision of an interdependent and fair society; and significant cultural and attitudinal change) will help to inform the strategic direction of the new programme period.

Recommendation:

The following key themes are suggested for the Peace IV Programme as a means of creating a peaceful and stable society:

- Removal of Interface Barriers
- Creating Shared Public Space
- Investment in Youth & Education
 - Addressing Youth Unemployment
 - Shared Education
 - Early Years
 - Promotion of positive Youth services - non formal educational activities
- Acknowledging and dealing with the past

The above is not meant as a final or as an exhaustive list of actual future themes, but as areas for discussion/consideration for SEUPB in the development of a Peace IV Programme. The final policy focus of the Peace IV Programme will be developed through detailed research and public consultation.

Recommendations:

- Projects funded under the Peace IV Programme will have due regard for meeting statutory and regulatory requirements for Equality of Opportunities to include an Equality Impact Assessment – in accordance with Section 75 of the Northern Ireland Act (1998). In keeping with the Europe 2020 objectives for Sustainability, a Strategic Environmental Assessment (SEA) - to assess the effects of certain plans and programmes on the environment will be carried out.

⁷⁸ ERDF Regulation (Regulation (EC) No 1783/1999)

- Moreover, there is a need for the transition from single identity to cross-community work in Peace IV, as there is the potential that continuing to fund single-identity work will entrench views further. The contact theory highlights the need for positive contact to reduce prejudice – the theory recognises the importance of equal status contact and the identities should remain intact by creating a safe environment for dialogue as well as ‘normalised contact’.
- In terms of target groups, projects should be funded based on a more inclusive approach, concentrating on peace and reconciliation outcomes rather than specifically targeting groups.

Theme 1: Removal of Interface Barriers

As per Section 3.2.1, there are 59 recorded ‘Peace Walls’ (increasing from 37 recorded in 2006 to 59 in 2012)⁷⁹, highlighting the continuing divides and barriers to peace and reconciliation. Peace Walls create demarcation lines in rural and urban areas walls and emphasises the cultural, political and religious differences between neighbouring communities.

A recent study by the Belfast Interface Project identified 99 security barriers in Belfast, which take a variety of forms e.g. metal fences, roads closed to traffic, solid built walls, derelict houses, unoccupied land etc. The majority of these security barriers fall within the top 10% of the most economically and socially deprived communities and are largely located in North Belfast (44), followed by West (30), Central (14), East (10) and South (1).

Research carried out by the University of Ulster⁸⁰ revealed that 76% of the general resident population would like to see Peace Walls come down now or in the near future, compared to 58% of respondents who live near the Peace Walls agreeing with this statement. 69% of Peace Wall residents also maintain that the peace walls are still necessary because of the potential for violence. It is therefore evident that anxiety continues to exist and the fear of violence remains very real for residents.

As we approach 50th anniversary of the erection of the first Peace Wall there is a commitment and drive from government to start the conversation on how to begin to remove these Peace Walls, which is evidenced in the Good Relations Strategy: Together Building A United Community, which outlines the NI Executive’s key objective to have no interface barriers by 2023. To achieve this objective:

- Local communities should come together to produce a phased plan of how to reduce and eventually remove the barrier.
- Maximum consensus should be achieved from both sides of the wall.
- Community, family and property safety is a core issue and consideration for the plan.

According to the Good Relations Strategy, removing interface barriers and other structures of division will send out an important message that our society is continuing on its journey to peace and reconciliation, but more importantly will bring community benefits. The elimination of these physical reminders is necessary in progressing as a community and facilitating the reconciliation that has been prevented for so long through division.

⁷⁹ No new peace walls have been erected since 2008. The increase in numbers to 59 is due to a re-categorisation of some structures, for example the gates on Derry City walls were previously counted as 1 structure are now counted as 7. The Department of Justice became responsible for the 59 structures in April 2010, and lead on the Programme for Government commitment to actively seek local agreement to reduce the number of peace walls.

⁸⁰ Attitudes to Peace Walls, Research Report to Office of First Minister and Deputy First Minister, University of Ulster (June 2012). Survey based on 1,451 responses from peace wall residents (840) and residents in the rest of Northern Ireland (611)

The Peace IV Programme should fund projects that engage local communities to help progress the removal of the visible and invisible barriers between communities, including the gradual elimination of the need for Peace Walls in cities and towns.

Peace III Project Example:

Under the Groundwork NI's Democratising Governance in Transition (DGiT) Project, the Duncairn Community Partnership (DCP) was established. This Partnership created opportunities for divided communities to work together in defining and tackling services to improve their quality of life.

The outworking of DCP led to the partial opening of the Peace Wall in Alexandra Park in North Belfast, which has long been a 'contested space'. A steering group was set up bringing together key figures in the local communities to agree on the approach and steps to be taken in both developing the facilities in Alexandra Park and opening the wall. A series of events were organised in the park before the official opening to build up the feeling of normality. This project is an example of the empowerment and enhanced capacity of local communities to work with service delivery agents, policy makers and politicians to bring about positive change. DCP has proven to be a viable and sustainable partnership and has secured £470,000 funding from the International Fund for Ireland to help regenerate derelict sites and the created of shared spaces, highlighting the legacy of the DGiT Project.

Theme 2: Creating Shared Public Space

Due to the high level of segregation within communities and a lack of shared space and services, there is a continuing need for the development and promotion of shared space, particularly in areas of deprivation. This is in keeping with the Peace III objective under Theme 2.2 which aimed to regenerate urban, rural and border areas that appear derelict, segregated, underused, threatening and/or unwelcoming and transform them into shared spaces.

The shared space should be free from sectarian graffiti, flags and emblems and opportunities developed to enhance understanding of cultural identity within all communities.

To create shared space, active and meaningful engagement between the local community and community leaders of key local voluntary and statutory organisations is required to ensure that need is identified and addressed and to ensure ownership and common usage of any new shared space. Efforts should therefore be made to build individual and group capacity (e.g. provide support and training related to civic leadership and community development) to providing the mechanisms through which people can influence local decision-making and work in partnership on common issues.

Peace III Project Example:

The Peace Bridge, officially opened in June 2011, is one of the more iconic projects supported under the Peace III Programme. Derry-Londonderry became an increasingly divided city during 'the Troubles' seeing thousands of Protestants moving away from the west bank. The Peace Bridge has now physically united both sides of the riverbank and its design represents a symbolic handshake across the River Foyle. It is a powerful new symbol for the city, physically and metaphorically, linking communities on both sides and for whom the river had become a significant religious and sectarian divide. The bridge brings the two once divided parts of the city closer together and is a testament to the aims of the Peace Programme, 'People from both the previously divided Protestant and Catholic communities can walk or cycle across it to a vacant military site that is now a shared space for our people. Since it was opened more than one million users have been recorded.

Peace III Project Examples:

As part of Belfast Peace Cluster's PRAP, **Growing Together** and **Grow North** developed community gardens as shared spaces and cross-generation learning environments (sites: Glenbank, Glen Community and Suffolk, Musgrave Park Hospital and the interface area of the Waterworks Park); the **Shared Routes Programme** helped to regenerate four key

aerial routes i.e. Carlisle Circus, North Belfast, Northumberland Street, Shankill, West Belfast, Bridge End/Strand Walk/Newtownards Road, East Belfast and Ormeau Bridge/Embankment, South Belfast; and under the **Community Cohesion at the Local Level** established two shared local area networks (LANs) in Inner South and Inner East Belfast. The LANs comprise community leaders of key local voluntary and statutory organisations.

Peace III Project Example:

The Southern Peace Cluster's 'Encouraging Civic Leadership through Community Engagement' project actively engaged between and within the community and on a cross-border basis, helping to increase the capacity and confidence of the local community to become involved in civic life and influence local decision-making on good relations. The project adopted a community development approach in order to assist with infrastructure development, training and advice/guidance. The benefits of the project included: increased cross-community contact; more cross-border project working; increased vibrancy of local communities; Increased engagement by community leaders in community life; and increased integration of community and statutory working at strategic level on hard issues.

Theme 3: Investment in Education

Addressing Youth Unemployment

The greatest challenge facing young people is that of youth unemployment. In Northern Ireland, statistics reveal that more than one in five of working age population aged 16-24 are classed as not in education, employment or training (NEET). These figures represent around 48,000 of young people – an increase of 10,000 in the last five years which also means the NEET population is growing at a faster rate than the rest of the UK. When the Good Friday Agreement was signed in 1998 Northern Ireland's youth unemployment rate was 11% - latest figures (3 months to January 2013) show a rate of 24%. In Ireland, between 2007 and 2011, unemployment in the 18-24 year olds saw rates rise from 8% to 29% — a near four-fold increase⁸¹. Appendix II provides further employment trends across the eligible area.

The NI Executive's 'Pathways to Success Strategy – Preventing exclusion and promoting participation of young people' delivered by the Department of Employment and Learning (DEL) aims to deliver a three tier package of measures aimed at preventing young people falling into the NEET category in the first place; helping young people in the 16-18 age group, especially those facing barriers; and assisting unemployed young people aged 18-24 more generally. The Department of Education is currently working on developing a new 'Priorities for Youth' Strategy to include a priority on 'Closing the Performance Gap, Increasing Access and Equity', focussing on education priorities of which all are relevant to supporting young people to remain engaged in education and training.

As part of the Good Relations Strategy 'Together: Building A United Community', the NI Executive has also outlined commitments to the development of a United Youth Programme aimed at young people who do not have employment, are not involved in training schemes or in education. The key objectives of the programme include:

- Building better community relations.
- Creating better citizens.
- Giving employment experience and structured volunteer opportunities, supported by a stipend, for a potentially lost generation.

Given the strategic importance placed on addressing NEETs across Northern Ireland and the Border Regions, the Peace IV Programme should consider funding activities to enhance opportunities for young people to gain training and employment in order to divert young people towards constructive

⁸¹ NEETs Young people not in employment, education or training: Characteristics, costs and policy responses in Europe Report 2012.

alternatives. For example: providing joint education and training schemes workplace experience; access to volunteering opportunities working and/or opportunities to meet others in a cross-community setting and confidence and capacity building.

Although many of the young people were not directly affected by the conflict, the legacy of division persists, by providing young people with the skills and confidence to become active citizens and gain employment will help to reduce unemployment and intergenerational unemployment in order to create a stable environment in which to foster peace and reconciliation.

Peace III Project Example:

Tullacmongan / Cavanaleck Cross-border Youth Project delivered programmes and activities to develop self-esteem, capability and employability of young people and minority groups. The cross-border aspect of the project permitted young people from both communities with similar problems and experiences (i.e. underachievement, exclusion, low self-esteem, unemployment, poverty and lack of equality of opportunity) to undertake training opportunities (appropriate to their needs) in a community setting and with the aim of raising their expectations.

Peace III Project Example:

Through CFNI's Prison to Peace Project, training and skills development have been offered to ex-prisoners as well as young people at risk of engaging in anti-social behaviour. Up-skilling, leading to enhanced employment opportunities will contributed to combating poverty. Capacity building of ex-prisoners has been effective in enabling ex-prisoners to enter the labour market. Participating ex-prisoners have gained the required skills and confidence to further their employment opportunities and subsequent re-integration into society.

Shared Education

93% of school enrolments are still in schools that are perceived to be for one community only. To create a more inclusive society, yet results from the NI Life and Times Survey suggest that there is increased support for integration within the education sector with 70% supporting mixed-religion schooling in 2010, which is the highest it has been since baseline (i.e. 61% in 2001), after falling to 62% in 2009.

Shared education is now cemented in the NI PfG 2011-2015 i.e. Under Priority 4 'Building a Strong Shared Community', which commits to ensuring that all children have the opportunity to participate in shared education programmes by 2015 and substantially increase the number of schools sharing facilities by 2015.

The Ministerial Advisory Group on advancing Shared Education, published in March 2013, defines shared education as *"Shared education involves two or more schools or other educational institutions from different sectors working in collaboration with the aim of delivering educational benefits to all learners, promoting the efficient and effective use of resources, and promoting equality of opportunity, good relations, equality of identity, respect for diversity and community cohesion"*. The report recognises the value and contribution that shared education has made to advancing education provision. The recommendations set out in the report reflect a view of shared education as providing a central mechanism for improving the quality of educational provision, expanding the range of opportunities open to children and young people and for preparing them with the skills required to make a full and active contribution to building an **inclusive society based upon respect for diversity and difference**. As such, shared education is not viewed merely as an 'add on' to the mainstream business of education. Rather, it is seen as the key driver for creating and sustaining a world-class education system.

Strategic actions relating to shared education are also outlined in the Good Relations Strategy - Together: Building A United Community, to include: Establishing ten new shared education campuses; and Pilot 100 shared summer schools by 2015. Shared campuses will include clusters of existing schools built in a common area with shared facilities and classes. Shared education is therefore at the forefront of Government's commitment to the development of a shared future.

The Peace IV Programme should include education programmes aimed at developing linkages between schools from different sectors, creating the potential for future joint working, sharing and collaborating.

Early Years

The first years of a child's life are of critical importance for his/her future development and well-being. It is during these early months and years that a high percentage of learning takes place, attitudes are formed, first relationships are made, concepts are developed and the foundation of all later skills and learning are laid.

Under the Peace III Programme, a number of activities aimed at young children were funded and have proven to be a success, for example, the Roots of Empathy Project and the Respecting Differences Programme. The continuation of these projects will help to build upon these successes and to help roll out to a wider catchment area.

Peace III Project Example:

As part of Belfast Peace Cluster's PRAP, the Roots of Empathy (ROE) project led by the Belfast Health and Social Care Trust (the Trust) was aimed at challenging perceptions and attitudes of young children. ROE is an evidence-based not-for-profit programme that has shown a dramatic effect in reducing levels of aggression among school children by raising social or emotional competence and increasing empathy. The core themes of the project are: to engender a positive understanding of diversity; to teach children to respect one another and to build a culture of caring; to develop empathy and to enable children to value inclusion; to value participatory democracy; non-violence and anti-bullying. This programme proved to be a success within Belfast and is likely to be mainstreamed by the Trust.

Peace III Project Example:

As part of Belfast Peace Cluster's PRAP the Media Initiative for Children – Respecting Differences, led by Early Years – the Organisation for Children, proved to be a success. The project delivered training for the Respecting Difference Programme to staff teams and parents from pre-school setting. Each setting received an extensive resource pack of puppets, books, games and jigsaws. This is an intervention programme aimed at improving long term outcomes so that children, practitioners/teachers, parents and communities become more aware of diversity and difference issues and positively change attitudes and behaviours to those that are different.

Promotion of positive Youth Services - non formal educational activities

Positive interaction through activities such as sport, art, language, music should also be encouraged as a means for building relationships between divided communities and to engender a culture of trust and respect for others.

As part of the Good Relations Strategy 'Together: Building A United Community', the NI Executive intend to develop and roll out a cross-community Youth Sports Programme, which will initially be piloted at urban and rural interface and contested space areas with a view to rolling it out across our society.

Peace III Project Example:

Football is being used as a hook to bring the divided communities together. Sport, and in particular soccer, has tremendous reach and with support from Peace III, the Irish Football Association's *Football For All* project has one hundred staff who are working with 53 local football clubs to promote a message of mutual respect. The project is helping local clubs reconnect with the communities. Even a cross-community football team, Limestone United, has been set up to encourage youngsters from both sides to work together as a team.

Peace III Project Example:

Castle Saunderson – All Ireland Scouting/Jamboree Centre: The construction carried out on the Castle Saunderson Estate has allowed the 103 acres (70 are covered in grass, 25 are wooded and the remaining 8 acres are lake and waterway) to provide a high standard of camping and associated outdoor activities (e.g. orienteering, water-sports, climbing/abseiling; nature/environmental studies etc.). Castle Saunderson aimed to provide a neutral space in natural surroundings where young people can meet and engage with each other in a non-threatening environment.

Initiatives implemented encouraged participants to develop further understanding of other races and religions and included training in the following areas; Active Citizenship, Inter-culturalism and Peace and Reconciliation. This training was delivered to all young people who attended the facility on a regular basis and to those who stay in the facility for three days or more. Interventions included outdoor activities which encouraged young people to develop their own abilities and highlighted the importance of keeping fit. Activities included: camping; climbing/abseiling; pioneering projects; water activities; archery; nature/environmental studies; drama; and active citizenship.

Theme 4: Acknowledging and dealing with the past

As stated in Section 3.3.1, the adoption of an agreed definition of reconciliation applied as a framework to underpin the development of the Peace Programme should be continued. *Acknowledging and dealing with the past* is one of the key strands of this definition.

Recommendation:

- There is a need to build on the initiatives specifically designed for victims and survivors developed as part of Peace III Programme (under Theme 1.2) in a way that both furthers progress to reconciliation and ensures that lessons are learned for the benefit of future generations.

Research by the Commission for Victims and Survivors for Northern Ireland ('The Commission')⁸² found that:

- Conflict-related events have been a 'major traumatic stressor for the population' with an estimated 39% of the adult population or 524,000 individuals having experienced one or more Troubles-related traumatic event;
- Approximately 18,000 individuals who had experienced a conflict-related event met the criteria for 12-month posttraumatic stress disorder (PTSD);
- Almost 44% of individuals who experienced a conflict-related traumatic event had a 'post-conflict' disorder following their first experience of conflict (i.e. had a disorder that first developed after their first experience of conflict); and
- Individuals who experienced any conflict-related traumatic event were more likely to have had any lifetime anxiety, mood, substance or impulse-control disorder compared to those who experienced a non-conflict-related event and those who had not experienced a traumatic event.

⁸² Commission for Victims and Survivors (2011) *Troubled Consequences: A Report on the Mental Health impact on the civil conflict in Northern Ireland*, University of Ulster/NICCT/Compass

The Commission's Comprehensive Needs Assessment (CAN, February 2012) identified seven areas of need, and prioritised their importance, based on the research undertaken and the commission's knowledge and expertise. The seven areas of need identified were as follows: health and well-being; social support; individual financial needs; truth, justice and acknowledgement; welfare support; trans-generational issues and young people; and personal and professional development.

Recommendation:

- Given the new infrastructure for the V&S sector in Northern Ireland, it is important that the current and any future Peace IV Programme takes into account findings from the Commission's CNA, which provides a detailed evidence base for the funding of programmes in the future. The learning can also be transferred to the Border Regions which do not have similar structures in place.
- It is important that the Peace Programme complements and does not duplicate services provided by the new V&S service.

An interesting proposal has been put forward by the Commission (reflecting the views of victim and survivors groups), as per their response to SEUPB's European Territorial Co-operation 2014-2020 Consultation, to develop a 'world renown Regional Trauma Centre located in Northern Ireland and the Border Region' aimed at tackling issues of conflict related trauma on a holistic, multi-disciplinary and multi-agency approach. Further research and consideration would be required to assess feasibility of such a proposal.

The Peace IV Programme should consider focusing on alleviating trauma in the youth population to break the cycle of trauma within families. Barnardo's published a report examining the impact of the 'troubles' on young people. It stated that more help should be provided for young people 'traumatised by sectarian violence'. The report highlighted the need for more youth professionals to be trained to support people living in conflict areas⁸³. Intergenerational transmission of trauma, where parents can transmit their own experiences of conflict onto their children, is currently affecting children across Northern Ireland and the Border Region.

Peace III Project Example:

WAVE Trauma Centre's Back to The Future Project aimed to enable and effectively equip young people affected by trauma to engage in building peace in their immediate environment as well as in their larger communities. The project provided support services to children and young people affected by 'the Troubles' in centres across Northern Ireland, to include: Counselling; One to one befriending; Educational support and group work based on the principles of play and art therapy; Storytelling; Citizenship; Personal and social development; Broadening horizons. WAVE's Youth STAR (Strategies for Trauma Awareness and Resilience) pilot programme, which was part of the Global Peace-builder programme, also proved to be effective. As a result of this programme, the young people developed skills in team work and communication as well as developing their self-confidence and a sense of self-identity. The youth were able to access platforms to showcase their talents within their communities who in turn were helped to view the young people in a positive light whilst also understanding the realities of their stories.

Peace III Project Example:

Healing Through Remembering - Whatever You Say, Say Something (WYSSS) Programme: Through the facilitation of events assisting victims and survivors and conflict resolution workshops, the WYSSS Programme focused on acknowledging and dealing with the conflict through: developing more public and or structured processes of engagement at community level; engaging with organisational policy and decision-makers; and informing and guiding political leaders and subsequently reflecting on and scrutinising the implementation of decisions taken.

The WYSSS programme offered opportunities for conversations considering a wide range of issues around dealing with the past. HTR's trained facilitators worked with groups and organisations to identify their interests for these conversations. Saying something about the past can help to create a more peaceful future, while saying nothing can help to maintain divisions. Dealing with the past is

⁸³ Barnardo's, 2004 cited in Children and Young People Now, 2004

about addressing 'what occurred'; in relation to the conflict. Individuals and community have survived the conflict in a context of 'whatever you say say nothing'. The challenge is to find ways to discuss both the political and personal issues that are safe for individuals and communities. If embraced in an appropriate manner, dealing with the past can present a real opportunity for individuals and communities to deal with - and overcome - the divisions of the past and be better prepared for shaping a more peaceful future.

12.4 Operational Structure

A '**Community-led Local Development**' (CLLD) approach is advocated by the EC, as per legislative proposals for cohesion policy for 2014-2020.

The EC proposes a single methodology regarding CLLD for the Common Strategic Framework (CSF) Funds⁸⁴, which:

- focuses on specific sub-regional territories;
- is community-led, by local action groups composed of representatives of local public and private socio-economic interests;
- is carried out through integrated and multi-sectoral area-based local development strategies, designed taking into consideration local needs and potential; and
- includes innovative features in the local context, networking and, where appropriate, co-operation.

The CLLD proposals will:

- encourage local communities to develop integrated bottom-up approaches in circumstances where there is a need to respond to territorial and local challenges calling for structural change;
- build community capacity and stimulate innovation (including social innovation), entrepreneurship and capacity for change by encouraging the development and discovery of untapped potential from within communities and territories;
- promote community ownership by increasing participation within communities and build the sense of involvement and ownership that can increase the effectiveness of EU policies; and
- assist multi-level governance by providing a route for local communities to fully take part in shaping the implementation of EU objectives in all areas.

Based on the Peace III Programme, the local delivery structures and the development of peace and reconciliation local action plans (PRAP) worked well. If these structures are to be continued, local government reforms (Ref: Section 4.2.2.7, Figure 4.1) should be taken account – therefore in Northern Ireland the programme would be delivered by 11 councils and by 6 County Councils in the Border Region of Ireland. Local authorities, both north and south, are committed to the continuation of local delivery structures, as evidenced by feedback:

- **NI Local Government Association (NILGA)** – NILGA consulted with all 26 member councils through a variety of informal, formal and workshop related discussion on the future direction of the EU Operational Programmes 2014-2016 – the key points emerging from the consultation process highlighted the support for change offering councils greater co-ordination and local autonomy underpinned by an are based, plan led system. Clear support for sub delegated authority to be offered was also reflected, enabling budget, programme design, implementation and monitoring to be determined by councils. The solution is designed around the new 11 council model.

⁸⁴ 'CSF Funds' include: The European Regional Development Fund (ERDF), the European Social Fund (ESF), the Cohesion Fund (CF), the European Agricultural Fund for Rural Development (EAFRD) and the future European Maritime and Fisheries Fund (EMFF)

- **County Councils** – Based on responses provided by County Councils to the European Territorial Co-operation 2014-2020 Consultation document, there is also support from local authorities in the Border Region to continue deliver the Peace IV Programme. The local government reforms (Putting People First) proposes the establishment of new county socio-economic committees within each local authority. Representation will include statutory bodies, community and voluntary representatives together with key local authority staff and councillors. This structure conforms with the criteria relating to delivery through the CLLD approach.

Going forward, local authorities would be required to work through an inclusive partnership structure. This would require the development of **local action groups** made up of representatives of local public and private socio-economic interests, such as entrepreneurs and their associations, local authorities, neighbourhood or rural associations, groups of citizens (such as minorities, senior citizens, women/men, youth, entrepreneurs, etc.), community and voluntary organisations.

The EC also advocates the development of **local development strategies** as a key component of CLLD. As part of the Peace III Programme, Peace Clusters and County Council lead partnerships developed and implemented PRAP. As part of the Peace IV Programme, key lessons emerging from the development of PRAP should be considered and funding awarded to local action groups that can demonstrate their ability to 'push boundaries' and build upon achievements gained in Peace III.

In terms of regional projects (to include activities that are not devolved to local authorities), it is difficult to recommend a future operational structure in terms of specific delivery agents until thematic concentration of the Peace IV Programme is agreed. However, given the reduced budget and increasing focus on large-scale strategic projects, departments with the required experience and capacity to deliver should be considered e.g. given the focus on education, young people and increasing employment opportunities - the following departments and agencies could be considered: Department of Education; the Department of Employment and Learning, the Department of Children and Youth Affairs, Invest NI.

Simplification

For the Peace IV Programming period, the EU is modernising its financial procedures in order to better serve the achievement of the objectives of Europe 2020. The changes focus on three areas: **Simplification**: cutting red tape, speeding up procedures and shifting the focus from paperwork to performance i.e. focus on results; **Accountability**: ensuring enhanced sound financial management and the protection of the EU's financial interests; and **Innovation**: introducing financial mechanisms which will enable the mobilisation of third-party funds as leverage on EU funds.

Examples of simplification methods include:

- Harmonisation of rules with other CSF Funds
- More flexibility in the set-up of programmes and systems
- Increased proportionality
- Legal certainty through clearer rules
- More efficient delivery and lighter reporting
- Reducing the administrative burden for beneficiaries
- A move towards results-based management
- e-Cohesion (allows beneficiaries to submit to programme authorities and to store all information electronically)

- Simplification of European Territorial Co-operation (main developments include the possibility to cover 15% of staff costs with a flat rate payment, more harmonised eligibility rules, and the fusion of the functions of the Managing Authority and Certifying Authority)

"In total, the Commission has proposed over 120 simplifications to the rules governing European Union funding for SMEs, towns and regions, students, scientists and also NGOs working in the area of development aid. They include: a reduction in the overall number of programmes, more coherence and clarity of rules, clearer objectives and indicators, simplified forms of grants and a decisive move towards a faster delivery of payments. These are direct measures to ensure smoother and faster access to EU funding for applicants, so that money can be more efficiently mobilised in order to boost the European economy and jobs." José Manuel Barroso, President of the European Commission

The EC's proposals aim to: Deliver the Europe 2020 strategy objectives of smart, sustainable and inclusive growth; Focus on results; and Maximise the impact of EU funding.

It is up to the Member States to agree an approach to the delivery of the Peace IV Programme to ensure that the objectives of Europe 2020 Strategy are met and that procedures imposed on beneficiaries are simplified as part of an outcomes focused approach.



Special EU Programmes Body
Foras Um Chláir Speisialta An AE
Boord O Owre Ocht UE Projects

Special EU Programmes Body:
Mid-Term Evaluative Study of the Experiences of the
Peace III Programme to date
Including Implications for a Peace IV Programme

APPENDICES

June 2013

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Appendix I

Evolution of the Peace Programme

Table I.1: Overview of Peace Programmes

Theme	Peace I Programme	Peace II Programme	Peace II Extension Programme	Peace III Programme
Period	1995-1999	2000 - 2004	2004 - 2006	2007-2013
Allocation	EU Contribution €500m National Contribution €167m Total: €667m	EU Contribution €531m National Contribution €304m Total: €835m	EU Contribution €78m National Contribution €82m Total: €160m	EU Contribution €225m National Contribution €108m Total: €333m
Eligible Area	Northern Ireland & Border Areas, 6 counties of NI and 6 border counties of IRL, 25,691sq km	Northern Ireland & Border Areas, 6 counties of NI and 6 border counties of IRL	Northern Ireland & Border Areas, 6 counties of NI and 6 border counties of IRL	Northern Ireland & Border Areas, 6 counties of NI and 6 border counties of IRL
Funding	ERDF, ESF, EAGGF, FIGF	ERDF, ESF, EAGGF, FIGF	ERDF, ESF	ERDF
Delivery Structure	DFP/DPER (formerly Dept. of Finance, DoF)	SEUPB		SEUPB
Local Dimension	64 Implementing Bodies <ul style="list-style-type: none">- 20 Government Departments- 12 Intermediary Funding Mechanisms (IFMs) (i.e. 8 Intermediary Funding bodies (IFBs) and 4 sectoral partners	56 Implementing Bodies <ul style="list-style-type: none">- 12 Government Departments- 12 IFBs		Accountable Departments: NI – DFP, OFMDFM, DSD, IRL – DECLG, DPER
	- 32 local delivery structures (26 District Partnerships in NI and 6 County Council Led Taskforces (CCTF) in Border Region	- 32 local delivery structures (26 Local Strategy Partnerships (LSPs) and 6 CCTFs		2 Implementing Bodies: JTS and the Consortium (CRC and Pobal) 14 local delivery structures (7 Peace Clusters and a standalone Belfast Peace Partnership in NI and 6 County Council Lead Partnerships in the Border Region)
Advisory	<ul style="list-style-type: none">• Consultative Forum• Management Committee - representatives of the EC, consultative forum (advisory role) & implementing bodies.• Monitoring Committee• Northern Ireland Partnership Board	<ul style="list-style-type: none">• North/South Ministerial Council• Monitoring and Evaluation Working Group• Monitoring Committee• Distinctiveness Working Group• Project Selection Panels• Regional Partnership Board		<ul style="list-style-type: none">• North/South Ministerial Council• Monitoring and Evaluation Working Group• Monitoring Committee• Steering Committee
Target Groups	Targeting actions on the most vulnerable groups and deprived. Directed towards the creation of jobs and also recognised the importance of those who benefit from the creation of those jobs, with a particular emphasis on reducing disadvantage.	Victims of the conflict; Ex-prisoners and their families; Displaced persons; Former members of the security and ancillary services; Young people, women and older workers insofar as they have been prevented from fulfilling their potential.		Victims of the Conflict; Displaced Persons; Women; Children; Older People; Minority Communities; Ex-prisoners and their families; Former members of the security and ancillary services; Public Organisation; Community & Voluntary Organisation; and Private Organisation
Aim	To reinforce progress towards a peaceful and stable society and to promote reconciliation by increasing economic development and employment, promoting urban and rural regeneration, developing cross-border co-operation and extending social inclusion.	To reinforce progress towards a peaceful and stable society and to promote reconciliation <ul style="list-style-type: none">• Objective 1: Addressing the Legacy of the Conflict• Objective 2: Taking Opportunities Arising from Peace• Sub-objective: Promoting actions that will 'pave the way to reconciliation'.		To reinforce progress towards a peaceful and stable society; To promote reconciliation in Northern Ireland and the Border Region

Theme	Peace I Programme	Peace II Programme	Peace II Extension Programme	Peace III Programme
Programme Structure	6 Priorities, 8 Sub Programmes, 32 Measures Priorities: 1. Employment 2. Urban Regeneration 3. Rural Regeneration 4. Cross border development 5. Social inclusion 6. Productive investment and industrial development	6 Priorities, 34 measures & 22 Sub-measures Priorities: 1. Economic renewal 2. Social integration, inclusion and reconciliation 3. Locally based regeneration and development 4. Outward and forward looking region 5. Cross-border co-operation 6. Technical Assistance		2 Priorities & 4 Themes 1. Reconciling communities • Building positive relations at a local level • Acknowledging and dealing with the past 2. Contributing to a shared society • Creating shared public spaces • Develop key institutional capabilities for a shared society.
Horizontal / Cross-cutting Themes	6 Principles (Additionality, Targeting, Partnership, Bottom-up approach, Complementarity, Equity & Balance)	Originally 10 Horizontal Principles - reduced to 5 Horizontal Principals & 5 Guiding Principles (reduced complexity of selection process)		Five Cross-Cutting Themes: Cross-Border Cooperation; Equality of Opportunity; Sustainable Development; Impact on Poverty; and Partnership
Application Process	Two-stage appraisal process, particularly for medium and larger grant applications. Larger grant applications were often subject to external appraisal.	Part A and Part B of the Peace II Application Form were designed to facilitate the completion of applications electronically. The length of the application form was reduced. Rejections followed up with letter and debrief. Approvals were scored and appraised where applicable before letter of offer. NB. Economic appraisal applicable for projects over £250,000. Measuring distinctiveness became a feature of Peace II and projects were asked to demonstrate how they would contribute to 'building reconciliation'. However, this was not given high prominence in the programme and it wasn't until the Peace II Extension that a definition of 'reconciliation' was agreed. The weighting for reconciliation in the project selection process was increased from 6% in Peace II to 20% in the Peace II Extension.		Stage 1 – Basic eligibility check consisting of eligibility criterion. Stage 2 – Full appraisal and scoring. Economic appraisal applicable for projects over £1m (raised from £500,000 in November 2012). Unsuccessful applicants can request a de-briefing. Peace III projects are selected and awarded funding based firstly on of meeting the programme, priority and theme specific objectives (60% weighting) which are directly linked to 'reconciliation' and secondly on the basis of efficiency and effectiveness and will have due regard to the cross-cutting themes (40%).
	On average, it took just over five months to process an application in the Peace I Programme, those subject to an economic appraisal nine months	The average number of days from 'date submitted to date Letter of offer issued' was 157 days (22 weeks) for Government Departments, 163 for IFBs (23 weeks) and 111 days (16 weeks) for LSPs/CCTF.		The average application processing time across all themes is 56 weeks, above the EC's recommended 39 weeks. The length of assessment time is dependent on the level of approval required and whether the relevant accountable department (Ref: Section 4.3.1).

Theme	Peace I Programme	Peace II Programme	Peace II Extension Programme	Peace III Programme
Outputs	<ul style="list-style-type: none"> Of the 31,000 applications, 15,000 received funding and over 60% was awarded to disadvantaged areas. Over 5,000 had a social inclusion remit reaching over 800,000 participants or almost 38% of the population in NI and the Border Region of Ireland Almost one-third of all grants awarded in Northern Ireland and over one-quarter awarded in the Border Region were small grants (£3,000 or less). While this represented only 2% of the overall programme expenditure (c18,000 grants) small grants played an important role in helping a wide variety of marginalised groups access funding for the first time. Two-thirds of all projects were cross-community and over 50,000 participants engaged in cross-border activities for the first time. 	<ul style="list-style-type: none"> Peace II Projects supported – 7,100 Programme participants - 868,420 Individuals participating in cross-border activities - 161,559 Individuals participating in Reconciliation projects - 42,772 Number of groups involved in Reconciliation Projects - 1,638 Individuals gaining qualifications - 100,767 Individuals entering or progressing in employment, education and training -77,652 		<p>On completion of the programme Peace III will have supported around 400, mostly large scale, strategic projects. 214 projects funded to date (31st December 2012).</p> <p>Achievements against output indicators: (to be verified):</p> <ul style="list-style-type: none"> Programmes developed and implemented -2,031, Target 34 Participants at events that address sectarianism and racism or deal with conflict resolution – 308,214, Target 92,742 People in receipt of trauma counselling 7,164, Target 5,645 Participants at events assisting victims and survivors 35,229, Target 28,552 Conflict resolution workshops 1,966, Target 1,393 Participants at conflict resolution workshops 23,144, Target 12,732
Benefits/Impacts	<ul style="list-style-type: none"> Between 60-70% of participants in training and development projects achieved a positive outcome, measured by progression to employment, further/higher education or training. The total net job creation outcome for the Programme is estimated to have been in the region of 7-8,000 jobs. The community and voluntary sector received an employment boost of over 6,000 posts Just over 13% of the projects said that they had created new cross border linkages or networks. These projects also claimed that they had enabled over 50,000 participants to engage in cross-border activities for the first time. Increased awareness of the need for reconciliation. Opportunity to support macro-level political developments through a variety of initiatives at local /community level. 	<ul style="list-style-type: none"> Many thousands of people received qualifications through new training About 2,000 jobs were created Supported activities in areas, sectors and groups affected by the conflict Contribution towards building peace and reconciliation A greater understanding of the legacy of the conflict A greater sense of community pride Positive health and social well-being Development of cross-community contacts Provision of enhanced levels of community capacity and infrastructure Town centre regeneration Increased awareness of tourism potential Increased cross-border travel Facilitation of cross border development New ways of working together Promotion of innovation Catalyst for development Improved levels of social capital Improved relations between stakeholders in local economic development Greater cultural awareness Revitalisation of communities Enhanced opportunities for integration through children's activities and sport Increased confidence in smaller communities 		<p>Achievements against impact indicators (31 Dec 2012):</p> <ul style="list-style-type: none"> Increase in the percentage of adults who think relations between Protestants and Catholics are better than they were 5 years ago (2005: 52%; 2009: 60%; 2010: 62%) Increase in the percentage of people who think that there are less Loyalist murals and flags on display these days than there were 5 years ago (2005: 17%; 2009: 34%; 2010: 36%) Increase in the percentage of people who think there are less Republican murals and flags on display these days than there were 5 years ago (2005: 23%; 2009: 40%; 2010: 40%) Percentage of people who think the neighbourhood where they live is a neutral space (Always/ Sometimes 2005: 88%; 2009: 89%; 2010: 86%)

Theme	Peace I Programme	Peace II Programme	Peace II Extension Programme	Peace III Programme
Monitoring	The evaluation model had three key elements: The conceptual model, providing an overarching route-map for analysis of the programme; Descriptive indicators framework, identifying the data requirements for the evaluation; <i>and</i> Quantitative and qualitative performance indicators	Monitoring and evaluation framework. Implementing bodies were required to complete distinctiveness reports, examining progress towards peace building and identifying impact A range of indicators (Programme, Priority, Measure and Context Indicators) were developed. Recognition of further work required to develop the indicators. A key experience gained from Peace I was that aims and objectives and performance / impact indicators should be developed to reflect these objectives in advance of commencement of a programme.		Aid for Peace Approach

Appendix II

Socio-Economic Profile of Northern Ireland & the Border Regions of Ireland

Socio-Economic Trends – Northern Ireland & Border Region

The socio-economic profile of Northern Ireland and the Border Region of Ireland are presented below:

Profile of Northern Ireland

A Peace Monitoring Report was published in 2012⁸⁵ which assessed Northern Ireland society according to four key domains: the sense of security; equality, political progress, and the degree of cohesion and sharing. The report concluded that: the political institutions are secure, that the level of violence is down, and that Northern Ireland has seen the emergence of a new, confident and neutral urban culture. However, it also concluded that paramilitarism remains an active threat, the society is still very divided in its schools and housing, the policing deal is not secure and there has been no strategy for reconciliation or for dealing with the past.

Population⁸⁶

- The population in Northern Ireland has increased by 7.5% (125,600) between 2001 and 2011, from 1,685,267 to 1,810,863 respectively.
- 1.8% (32,400) of the usually resident population of Northern Ireland belonged to minority ethnic groups in 2011, more than double the proportion in 2001 (0.8%).
- In 2011, 45% of the population were either Catholic or brought up as Catholic (increased by 1%), while 48% belonged to or were brought up in Protestant, Other Christian or Christian-related denominations (decreased by 5%). A further 0.9% belonged to or had been brought up in Other Religions and Philosophies, while 5.6% neither belonged to, nor had been brought up in, a religion.

National Identities

- In 2011, 40% of usual residents had a British Only national identity,
- 25% had Irish Only and 21% had Northern Irish Only.
- 48% of people usually resident in Northern Ireland in 2011 included British as a national identity, while 29% included Northern Irish and 28% included Irish.

Integration & Segregation⁸⁷

- Data from the 2011 census shows that only 37% of electoral wards are now single identity, as defined by having 80% or more from one community background. This compares with over 50% having a single identity in the 2001 census. There has also been an increase in wards with mixed identity, where neither community has more than a 50% share of housing.
- In 2000, 73% of Catholics and 67% of Protestants would prefer to live in a mixed neighbourhood, increasing to 80% and 77% respectively in 2008.
- The level of preference for working in a mixed-religion workplace has been consistently high and in 2010, at 94% is at its highest since the baseline was taken (i.e. 88% in 2005).
- 70% support mixed-religion schooling in 2010, which is the highest it has been since baseline (i.e. 61% in 2001), after falling to 62% in 2009.
- The percentage of young people who worry about being assaulted due to religion has decreased from 24% in 2007 to 16% in 2010⁸⁸.
- Whilst there are interesting experiments in shared housing and shared education, 92.5% of school enrolments are still in schools that are perceived to be for one community only, and 90% of social housing is for single identity communities.

⁸⁵ Peace Monitoring Report, Paul Nolan February 2012

⁸⁶ Northern Ireland Census, 2011

⁸⁷ NI Life and Times Survey, 2010

⁸⁸ Young Persons Behaviour and Attitude Survey, 2010

Security Situation & Crime

- During 2011 there was one security-related death, one fewer than in 2010, compared to 18 in 2000/2001⁸⁹.
- In 2011 there were 60 shooting incidents, a 26% reduction from 2010 (compared to 355 shooting incidents in 2001). There were 65 bombing incidents, a reduction of 28% from 2010 (compared to 349 bombing incidents in 2001)⁹⁰.
- In 2011/12 the number of households presented as homeless due to intimidation has fallen by 33% to 462 from the previous year. This is significantly lower than the baseline of 880 recorded in 2005/06⁹¹.
- The proportion of expenditure on public order and safety in Northern Ireland increased by 19% from £1,367,000 in 2007-08 to £1,626,000 in 2010-2011⁹².

Victims & Survivors of the Conflict

- 11% of the population have been bereaved as a direct consequence of the conflict. Overall, 30% of the population have been directly affected by the conflict either through sustaining a physical injury, bereavement or experiencing a traumatic event (directly or as a carer)⁹³.
- 39% of the adult population have been exposed to one or more traumatic events associated with the civil conflict⁹⁴.

Community Relations

- Between 2005 and 2010, increased proportions of Protestants and Catholics believed that relations between the two communities are better now than five years ago i.e. 2010 (62%) is broadly similar to that in 2009 (60%), and is 10% higher than in 2005 (52%)⁹⁵.

Racism⁹⁶

- Opinion on the extent of prejudice against minority ethnic groups in five years time is the same as that in 2009 with 30% of people believing there will more racial prejudice than there was in 5 years time.
- In 2010, 44% of respondents agreed that people from minority ethnic communities are less respected than they once were. This is the same as the 2008 figure, and a much less negative perception than in 2009 (51%).
- In 2010, 32% of respondents were 'a little' or 'a lot' prejudiced against people from a minority ethnic community. This maintains the increase in levels of prejudice first identified in 2007.
- There was a fall in the proportion of respondents who think there is more racial prejudice in Northern Ireland now compared with five years ago – 47% in 2010, compared with 61% in 2009.
- The percentage of young people who worry about being assaulted due to race or skin colour has decreased from 13% in 2007 to 8% in 2010⁹⁷.

⁸⁹ Police Service of Northern Ireland (PSNI), 2011

⁹⁰ PSNI, 2011

⁹¹ Northern Ireland Housing Executive (NIHE), 2011/12

⁹² Northern Ireland Net Fiscal Balance Report 2009-10 And 2010-11 (November 2012)

⁹³ Omnibus Survey, 2010

⁹⁴ The Troubled Consequences Report, CVSNI, 2011

⁹⁵ NI Life and Times Survey (NILT), 2010

⁹⁶ NILT, 2010

⁹⁷ Young Persons Behaviour and Attitude Survey, 2010

Recession – Northern Ireland

- Until the beginning of the economic downturn in 2008, the Northern Ireland economy had experienced a period of comparatively strong economic growth. Between 2000 and 2009 the average rate of growth in Northern Ireland was marginally above that of the UK as a whole (5.5% compared to 5.4%)⁹⁸.
- The Northern Ireland budget April 2011 to 2015 was negatively impacted by the significant reduction in the levels of funding available as a result of the UK Government's deficit reduction plan. The challenges presented by the downturn and the Spending Review outcome were also compounded by the severity of the recession and financial crisis in the Republic of Ireland which is a significant destination for Northern Ireland exports. Reduced demand conditions inevitably impacted on local businesses selling to that market. The Economy has contracted by 1% in 2012 but is expected to show growth of 0.4% during 2013⁹⁹.

Economy

- The Northern Bank/Oxford Economics Quarterly Sectoral Forecast report (November 2012) estimates that the local economy experienced a contraction of 0.2% during Quarter 3 and has probably contracted by 1% over the course of the entire year (2012). The local economy is expected to grow by 0.9% during 2013.
- There are an estimated 847,000 persons, aged 16-64, economically active in NI at July - September 2012, up 96,000 from ten years ago. The seasonally adjusted 16-64 economic activity rate is 73.1, compared to the UK rate of 77.4%.
- The GVA for Northern Ireland for 2010 is £28,162 million. This represents £15,651 per head of population. Provisional data for 2011 states that the GVA per head of population is £15,696. The Northern Ireland GVA per head of population figure is 76.4% of the corresponding UK figure, a decrease from 80% in 2001¹⁰⁰.
- At 31 March 2012, there were 67,480 businesses in Northern Ireland which were either VAT registered or operating a PAYE scheme (67,955 at 31 March 2011).
- Average gross weekly household income in Northern Ireland increased by 14% between 2002 - 03 and 2005 - 06 before falling by 8% between 2005 - 06 and 2007 - 08.
- Overall there were increases in income across the income distribution in the period from 2002-03 to 2009-10. However, between 2009-10 and 2010-11 Northern Ireland experienced decreases across the income distribution both before and after Housing Costs. This is consistent with the UK trends for income distribution over the same period.¹⁰¹
- There has been a widening of the gender pay gap for all employees in NI. Female median hourly earnings excluding overtime were some 90.3% of male earnings (compared to 91.2% a year earlier and 77.6% in 1997).¹⁰²

Employment and Unemployment

- Between 2007 and 2011, employment rates in Northern Ireland fell from 67.9% to 67.4%, whilst UK employment rates fell from 72.9% to 70.5%. This reflects the recession in the UK during this period, however, in 2011, NI employment rates started to increase, from 65.7% to 67.4%. NI employment rates have been consistently below the UK average between 2007 and 2011.
- The seasonally adjusted unemployment rate in NI for 2012 (7.6%) is unchanged from the previous quarter and up 0.4 percentage points from the previous year. The latest NI rate is below the UK (7.8%) and European (10.5%) average rates¹⁰³.

⁹⁸ www.northernireland.gov.uk/revised_budget_-_website_version.pdf

⁹⁹ Danske Bank chief economist Angela McGowan - growth in the Northern Ireland economy

¹⁰⁰ Office for National Statistics (ONS), 2010

¹⁰¹ Northern Ireland Households Below Average Income 2010/11 report

¹⁰² Results from the Northern Ireland Annual Survey of Hours and Earnings 2012 First Published 22 November 2012 Revised 22 November 2012

- The unemployment rate for the period February-April 2013 was estimated at 7.8%. This decreased by 0.6 percentage points over the quarter and increased by 0.7 percentage points over the year. The latest NI unemployment rate was the same as the UK average of 7.8%. The UK rate remained the same over the quarter and decreased by 0.4 percentage points over the year. The NI rate remained below the European Union (10.9%) and Republic of Ireland (14.1%) rates for March 2013¹⁰⁴.
- Unemployment in the 18-24 year old bracket in February to April 2013 was 19.0% down from 23.8 in the previous quarter but still up on the same quarter in 2012 and 2011 and 2010 at 21%, 16.5% and 16% respectively¹⁰⁵.
- The number of employee jobs fell by 34,110 between June 2008 and September 2010, taking the figure back to just above the level reported in June 2005 approximately 690,000¹⁰⁶.
- A considerably large proportion of the local working age population is inactive (28.4%) when compared to the rest of the UK (23.4%).
- Northern Ireland services sector output reached its peak in Quarter 2 (Q2) 2007. In total, local services sector output has fallen by 13.6% from its peak. The main sector behind this decline has been financial and business services, which has contracted by 39.6% from the high recorded in Q2 2007.
- The service sector has been the major driver of employment growth in the local economy throughout the last decade. However, the contraction in service sector output has reversed this trend.
- Private sector employment fell by 37,400 from its peak in Q2 2008 to stand at 475,650 in Q3 2010. Within the service sector, wholesale & retail trade has experienced the largest number of job losses since Q2 2008 (at 6,590). Administrative & support service activities, and information & communication also experienced large declines in employee jobs over the period – 2,650 and 1,990 respectively.
- Construction output reached its peak in Q4 2006, with strong growth of 9.6% in the year preceding this. By Q2 2008, construction output in Northern Ireland had fallen by 6.4% from this high as the property market in Northern Ireland deteriorated, with a total decline of 24.4% up to Q3 2010. This deterioration has also led to a significant reduction in both employment and self-employment in the sector. From Q3 2008 to Q3 2010 employee jobs in the construction sector have declined by 9,940 (24%).
- Self-employment in the construction sector declined by 3,000 (9%) over the same period.
- Between 2007 and 2011, the number of people unemployed increased by 82% and 65 % in Northern Ireland and the United Kingdom respectively. This reflects the weakening of the labour market during the recession. Between 2007 and 2009, the unemployment rate increased by two percentage points with a further increase of two percentage points between 2009 and 2010. In 2011, unemployment in Northern Ireland had started to decrease, by one percentage point. During this period (with the exception of 2010), the NI unemployment rate was lower than the UK rate.
- Long-term unemployment (LTU) has been a persistent problem in Northern Ireland and has been consistently higher than in the rest of the United Kingdom over the period 2007 to 2011. In 2010, the NI rate was 46.6%, an increase of almost seven percentage points over 2009. However, in 2011 the NI LTU rate has fallen to 40.3%.

¹⁰³ LFS July - September 2012

¹⁰⁴ Department of Finance and Personnel Press Release June 2013.

¹⁰⁵ Department of Enterprise Trade and Investment Unemployment statistics by Age.

¹⁰⁶ Northern Ireland Budget 2011-2015

Poverty

- The overall level of relative poverty in Northern Ireland decreased between 2009/10 and 2010/11. Though this decrease was more marked for some population groups than others. The overall long term trend has remained fairly static, with approximately one fifth of the population in relative poverty in any given year from 2002 to 2011¹⁰⁷.
- 170,000 people (12% of all adults) have no money left after paying their bills, while 670,000 (44%) have less disposable income than this time last year, 2011.¹⁰⁸
- Of the 35% of adults (493,000) who have less than 5% of their income left over after they pay their bills, over 400,000 worry about their ability to meet unforeseen expenses, while 296,000 fear about coping if income tax or welfare rates were to change.¹⁰⁹

Family Resources Surveys

- In 2011, the total number of visitors to Northern Ireland fell by 7,000 (0.4%) from the previous year to 1,875,000. This is an 11% decrease from the 2007 peak number of visitors (2,107,000).

Profile of the Border Region

Population¹¹⁰

- The Border Region population was 514,891 persons in 2011 which is 11.2% of the Republic of Ireland overall population. This was an increase of 10% (46,501) between 2006 and 2011, from 468,381 to 514,891 respectively.
- Population growth in the region was 9.9% compared to state growth of 8.3% over the last inter-censal period.
- The region is considered a rural region with a low population density of 42 persons per Km² when compared with the state average of 67 persons per km².

National Identities¹¹¹

- 89% of the population in the Border region are Irish. The most popular non-Irish nationalities present in the Border Region are from the UK (3.1%) and Poland (1.8%).
- A study of the nationalities of residents living in census towns shows that there were twenty five towns in Ireland where more than one in four residents were non-Irish nationals, with Cavan Town appearing at the top of the group.

Recession – Republic of Ireland

- Ireland was the first euro zone country to officially enter recession in September 2008, 2009 ended with a 10.7% contraction in the economy. The year-on-year decline in growth rates was less severe in 2011 with a decline of 2.5% overall¹¹².

Economy

- Detailed annual national accounts show that Gross Domestic Product (GDP) increased by 1.4% in constant prices between 2010 and 2011. Gross National Product (GNP), on the other hand, fell by 2.5% over the same period.¹¹³

¹⁰⁷ NISRA bulletin Poverty in Northern Ireland:2010/11

¹⁰⁸ ILCU Household Income Tracker 2012

¹⁰⁹ ILCU Household Income Tracker 2012

¹¹⁰ Profile of the Border Region Report

¹¹¹ Profile of the Border Region Report (February 2013)

¹¹² National Strategic Report 2012 Ireland (February 2013)

¹¹³ Central Statistics Office - National Income and Expenditure Annual Results for 2011

- The potential of progressing a 'Border Development Zone' has also been acknowledged on both sides of the Border and could help drive economic development by co-operation and sharing successful ideas.¹¹⁴
- The numbers of people in employment in the region have declined consistently from Q3 2010 to Q3 2012. Participation rates in the labour market have also declined over this period.¹¹⁵
- In Q3 2012, the Border Region had the lowest participation rate at 53.3% behind the next lowest, the South East Region which stood at 58.3%.¹¹⁶
- In Q1 2012, 32,000 or one in five people in the Border Region were employed as craftsperson's, and of these, almost one third were farmers.¹¹⁷
- Employment in the Construction industry within the region fell by 63% from Q3 2007 to Q 3, 2012. This was however in keeping with the States average of 63%.¹¹⁸
- Gross Value Added (GVA) 2010 at Market Prices (Euro Million) €27,783million, Gross Value Added (GVA) per person at Basic Prices (Euro) €20,307.¹¹⁹ Comparing the 2007 figures with 2009 shows that Border Region GVA has decreased by one percentage point in relation to the state average (from 70 % to 69 %) and by 11 percentage points from 2009 to 2010 (From 69% to 58%) and GVA per head has decreased (from €26,865 to €22,414 in 2009 and €17,770 in 2010). The average value added per person generated in the S&E¹²⁰ region was 113.3% of the national average in 2009, compared to the GVA per person in the BMW¹²¹ Region at 69.4%¹²².
- In 2010 there were fewer than 20,000 active enterprises outside agriculture and the public sector in the Border Region.¹²³
- In 2012, 8 IDA supported companies were announced for the Border Region, with the creation of some 1400 jobs. Six of the investments are to be based in Dundalk with a further one in Sligo and Donegal respectively.¹²⁴
- In 2011, average weekly equivalised gross income was €522.87 down from €534.66 in 2010 and €551.39 in 2009.¹²⁵
- A breakdown of gross income by disposable income, tax and social insurance payments showed a decline in disposable income in 2011 (€410.88) from a peak of €467.24 in 2008. The average value in 2011 was close to that of €406.84 in 2006¹²⁶

Employment and Unemployment

- The number of people in employment in the Border Region decreased by 22% between 2007 and 2012, employment levels in Ireland as a whole fell by 15%.
- The unemployment rate in the Border Region at Q3 2012 was 17.7% which was the second highest rate in the country after the South East Region (19.4%).¹²⁷
- In Q1, 2012 the public sector was the largest employer in the Border Region. Outside of the public sector wholesale/retail and industry were the largest sectors accounting for 15% and 14% of the Regions employment respectively. It is also noteworthy that the Border Region has a higher than average share in employment in agriculture compared to the other regions.¹²⁸

¹¹⁴ Profile of the Border Region Report

¹¹⁵ Profile of the Border Region Report

¹¹⁶ Profile of the Border Region Report

¹¹⁷ Profile of the Border Region Report

¹¹⁸ Profile of the Border Region Report

¹¹⁹ Central Statistics Office –GVA statistics by Region.

¹²⁰ South East: Carlow, Kilkenny, Tipperary South, Waterford City & County, Wexford.

¹²¹ (Border: Cavan, Donegal, Leitrim, Louth, Monaghan, Sligo) (Midlands: Laois, Longford, Offaly, Westmeath) (West: Galway, Mayo, Roscommon)

¹²² National Strategic Report Ireland

¹²³ Profile of the Border Region Report

¹²⁴ Profile of the Border Region Report

¹²⁵ Central Statistics Office Survey of Income and Living Conditions (SILC)

¹²⁶ Central Statistics Office Survey of Income and Living Conditions (SILC)

¹²⁷ Profile of the Border Region Report

¹²⁸ Profile of the Border Region Report

- In August 2012 there were almost 65,000 on the Live Register in the Border Region.¹²⁹
- Between 2007 and 2011, unemployment in the Irish 18-24 year old bracket saw rates rise from 8% to 29.1% — a near four-fold increase¹³⁰.
- The age distribution of persons on the Live Register across all regions was very similar in November 2012, however the highest share of under 25's on the Live Register was in the Border Region at 19%¹³¹.
- The unemployment rate has more than trebled nationally between Q3 2007 and Q3 2012. This figure is replicated in the Border Region where the unemployment rate has also almost trebled during the same period.¹³²
- While examining employment trends it is worth also identifying the BMW Region's progress towards some of the Europe 2020 targets, for instance the regional employment rate target is set at 75%. However, the BMW Region's equivalent figure stands is significantly lagging behind at 56.4%.
- With the economic crisis the regional economy has experienced severe difficulties since 2008. The Q1 2012 unemployment rate was 14.3% nationally and 16.1% in the BMW Region.
- The largest decreases in employment have occurred in construction, industry and wholesale and retail. The participation rate also continues to decrease, 60.7% nationally in Q1 2012 (compared to 57.2% in BMW region).
- The number of people employed in the Border Region decreased by 17 % between 2007 and 2011, highlighting the impact of the recession. Similarly, employment levels in Ireland as a whole fell by 15 % during this period. The rate of employment in the Border Region was lower than the rate for Ireland throughout this period, with the differences becoming more marked over time.
- In the BMW Region between 2007 and 2012 employment decreased by 17%. Total employment decreased by 5.6% for females during this period compared to 24.5% for males in the labour market. In the second quarter of 2007 there were a total of 554,900 employed in the Region, 59% male and 41% female. When these figures are revisited for the same period in 2012, this ratio had shifted to 54% male and 46% female.
- The average value added per person generated in the S&E region was 113.3% of the national average in 2009, compared to the GVA per person in the BMW Region at 69.4%.
- Industry (excluding Building and Construction) grew by 4.5% while Agriculture, Forestry and Fishing increased by 2.0% between 2010 and 2011. However, the remaining sectors of the economy registered declines during 2011. The greatest declines were experienced by Building and Construction (-13.5%) and Public Administration and Defence (-3.3%). Other Services (-2.1%) and Distribution, Transport and Communications (-1.6%) also registered annual declines between 2010 and 2011.
- Unemployment was 14.3% in the final quarter of 2011 representing a rise of 0.2% on the same figure in 2010.
- The scale and speed of the economic decline has seen a sharp rise in unemployment in the BMW Region. Unemployment has risen to 16.5% in the Region by the second quarter of 2012 compared to 5.0% in the same quarter of 2007. This figure is well above the EU equivalent figure for August 2012 of 10.7%. Recent Population and Migration Estimates for 2012 have shown a net outward migration of 34,400 and population declines over the last twelve months in both the West and Border Regions. In addition, the average number of hours worked per week has fallen, which has also had the effect of holding the unemployment rate lower than it would otherwise have been.
- While examining employment trends it is worth also identifying the BMW Region's progress towards some of the Europe 2020 targets, for instance the regional employment rate target is set at 75%. However, the BMW Region's equivalent figure stands is significantly lagging behind at 56.4%.

¹²⁹ Profile of the Border Region Report

¹³⁰ NEETs Young people not in employment, education or training: Characteristics, costs and policy responses in Europe Report 2012.

¹³¹ Profile of the Border Region Report

¹³² Profile of the Border Region Report

Poverty

- Between 2010 and 2011 the groups that showed a statistically significant change in their 'at risk of poverty rate' included those living in the Border, Midland, West (BMW) region (13.8% in 2010 to 20.4% in 2011).¹³³
- Between 2010 and 2011 the groups that showed a statistically significant change in their consistent poverty rate included individuals living in the Border, Midlands, West (BMW) region (6.1% to 8.4%).¹³⁴

¹³³ Central Statistics Office Survey of Income and Living Conditions (SILC)

¹³⁴ Central Statistics Office Survey of Income and Living Conditions (SILC)

Appendix III

Theories of Change Approach

Theories of Change Approach

A review of academic literature on the implementation of Theories of Change was conducted to include the following documents:

- CARE International UK, Peace-building with Impact: Defining Theories of Change (January 2012)
- Conflict Prevention & Resolution Forum (CPRF): Evaluating Peace-building and Promoting Learning (September 2010)
- Review of the use of 'Theory of Change' in international Development, Isabel Vogel for the UK Department of International Development, April 2012
- Designing For Results: Integrating Monitoring And Evaluation In Conflict Transformation Programs Cheyanne Church and Mark M. Rogers for Search for Common Ground (sfcg), 2006

Based on this review, key strengths and weaknesses were identified and summarised in the table below.

Key considerations are the need for practitioners to have a detailed understanding and appreciation of the value, and limitations, of the theories of change. Dedication and commitment is needed to embed the concept as part of the delivery of projects, and indeed at an organisational level. Adequate time, resources and training are required in the application of the monitoring and evaluation tool.

Strengths

- Application of the Aid for Peace indicators is helping projects to identify needs in their area and to think through how their activity links to wider peace and reconciliation processes and objectives.
- The process of identifying needs and the hierarchy of results helps to clarify the logic of a project, and articulate the intended change from each of the activities and how they link together. It enables implementers to more clearly identify who, why and to what end different individuals and groups are targeted in peace-building projects.
- Theories of change ensures that practitioners determine success by identifying what changes are needed and how much change needs to take place to be considered a success.
- Makes explicit the reasons underlying the project's creation.
- Theory of change inspires and supports innovation and improvement in programmes. It should be seen as an on-going process of discussion-based analysis and learning that produces powerful insights to support programme design, strategy, implementation, evaluation and impact assessment.
- A wide range of development organisations, from grass-roots initiatives to donor agencies, have found it an accessible and useful approach.
- Rather than a prescribed methodology, theory of change is most effective when applied through pre-existing processes, to support critical thinking throughout the programme cycle.
- The quality of a theory of change process rests on 'making assumptions explicit' and making strategic thinking realistic and transparent.
- Theory of change when applied in a flexible way can create better informed hypotheses of change, inspire innovations and improvements in programme strategies, and strengthen the potential of programmes to support the development outcomes they seek.

- Working with theory of change thinking can be challenging but it can create a strong organising framework to improve programme design, implementation, evaluation and learning.
- Traditional logframes assume a linear world that allows pre-specifying success with static indicators. Whereas theories of change recognise the world is much more complex which leads to a different form of evaluation, which looks at significant changes.
- Emphasises the need for conflict analysis - Working with theories of change ensures that practitioners more effectively assess the conflict context in which they are working, as they need the basis for judging the relevance of their intervention. Conflicts are complex and in constant flux; once a theory of change is articulated, there may well be changes in conflict dynamics that make the planned project pathway no longer relevant. Explicitly laying out a conflict analysis in the first place enables the practitioner to review progress and assess if the activities and results are still relevant to the conflict.
- Improved conflict analysis will also help to focus efforts on the underlying causes, rather than the more superficial effects of conflict.
- Working with theories of change allows organisations to become more active players in shaping and evaluating their practices.
- Focus on developing specific output and impact indicators for each project funded has ensured a focus on achieving targets which aim to address peace-building needs within the catchment area
- *“What Aid For Peace has brought to the table is an awareness of a need to be conscious of the need to measure impacts”*
- Identifies the gaps between local and national level changes - explicit links need to be made between local level and national peace processes for desired changes to occur.
- Work with project leads to develop targets/indicators and enhance monitoring and evaluation capacities is important. This approach helps ensure that projects leads are equipped with the skills to develop their own parameters/indicators and take ownership of the process.

Weaknesses

- Using the approach does not remove the possibility of errors (e.g. targeting wrong area, group or using wrong activity), but rather makes it easier to identify the gaps in a project's logic/peace-building needs. Correctly articulating the theory can be difficult, and at first can be a time-consuming process requiring significant support.
- Sometimes suspected by practitioners as being too theoretical and difficult to implement.
- The idea of theories might seem very complex at the beginning, consequently there is a need to demystify theory and reinforce practice.
- If prescribed, theory of change would quickly become a compliance exercise and lose much of its value. If buy-in is not generated; the adoption of the approach is often regarded as an additional administrative burden rather than embedded in existing processes. It is perceived by some that the Aid for Peace tool is been used as 'a tick box exercise' and 'not truly valued' by project leads as an embedded process in which to measure benefits.
- Pragmatic approaches can get theory of change habits seeded, but institutional and funding support for theory of change processes is needed to get the benefits in terms of more robust log-frames, results frameworks and better implementation of programmes.
- Many theories of change are non-explicit, vague or inappropriate - There are limitations to the usefulness of theories of change, especially if the theories are not expressed well, remain vague or are used in the wrong context, or if the sensitivity of the issues being addressed make it difficult to discuss and articulate them openly.

- It is challenging to work with because it requires a commitment to take a reflective, critical and honest approach to answer difficult questions about how efforts might influence change, given the political realities, uncertainties and complexities that surround all development initiatives.
- The time and resource needed to work effectively with theory of change needs to be taken seriously.
- While theories of change are shown to be helpful in articulating, testing and are peace-building interventions, there is nevertheless a risk that they become a tool for oversimplifying the contribution of an initiative. Theories of change are just that – theories. They are useful for laying out a hypothesis, but they need to be tested and alternative theories of how the results were achieved must be considered.
- Conflict Analysis is essential but rarely done - Without a conflict analysis to underpin a project it is hard to critically review theories of change within a project, as theories must grow out of an understanding of the conflict context.
- The inherent difficulty of measuring the tangible and intangible outputs, results and impacts of peace-building and reconciliation interventions is widely acknowledged (e.g. such as relationships, emotions, communications, identity, values, and culture).
- In peace-building programmes the causal effect is often difficult to measure. Normally the proposals are strong on output indicators, but somehow weaker on outcome indicators. Yet, more and more donors prefer outcome indicators because they are easier to gather.
- Measuring impact usually requires sophisticated data collection and analysis methods from multiple sources over extended periods of time. Invariably these requirements either exceed the capacity of many organisations practicing peace-building or they extend beyond the donors' funding period.
- Theory-based evaluation is a difficult task, and may require adequate time for results to be demonstrated – often beyond the life of a project that typically lasts one or two years.
- Most peace-building programmes are focused on changes on the micro level rather than the macro level. Organisations should engage in a coordinated approach to work on indicators and to discuss how programs may cumulate to have an impact at the macro level.
- The lack of flexibility to change targets/indicators was remarked by a few respondents as a constraining factor.

Appendix IV

Review of Operational Programme Indicators

Review of Operational Programme Indicators

The terms of reference require an assessment of: *“Review the relevance of existing indicators and make recommendations accordingly”*. This appendix provides supporting evidence to the findings/recommendations outlined in Section 6.4 of the main report.

Priority 1 – Reconciling Communities

Theme 1.1 Building Positive Relations at the Local Level

Table IV.1: Theme 1.1 Suitability of Indicators & Targets

	Indicator	Prog. Target	Achievement (31 st Dec. 2012) ¹³⁵	Suitability of Indicator	Suitability of Target
Outputs	Programmes developed and implemented ¹	30	2,031	<p>Programmes are defined as either: multi-annual plans drawn by local authorities in NI and the Border Region; or Regional Projects.</p> <p>The indicator remains suitable and relevant for multi-annual plans as the Peace Cluster delivery mechanism is likely to continue in Peace IV given that the approach has resulted in wide geographical reach with every local council area involved in the Peace Programme.</p> <p>The suitability of the indicator with regard to Regional Projects will be dependent on the delivery structure agreed for a future Peace IV Programme. For instance, to avoid the risk of duplication of services and support and to increase the coordination of activities, regional projects could be subsumed within local projects. This does not completely negate the need for regional projects, which would be required for activities that are not devolved to local authorities.</p>	<p>The target is suitable, as it should be at least 28 given that it relates mainly to the development of the Peace Clusters multi-annual plans (i.e. 14 Peace Clusters each developed a Phase I and a Phase II PRAP).</p> <p>In the Peace III Programme the PRAPs were split into two phases, in anticipation of the NI based Clusters changing by the second phase as a result of local government reforms. These reforms were delayed and are now due to take place in advance of the Peace IV, negating the needed for a two phased approach and consequently allowing Peace Clusters to devise longer term plans. In Peace IV, the target could therefore be reduced to 14 programmes developed and implemented.</p>
	Of which local authority led ¹	13	172		<p>Target should have been 14 given that it related to the development of the 14 Peace Clusters Local Action Plans.</p>

¹³⁵ A note of caution should be exercised with regard to achievement figures (dated 31 December 2012) as some of the achievement figures against targets appear to be very high, for example for 'Programmes Developed and Implemented' the achievement of 2,031 against target of 30. The data seems to be skewed by one Project (ref 1881) which has recorded achieving 1,683 programmes and is greatly out of synch with all other figures. For 'Events that address sectarianism and racism or deal with conflict resolution' the achievement figure provided by NISRA cannot be traced within the database of achievements for all indicators. These concerns have been raised to SEUPB and NISRA. As a result SEUPB have commenced a review and are currently finalising an internal approach paper and guidance to assist Lead Partners in the quality assurance of current achievements. It is important to note that this review is concentrating on the validity of achievements recorded to date and it is expected that the outcome of the review will be that reported achievements will be actual and issues in relation to potential duplication and aggregation of data will be resolved.

	Indicator	Prog. Target	Achievement (31 st Dec. 2012) ¹³⁵	Suitability of Indicator	Suitability of Target
	Events that address sectarianism and racism or deal with conflict resolution ¹	60	67,754	Indicators relating to the number of events remain suitable and an important measurement of success. Events allow individuals from different communities to come together, thereby offering opportunities to build positive relations.	When the Operational Programme target indicators for Theme 1.1 and Theme 1.2 were set, it was envisaged that there would be a smaller number of more strategic events and workshops. As the implementation of the Programme has gone ahead it is now clear that there were a larger number of events funded. This in turn has led to higher number of participants than anticipated. Upon verification of achievements, the suitability of the target can be assessed.
	Participants attending above events ¹	3,000	308,214	Consideration should be given to reflecting the number of cross-border events (this information is already being recorded by project leads).	It is important that participants are not double counted and that checks are carried out to ensure that Project Leads are accurately recording information, as per SEUPB guidelines.
	Community balance of participation in events ²	-	32% Protestant, 59% Catholic, 9% Neither ¹³⁶	The recording of events and the balance of participants (community balance and participants from ethnic minority groups) is important and in keeping with the Contact Hypothesis/Intergroup Contact Theory, which states that under appropriate conditions interpersonal contact is one of the most effective ways to reduce prejudice between majority and minority group members.	An overall programme target has not been set. Consideration should be given to setting a target which reflects the latest profile information for the eligible area.
	Participants from ethnic minority groups ²	5%	9%		As per the NI 2011 Census statistics, 45% of the population were either Catholic or brought up as Catholic while 48% belonged to or were brought up Protestant, while 5.6% neither belonged to, nor had been brought up in, a religion. The remainder belonged to or had been brought up in Other Religions and Philosophies. An equivalent breakdown is not provided for the Border Region; however the profile reflects a minority Protestant community. The target may be considered high for NI and low for Ireland, however as an average the target is suitable (according to achievements to date, the target of 5% has been exceeded by 4%). <i>NI – 1.8% (2011 Census) and</i>

¹³⁶ The current community background participation in this Theme (based on 17,128 equality monitoring returns) is 32% from a Protestant community background, 59% from a Catholic community background and 9% neither (these proportions are likely to change as more equality monitoring information forms are received for this theme). Comparing these figures with the population of the eligible area*, suggests that there is a slightly higher than expected share of participants from the Catholic community (54% of the population of the eligible area). However, it is worth noting that 40% of the equality monitoring returns at this stage are from the Border Region (compared with 22% of the population of the eligible area) and this may contribute towards the higher proportion of participants from a Catholic community background. Given the current proportions of the population from a minority ethnic background (9%) and young people (46%), the Theme would be expected to meet or exceed the targets set. **The population of the eligible area is calculated using 2011 Census in NI and 2011 Census in the Border Region. In NI the community background question (i.e. What religion, religious denomination or body were you brought up in) is used, while for the Border Region the religion question (i.e. What is your religion?) is used, to determine community background.*

	Indicator	Prog. Target	Achievement (31 st Dec. 2012) ¹³⁵	Suitability of Indicator	Suitability of Target
					<i>Border Region – 6.3% (2011 Census: EU 2.8%, Poland 1.8%; African 0.7%; Asia; 0.8%; Other 0.2)</i>
	Participants who are young people ²	40%	46%	Capturing the number/proportion of participants who are young people is considered suitable and an important measure to assess the extent to which interventions are engaging young people to prevent them coming under the influence of dissident groups and/or criminal influences.	The target reflects the proportion of young people (under 25 years) in the population of the eligible area. <i>NI – 34% under 25 years old (21% under the age of 15 and 13% aged 15-24 years)</i> <i>Border Region – 35% of population are under 25 years old (22.4% under the age of 15 and 12.5% aged 15-24 years)</i>
Results	Change in attitudes towards cross-community & cross-border activities ³	-	Proportion of participants sometimes or always willing to participate: In cross-community activities: • 2007 – 94% 2010/11 – 100% In cross-border activities: • 2007 – 92% 2010/11 – 97%	Results indicators measure the potential changes in attitudes/behaviour of programme participants. This measure of success is difficult to attribute or isolate directly to the Peace Programme as many other factors influence change to include changes in the political and policy environment. However, the indicators are suitable as a proxy of results achieved, as the 'Attitudinal Survey' compares attitudes/behaviours of participants in comparison to the general population.	No specific target set The indicator should state a 'positive change' in attitudes.
	Increase in the proportion of beneficiaries who have contacts/recognised friends in the other community ³	-	Proportion of participants with few, some or all friends of their friends from the other community: • 2007 – 92% 2010/11 – 88%		No specific target set
	Improved levels of trust and tolerance among Programme beneficiaries, decreased levels of prejudice ³	-	Proportion of participants stating that they think members of the other community could definitely/probably be trusted: • 2007 – 71% 2010/11 – 79% Participants in 2010-11 were more positive than participants in 2007 on most of the questions on prejudice.		No specific target set
Impacts (global)	Increase in the percentage of adults who think relations between Protestants and Catholics are better than they were 5 years ago ⁴	-	• 2005: 52% • 2009: 60% • 2010: 62%	As per the results indicators, the impact indicator is again difficult to attribute directly to the out-workings of the Peace Programme interventions due to other influencing environmental factors. The results for this impact indicator are derived from research carried out as part of the NI Life and Times Survey. This limits results to NI as there is no equivalent survey in the Border region. This gap in information should be addressed to ensure representation of the entire eligible area.	No specific target set

	Indicator	Prog. Target	Achievement (31 st Dec. 2012) ¹³⁵	Suitability of Indicator	Suitability of Target
<p>Sources:</p> <p>¹ Systems 2007 data, 31st December 2012</p> <p>² Equality Monitoring Forms</p> <p>³ Attitudinal Survey (NB: When making comparisons with 2007, it should be noted that this is not a longitudinal survey (a survey of the same group of participants/population at different points in time), but rather compares results from snapshots of two different groups of participants and the population at two points in time. The results are therefore a proxy measure of changes in attitudes over time. It is also important to note that the definition of participants has changed since 2007. In 2007, the survey defined participants as the project promoters (i.e. those responsible for delivering the project activity) however; in 2010/11 the participants of the projects (i.e. people taking part in the project activity) were incorporated in the survey. Another survey like this is planned for 2013 which will allow participant and population responses to be compared during Peace III)</p> <p>⁴ Northern Ireland Life and Times Survey</p>					

Theme 1.2 Acknowledging & Dealing with the Past

Table IV.2: Theme 1.2 Suitability of Indicators & Targets

	Indicator	Prog. Target	Achievement (31st Dec. 2012)	Suitability of Indicator	Suitability of Target
Output	People in receipt of trauma counselling	1,000	7,164	<p>Capturing the number of people in receipt of trauma counselling is considered a suitable indicator under this theme, which aims to provide advice, counselling and support services for victims and survivors and their families.</p> <p>It is worth considering extending the indicator to include those in receipt of other trauma related services e.g. befriending, individual counselling, peer group support etc. Alternatively, separate indicators for each of these services should be devised.</p>	<p>Achievements suggest that targets were set too low and should have been more challenging. However, an assessment of the suitability of targets cannot be carried out with accuracy as the actual achievements have yet to be verified.</p> <p>It is understood that OP indicators and targets are set at the outset of the Programme when it can be difficult to forecast the exact nature of funded projects. Any future Peace IV Programme should be cognisant of performance against targets in previous Programmes and benchmark indicators and targets against these.</p>
	Events assisting victims and survivors	50	1,600	Having an indicator that captures events assisting victims and survivors and participants at events is considered valid. However, further clarity is required regarding the type of event.	
	Participants at events assisting victims and survivors	2,000	35,299		
	Conflict resolution workshops	20	1,966	Conflict resolution workshops delivered and participants at workshops are an important indicator to capture. These workshops aim to explore the wide range of experiences of the conflict faced by different stakeholders across the eligible area.	
	Participants attending conflict resolution workshops	200	23,144		
Results	Recipients of trauma counselling feel they are better able to cope	75%	No results recorded	Capturing changes in attitudinal and awareness is important as a measure of success of projects funded under this theme. Supporting victims, survivors and their families to enable them to better cope with and deal with the past is a testament of the success of interventions. In addition events and increased contact to encourage the exchange of different views of culture, history and identity and different conflict and post-conflict experiences is also	
	Participants of events believe they are more able to describe what it is like for the other community	75%	No results recorded		

	Indicator	Prog. Target	Achievement (31st Dec. 2012)	Suitability of Indicator	Suitability of Target
	Change in perception amongst Programme beneficiaries that violence is not a legitimate or effective means of resolving conflict	No target set	No results recorded	important to help change perceptions. The indicator relating to perceptions should state a 'positive change'.	
Impacts	Change in awareness of the past and or roles in the conflict among Programme beneficiaries	No target set	No results recorded	These indicators are regarded as suitable to capturing evidence of results/impact under this theme. However, it is acknowledged that due to the sensitive nature of issues being addressed under this theme, it is not always practical to collate data from individuals or to capture perception change. As a result, quantitative data gathered should be supported by qualitative data analysis as part of each project's post programme evaluation.	

Priority 2 – Contributing to a Shared Society

Theme 2.1 Creating Shared Public Spaces

Table IV.3: Theme 2.1 Suitability of Indicators & Targets

	Indicator	Prog. Target	Achievement (31st Dec. 2012)	Suitability of Indicator	Suitability of Target
Output	Shared public environments created or improved through cross-community regeneration projects	10	4	This indicator records the number of areas transformed into shared spaces for all members of society (previously derelict, segregated, underused, threatening and/or unwelcoming areas). The extent to which shared public spaces have been created, addressing physical segregation, is a key indicator of success under this theme and regarded as a suitable indicator.	The target appears reasonable, considering the stage of the programme. It is envisaged that the target will be met as a further projects have been committed under this theme but yet to be spent.
Results	Increased usage of the shared public environments	No target set	No results recorded	An increased usage as an indicator of success is reasonable. It is assumed that the creation of shared spaces of once derelict land will increase usage. However, it is acknowledged that collating this data is difficult.	There is a lack of target setting and recording of achievement against indicators. This is reflective of the diversity of projects under this theme and the difficult in creating common indicators to suit all projects.
	Economic indicators	No target set	No results recorded	Economic indicators were not set at the outset of the programme as they were to be developed following identification of projects. Given that projects have been identified, it is important that these indicators are defined to include the number of jobs created.	
Impacts (Direct)	Environments supported are perceived as being useful shared spaces	No target set	No results recorded	The impact indicators are reasonable, requiring 'before and after' surveys to provide meaningful results. Due to the lack of achievement data recorded for this indicator, it is difficult to determine whether project leads are capturing this information.	

	Indicator	Prog. Target	Achievement (31 st Dec. 2012)	Suitability of Indicator	Suitability of Target
Impacts (global)	Increase in the percentage of people who think that there are less Loyalist murals and flags on display these days than there were 5 years ago ¹	-	2005: 17% 2009: 34% 2010: 36%	The results for this impact indicator are derived from research carried out as part of the NI Life and Times Survey. This limits results to NI as there is no equivalent survey in the Border region. This gap in information should be addressed to ensure representation of the entire eligible area.	No specific target set
	Increase in the percentage of people who think there are less Republican murals and flags on display these days than there were 5 years ago ¹	-	2005: 23% 2009: 40% 2010: 40%		No specific target set
	Percentage of people who think the neighbourhood where they live is a neutral space ¹	-	Always/ Sometimes 2005: 88% 2009: 89% 2010: 86%		No specific target set

¹ Northern Ireland Life and Times Survey

The OP indicators under Theme 2.1 are limited and reflect the diverse nature of the projects developed and the inherent difficulty in creating indicators to suit all projects at an overall programme level.

Theme 2.2 Key institutional capacities are developed for a shared society

Table IV.4: Theme 2.2 Suitability of Indicators & Targets

	Indicator	Prog. Target	Achievement (31 st Dec. 2012)	Suitability of Indicator	Suitability of Target
Outputs	Pilot projects of cross-border co-operation between public sector bodies	10	1	This indicator is considered suitable for this theme as it records the number of pilot innovative service delivery models which addresses the issues of segregation, sectarianism and racism.	Given the achievement to date of 1 against a target of 10 it might be worth mirroring the target against the number of border counties of 6 as cross-border co-operation may be more feasible with the border councils.
	Research reports disseminated	5	No results recorded	This indicator is reasonable as it captures the extent to which research that focuses on promoting best practice is disseminated. The definition of this indicator could be further clarified in terms of type of research coupled with expected outcomes of the research, which could augment results and impact indicators.	Target of 5 seems conservative, given that there is target of 10 pilot projects to be delivered.

	Indicator	Prog. Target	Achievement (31 st Dec. 2012)	Suitability of Indicator	Suitability of Target
Results	Number of people benefiting from shared services	No target set	No results recorded	This indicator links with the first output indicator and is considered appropriate, as it captures the actual number of people who directly benefit from the pilot projects.	No specific target set
	Number of public servants who can identify positive changes as a result of shared projects	No target set	No results recorded	Gaining support from public servants is important to aid the future sustainability of pilot projects, therefore inclusion of this indicator is considered appropriate to assess the extent of support.	No specific target set
Impact	Pilot projects go on to become mainstreamed	50%	No results recorded	This indicator is appropriate as the achievements against this indicator will provide evidence that the funding has resulted in the project being mainstreamed.	Achievement against this impact indicator will not be possible to assess until two years following project completion.

As per Theme 2.1, projects under Theme 2.2 are also diverse in nature and therefore creating indicators to suit all projects at an overall programme level can be challenging.

Appendix V

Review of Project-Specific Indicators

Review of Project-Specific Indicators

Priority 1 – Reconciling Communities

Theme 1.1 Building Positive Relations at the Local Level

Under Theme 1.1, a total of 1,066 indicators have been set through the Aid for Peace process to include 919 output indicators, 123 result indicators and 24 impact indicators. As of 31 December 2012, 83% of indicators have been reported against to date.

There is considerable variation in the number of indicators set by Theme. The majority (74% - 1,066 /1,438) of all indicators set for the Programme belong to projects under Theme 1.1. This is compared to Theme 1.2 which accounts for just 0.5% of all indicators. The high numbers of indicators under Theme 1.1 are very specific to the individual projects. This prevents comparison in performance between projects at a Theme level and between Themes at a Programme level.

The table below provides examples of some of the issues associated with the development of indicators and the capturing of project activity. This review provides sufficient evidence of the need for SEUPB and NISRA to carry out a robust review of all indicators.

Table V.1: Theme 1.1 Suitability of Project Indicators

Example Issue	Example	Recommendation
1. Repetition /duplication of output indicators	<p>The below sets of output indicators are very similar and could each be grouped as one indicator:</p> <ul style="list-style-type: none"> Capacity building programme and Capacity building programme supported Families participating and Families participating by 2013 and Families participating in programmes by 2013 Activity, performance or festival that promotes peace organised and Activities developed at local level and Activities commemorating the Plantation of Ulster and Community based events/festivals and Community events held Arts Event and Arts-based events focusing on addressing the legacy of the troubles and working towards peace and reconciliation Arts project and Arts-based projects developed and delivered Applications received (SG) and Applications received to small grants scheme Cross border and cross community events and Cross border events by 2013 and Cross border links/visits and Cross border linkages/exchange visits Outreach programme delivered and Outreach programmes delivered Website created and Website developed and Website developed and updated regularly and usage measured Workshops delivered and Workshops designed/implemented/delivered and Workshops held and Workshops/seminars Youth groups participating and Youth groups participating from different backgrounds north and south and Youth groups participating from different backgrounds north and south which are from Northern Ireland 	<p>There are a number of instances where separate output indicators have been set for similar activities. Indicators should be reviewed and duplication removed through a re-coding exercise, where applicable. The review should consider impact of each indicator and the value of it as an indicator.</p> <p>A smaller number of more homogeneous indicators should be used to allow comparison in performance between projects and Themes. If indicators were more homogenous, they could be more easily aggregated and potentially contribute to Operational Programme indicators.</p>

Example Issue	Example	Recommendation
	<p>There are 29 output indicators to record 'Attendees at events' (e.g. Attendees at events, Attendees at events hosted, Attendees at events/activities etc.) – some of the indicators are split into detail regarding the event type' e.g. Attendees at Final Performances. Attendees at Final Performances etc.</p> <p>Similarly, there are 62 indicators recording the number of 'Participants' at various events and an additional 6 indicators referring to 'People Participating'</p> <p>It is evident that indicator codes were independently defined under each cluster with a prefix to identify the cluster e.g. Southern Cluster recorded as SOU. Later a prefix of ALL was created for generic indicators in order to group similar indicators and therefore reduce the number of indicators being created.</p>	<p>In some cases the same and/or similar indicators are being set and given a separate code for each Peace Cluster (codes prefixed with cluster code) – this is not needed as a simple filter of the project lead reference number will disaggregate information into separate Clusters. It is noted that a prefix of ALL was used at the start of some indicators to reduce duplication, however this has not been consistency applied. At the start of the process – a core set of indicators should have been defined to avoid unnecessary creation of similar indicators.</p>
2. Similar indicators are being categorised as both result and impact indicators – as well as further duplication evident	<p>The below sets of similar indicators which have been used as both 'result' and 'impact' indicators.</p> <p>Result Indicators</p> <ul style="list-style-type: none"> Number of sectarian / interface / racist incidents in 2011 Number of sectarian / interface / racist incidents in 2013 Anti-social behaviour incidents before receiving funding Anti-social behaviour incidents after receiving funding Racist incidents before receiving support Racist incidents after receiving support Sectarian and racist incidents at key locations before receiving support Sectarian and racist incidents at key locations after receiving support Sectarian incidents before receiving support Sectarian incidents after receiving support Sectarian Incidents in priority estates and villages before receiving funding Sectarian Incidents in priority estates and villages after receiving funding <p>Impact Indicators</p> <ul style="list-style-type: none"> Number of anti-social incidents after receiving funding Number of anti-social incidents before receiving funding Number of racial incidents after receiving funding Number of racial incidents before receiving funding Number of sectarian incidents after receiving funding Number of sectarian incidents before receiving funding 	<p>Similar indicators should not be used as both 'result' and 'impact' indicators – these should be regarded distinct categories. There is a need to remove duplication.</p>

Example Issue	Example	Recommendation
3. Direct duplication of indicator codes	<p>Examples of instances where one or more separate indicator codes have been set for the same indicator e.g.</p> <ul style="list-style-type: none"> • Agencies participating • Business networking events • Groups participating • Groups supported • Networking events • Schools participating • Site Visits • Toolkits developed • Training programme developed • Training programmes supported • Forum established • Events held (x2 indicators plus other similar indicators - Events held by 2013, Events hosted, Events/activities held) 	Indicators should be reviewed and instances where the same indicators have been attributed different codes should be removed – there should be one code for every unique indicator rather than multiple codes for the same indicator.
4. Possible double counting	<p>There is potential for project leads to double count information, as some of the indicators overlap in terms of definition e.g.</p> <ul style="list-style-type: none"> • Community based research study and Community based surveys • Children and families participating and Children participating [children participants could be entered against both indicators] • Community groups taking part in activities and Community/Voluntary Groups participating • DVD produced and DVD produced and distributed 	Indicators should be clearly defined and there should be no overlapping of terms to avoid potential double counting of achievements at a lead and sub project level.
5. Not all project activity is directly feeding into the overall OP Indicators where applicable.	<p>Example 1: The OP indicator 'Increase in the proportion of beneficiaries who have contacts/ recognised friends in the other community' is measured using research from NISRA's Attitudinal Survey of participants compared to non-participants (general population). To augment this research, there is evidence that project leads are also capturing data relating to friendships formed, for example the below indicators and associated achievements could also be reported against OP targets:</p> <ul style="list-style-type: none"> • People with a greater number of friends from a different community background • People with a greater number of friends from a different ethnic background • People with greater number of friends from across the border <p>Example 2: The OP indicator 'Improved levels of trust and tolerance among Programme beneficiaries, decreased levels of prejudice' is also based on NISRA's Attitudinal Survey. As above, to augment this research, there is evidence that project leads are also capturing data relating to friendships formed, for example the below indicators and associated achievements could also be also be reported against OP targets:</p> <ul style="list-style-type: none"> • People with increased tolerance of different traditions • People with increased understanding of different traditions <p>Example 3: Indicators relating to the 'number of sectarian / interface / racist incidents before/after interventions' are not reflected in the overall OP indicators. However, it is noted that it is difficult to determine if these results/impacts are as a direct consequence of the Peace Programme intervention(s) as there are many other contextual factors (political, societal) that can influence changes in</p>	<p>A review of all indicators is required and a mapping exercise to identify which indicators are not directly contributing to achievements and meeting OP targets.</p> <p>It is important that all achievements currently captured are being adequately reported at an EU level. NB. It is noted that not all achievement at the project level will feed up to Programme level. A lot of the project specific indicators are used for project management. Others contribute to the OP level indicators and are used to manage the Programme and will be reported at the EU level.</p>

Example Issue	Example	Recommendation
	<p>terms of the number of recorded incidents.</p> <p>In cases where changes in attitudes and behaviours can be attributed to project specific activities, these should be recorded at an OP level e.g. 'Paramilitary murals replaced or removed' or 'Emblems/images/flags removed' as a result of support provided through Peace funding.</p> <p>Example 4: There are a number of tangible outputs that are being captured by project leads but not reported at a OP level, for example the 'Jobs created' and 'Number of accreditations received' and various indicators relating to the number of training events/courses and number of participants. As future Peace IV Programme "...must have a strong strategic focus with clear, measurable outputs which can demonstrate added value and a significant contribution to the Europe 2020 objectives of Smart, Sustainable and Inclusive Economic Growth". Consequently, it is important that indicators reflecting the enhancement of skills and job creation are reflected in the overall OP Targets. Indicators such as the following should be set and achievements captured.</p> <ul style="list-style-type: none"> • Number of participants in receipt of training • Number of participants gaining an accreditation • Number of full-time jobs created • Number of part-time jobs created <p>Example 5: The number of cross-border events is recorded by project leads, yet this is not reflected in overall Operational Programme targets.</p>	

Theme 1.2 Acknowledging & Dealing with the Past

Under Theme 1.2, a total of 7 indicators have been set to reflect the OP indicators, these include 5 output indicators, 2 result indicators (accounts for just 0.5% of all indicators). This is in stark contrast to the vast number of indicators set under Theme 1.1 (i.e. 1,066 indicators). The indicators set for Theme 1.2 (delivered by the Consortium) relate only to the overall OP indicators and project-specific indicators have not been set. There appears to be no indicator/indicator code set for one of the OP results indicators and consequently no achievement figures recorded i.e. '*Change in perception amongst Programme beneficiaries that violence is not a legitimate or effective means of resolving conflict*' and no indicator/indicator code set for the one OP impact indicator '*Change in awareness of the past and or roles in the conflict among Programme beneficiaries*'. For all results and impact indicators under this theme, SEUPB guidelines outlined that each person in receipt of trauma counselling should be asked to complete a short questionnaire (preference for before and after questionnaire) to assess the quality of the counselling received and to gain a response against each of the indicator statements to assess attitudinal change. Given the fact that 7,164 people have been in receipt of trauma counselling, it is likely that progress is being made against these targets. As not all impact data is captured in the database it may be captured in individual project Aid for Peace reports, however this information is not being aggregated at a project level. Baseline, Interim and Final questionnaires should be able to capture the extent to which attitudinal change has occurred (asking respondents to rate how they feel on a scale)

Priority 2 – Contributing to a Shared Society

Theme 2.1 Creating Shared Public Spaces

Under Theme 1.1, a total of 131 indicators have been set through the Aid for Peace process to include 64 output indicators, 53 result indicators and 14 impact indicators. At 31st December 2012, progress has been reported against just 25 of these indicators. This is to be expected with projects funded under this Theme as there is a long lead-in time required to establish major capital build projects, which in turn can delay the reporting of progress.

Table V.2: Theme 2.1 Suitability of Project Indicators

Example Issue	Example	Recommendation
1. Not all project activity is directly feeding into the overall OP Indicators.	<p>There is a lack of economic indicators defined at an OP level, yet project specific indicators have been set to record this information. A list of some of these indicators is provided below (indicators also highlight issues of duplication and the opportunity for indicators to be condensed).</p> <ul style="list-style-type: none"> • Employment created during the construction phase • Additional wages generated to the economy • Additional local spending on goods and services • Economic benefit to the local economy • Temporary jobs created during construction • Permanent jobs created • FTE jobs • Jobs created • Accredited training places provided to increase employment skills • Percentage of those employed from a perceived Nationalist/Catholic background before project • Percentage of those employed from a perceived Nationalist/Catholic background after project <p>There is evidence that project leads are capturing information regarding the number of events and workshops delivered and the number of participants attending. For example, some project leads are reporting against the following indicators which are not recorded at OP level:</p> <ul style="list-style-type: none"> • Cross community events and Cross border events • Number attending launch event of facility/shared space 	<p>Project indicators are largely specific and very much tailored to each individual project, limiting opportunities for achievements to be aggregated at an overall OP level.</p> <p>Although appreciating the diversity of the projects, there remain opportunities to create more indicators to capture achievements, particular with regard to economic indicators (jobs created, people trained) as well as the number of cross-community events delivered within the shared space.</p> <p>To augment the results/impact indicators, there is a need for relevant case officers to review their respective projects' Aid for Peace report (mid-term and final evaluation) to identify any quantitative results/impacts achieved, as evidenced by surveys or other data collection means (such as those identified relating to jobs created etc.). Once identified, common indicators can be created for some of the achievements and an aggregated total gained to be recorded at an overall programme level.</p> <p>A review of all indicators is required and a mapping exercise to identify which indicators are not directly contributing to achievements and meeting OP targets.</p> <p>It is important that all achievements currently captured are being adequately reported at an EU level.</p>

Theme 2.2 Key institutional capacities are developed for a shared society

Under Theme 2.2, a total of 239 indicators have been set through the Aid for Peace process to include 128 output indicators, 91 result indicators and 20 impact indicators. As of 31 December 2012, 79% (189) of indicators have been reported against to date.

Table V.3: Theme 2.2 Suitability of Project Indicators

Example Issue	Example	Recommendation
1. Repetition/duplication of output indicators	<p>The below sets of output indicators are very similar and could each be grouped as one indicator:</p> <ul style="list-style-type: none"> Attendees at conferences and Attendees at community conferences Articles in the media and Articles in NICVA News and Articles in staff magazine/ intranet site on relevant themes Conferences and Coaches conferences and Community Conferences and Conferences to disseminate model of good practice Beneficiaries and Beneficiaries of local projects 5 day return visit organised and 5 day exchange visit to an international host country organised 'Toolkits' identifying best practice distributed and 'Toolkits' identifying best practice produced and DGIT Tool Kit produced Roll-out seminars for 'toolkit' and Programme developed to rollout 'toolkit' to childcare sector Website established and Website developed as an easy access tool to documentation and information on Residencies, Conferences and International Arts & Peace Building Practice and Website developed with access to 'toolkit' and project information Final project report produced and Final project report disseminated Learning exchange reports produced and Learning exchange reports disseminated Interactive seminars/workshops delivered and Seminar held and Seminars (1 per new council area) – 7 indicators relate to 'seminars' for various events Attendees at seminar and Attendees at national seminars and Attendees at regional seminars 	<p>There are a number of instances where separate output indicators have been set for similar activities. Indicators should be reviewed and duplication removed through a re-coding exercise, where applicable. The review should consider impact of each indicator and the value of it as an indicator.</p> <p>A smaller number of more homogeneous indicators should be used to allow comparison in performance between projects and Themes. If indicators were more homogenous, they could be more easily aggregated and potentially contribute to Operational Programme indicators.</p>
2. Not all project activity is directly feeding into the overall OP Indicators.	<p>The below indicators are recorded at a project level and would be of interest if aggregated and reported at an overall programme level as they relate to economic benefits (jobs created, skills gained to enhance employment opportunities, shared space created) resulting from funding.</p> <ul style="list-style-type: none"> Full-time jobs created Part-time jobs created Training/accreditation gained Further shared estates created <p>In addition, as this theme aims to enhance institutional capacities, one project lead has captured information on the number of 'key policy makers attending the conference event', which could be set as a common indicator for other projects under this theme which have linked with key policy makers as part of their activities.</p>	<p>A review of all indicators is required and a mapping exercise to identify which indicators are not directly contributing to achievements and meeting OP targets.</p> <p>It is important that all achievements currently captured are being adequately reported at an EU level.</p>

Appendix VI

Stakeholder Feedback

13 STAKEHOLDER FEEDBACK

13.1 Introduction

This annex presents the key findings emerging from the key stakeholder consultations, which took place between December 2012 and January 2013. A list of the 46 stakeholders who contributed to the mid-term evaluation is provided in Annex VI.1 and the topic guide can be found in Annex VI.2.

13.2 Key Findings

Key findings emanating from consultations are categorised as follows:

- Programme Need
- Policy Context
- Programme Benefits
- Programme Implementation
- Future

For ease of analysis and reference, the proportions used to quantify responses in this section are described using the following terms i.e.

Term	%	No. of stakeholders
All	100%	47
Almost/nearly all	91%-99	43-46
Most	75%-90%	36-42
A majority	50%-74%	24-35
A significant minority	30%-49%	15-23
A minority	10%-29%	6-14
A few/a small number	less than 10%	1-5

For the purpose of confidentiality, responses have been anonymised and the findings presented to reflect key trends identified and verbatim quotes provided.

13.2.1 Programme Need

Stakeholders were asked their views on the need for the Peace III Programme.

Almost all respondents were of the opinion that there is a need for the Peace III Programme and indeed most agreed that there is a need for the continuation of the programme for another tranche in order to build upon the momentum gained from peace building activities.

“The programme is definitely moving towards achieving the Operational Programme objectives, but there is still a long way to go”

“There is an absolute need for the programme to continue its work by reaching out to the target groups”

“The peace process would be negatively impacted in the absence of the Programme”

“There is a continued need for future investment in under-privileged areas of both loyalist and nationalist areas to address the legacy of the conflict”

Furthermore, the Programme’s aims and objectives remain relevant to the evolving needs and priorities in Northern Ireland and the Border Region of Ireland (i.e. including the counties of Cavan, Donegal, Leitrim, Louth, Monaghan and Sligo), according to most respondents.

“The aims and objectives of the Peace Programme remain very relevant moving forward to achieve lasting peace”

“The rationale for the Programme remains relevant, which is to bring communities together by stimulating a series of actions, mainly economic and social which effectively allow communities, which were polarised through conflict, to get involved with one another”

“The needs the programme intends to address, particularly solidarity and prosperity, are still very relevant as these are central themes within the EU”

All respondents agreed that *“conflict resolution and peace building takes time and long term commitment”* and that interventions must be sustained to build the confidence and capacity of relevant target groups in order to achieve social and economic cohesion between communities.

“It is not just physical rebuilding, you are rebuilding communities, healing divisions, building bridges across communities and allowing people to breathe and to feel that it is ok to talk about these things – all these things take time”

“Reconciliation is a very difficult thing to achieve after years of sectarianism. Change will not happen in a short timeframe”

“Communities have overcome those early stages of polarisation and are getting much more involved in activities which require greater commitment and trust. The confidence to do that is a bit higher now. It is important that this momentum is maintained”

Whilst respondents agreed that progress has been made to promote reconciliation, all agreed that segregation and tensions are still evident and that society remains divided.

“We do not live in a stable, peaceful society. There is still conflict, tension and sectarian behaviours and attitudes”

“Closure of the past to allow people to move forward is happening to a degree but there are still issues in relation to contested space, flag issues & peace walls”

“We have a lot of issues in relation to identity. We don’t have a flags protocol, nor a cultural celebrations or a protocol for commemorative celebrations”

As the key stakeholder consultations coincided with the timing of unrest and tensions within Belfast relating to the change in policy by which the Union flag is displayed outside City Hall¹³⁷, almost all focused on this specific issue and articulated the continuing need for the programme to promote tolerance and mutual respect.

"We only have to see what is happening on the streets over the past few weeks to see that we are not done yet"

"The peace process is not at a stage where Peace money can be withdrawn - there is still a lot of work to be done. The fragility of the peace process is demonstrated by the current reaction to a change in the status quo".

"The Programme is needed in the context of recent issues in Belfast. A new generation is being impacted. There is a need to engage communities so they have a common understanding and respect for each other"

A minority questioned whether the Peace Programme is actually having an impact at a local level in light of these recent tensions, believing that underlining issues concerning identity have not been sufficiently 'tackled by Government or Peace interventions'.

There was an acknowledgement from a small number of respondents of the economic benefits of having a stable and peaceful society, commenting that the recent unrest and associated negative publicity has hampered growth in tourism and inward investment. Consequently, there is a continuing need for the Peace Programme to create attitudinal change towards greater acceptance of cultural differences and promotion of similarities.

"A peaceful society will attract inward investment which has potential to improve the economic performance of Northern Ireland"

"The lack of trust between the two communities has contributed to the economic disadvantage...if we can ensure stability then this situation can be improved greatly"

"It is a very small number of people that can bring major disruptions to the broad society in Northern Ireland. The waves, the ripple effect and the level of fear that they can bring into an economy is very damaging"

It was also noted that Peace I and Peace II developed in a growing economy, whilst Peace III has developed and is being implemented in a contracting economy; therefore the demands for funds have increased. Two respondents feared that some groups are targeting Peace monies in the absence of other funding programmes, consequently recommending that the assessment process should be robust to ensure that projects are genuine and strongly related to peace and reconciliation objectives.

"We didn't foresee the impact of the economic downturn which has resulted in reduced funding being available outside that of the Peace programme. Groups are targeting peace monies as other funding has been reduced"

¹³⁷ Belfast City Council voted to change its Union flag policy on 3 Dec 2012, which resulted in the reduction in the number of days the Union flag is flown from City Hall to designated days only, in keeping with guidelines set by the Department for Culture, Media and Sport in Westminster. This decision has been met with protests from the loyalist community. Whilst the majority of the street demonstrations have passed without any issue, some have resulted in rioting.

"I have heard anecdotally, from larger projects that they are seeking peace funding after failing to secure funding from other sources"

"I would question the motivation of a lot of the applicants and if they have a genuine interest in promoting peace, or if it is simply another source of funding to them"

A minority of stakeholders interviewed commented that the Peace Programme is creating a grant dependency culture, with an expectation that this source of funding will continue to be available.

"By the end of Peace IV (2020) we will have had 25 years of investment in the Peace Programme – creating a dependency, especially as alternate sources of funding are no longer available"

"There is an expectation of monies for the transition period from Peace III to Peace IV such is the over reliance and dependence on funding"

Stakeholders were asked their views on whether the programme remains relevant to the needs of the eligible area and its named target groups

Eligible Area

Almost all respondents were of the opinion that the programme remains relevant to the needs of the eligible area i.e. Northern Ireland and the Border Region of Ireland.

One respondent felt that consideration should be given to extending the programme to Scotland, believing that *"key lessons can be gained as they have experienced similar issues"*.

"Issues regarding sectarianism are being tackled in Scotland and they are way ahead of us on many issues, including flags, parades. There is important learning with the Scottish vote for independence for the future of Northern Ireland"

Although a few respondents believed that lessons can be gained from Scotland and other jurisdictions, others stated that it did not merit expanding the programme at this stage but rather *"concentrate on ensuring the programme is implemented fairly across the existing eligible area"*

"There is no need to extend the target programme area, although Scotland has some similar issues that we could learn from in terms of how they have dealt with them"

All respondents were of the opinion that specific areas within the eligibility regions also remain relevant i.e. areas such as sectarian interfaces; disadvantaged areas; areas and communities in decline; and areas where economic and social development has been inhibited by the conflict.

Target Groups

The majority of respondents agreed that the target groups¹³⁸ remain important and relevant to the priorities of the Peace Programme. Whilst the Peace Programme has helped support these target groupings, most respondents agreed that further investment is required to improve relationships between communities.

¹³⁸ Target Groups include: Victims of the conflict; Displaced persons; People who have been excluded or marginalised; Former members of the security and ancillary services; Ex-prisoners and their families, Public, private and voluntary sector organisations and their staff who have a contribution to make towards developing a shared society.

“The programme is still relevant to the needs of the target communities but there is still a bit of distance to go on two fronts i.e. the building of trust and commitment between the two communities and the economic strength of communities, specifically rural communities both sides of the border which have been neglected over the years mainly because of the conflict. There is a lot of work to do there”

A few respondents felt that the recent unrest and tensions in Belfast has demonstrated that there are groups of individuals who feel disaffected by the peace process, and that the peace programme has not effectively engaged with these groups.

“It can be seen over the Christmas period when they were blocking the roads - this is the only way they think they can get their voice heard...clearly the Peace Programme is not getting to those people”

Section 2.2.5 outlines respondents suggestions on future targets groups.

13.2.2 Policy Context

Stakeholders were asked to comment on the extent to which the programme has complemented and enhanced in any way the effect of other related domestic policies

It is important to note that the policies referenced below do not represent all those that are relevant to the Peace Programme, but merely provide an overview of those cited by respondents.

The majority of respondents asserted that the Peace III Programme is operating in a policy vacuum with a lack of direction and leadership from government on an agreed strategy for reconciliation. Of particular note is the absence of an agreed **Cohesion, Sharing & Integration (CSI)** policy document.

“The formulation of policy in Northern Ireland has always been challenged by divisions and the difficulties that there have been in coming up with the agreed document on shared future, what is referred to now as the CSI document”

“The CSI document has been in gestation for a long, long time”

“For Peace IV we would be going to Europe with no policy – which may impact on whether we get funding for another period”

Whilst policy development faltered at the Northern Ireland level, a few respondents noted that the Peace Operational Programme has been successful in gaining agreement from all parties in the Northern Ireland Executive and the Irish Government as well as the European Commission.

“The Peace Programme showed us that it is possible to reach policy agreement on important issues, even when others fail to reach agreement”

“The Peace Programme provided a very important, neutral station for the formulation and implementation of policies which were very challenging for a region emerging from a conflict”

“The Peace Programme still progressed on the ground in the absence of political leadership. It illustrated that if politicians can't get their act together, progress can still happen through community leaders at a ground level”

According to a few respondents, when political instability occurred at the macro level, the peace programme continued at a local level and was noted by a few as *“the people’s peace process”*

“The Peace programme complemented the peace process at a macro level but was distinct from it – it was the peace process on the ground”

A new local government structure was established in the form of eight Peace Clusters in Northern Ireland and six Peace Clusters in the Border Region of Ireland to deliver the Peace III Programme. This structure has been created in the absence of policy surrounding local government reform.

The introduction of new reforms are now outlined in each of the respective government’s policy documents i.e. the **NI Programme for Government 2011-2015** highlights government’s commitment to the **Review of Public Administration (RPA)**, which aims to ‘establish the new 11 council model for Local Government by 2015’ and **Ireland’s Government for National Recovery 2011-2014** outlines commitments for local government reform to enhance the role and functions of local authorities.

Based on the above, most respondents agreed that involvement in the programme has equipped local authorities with enhanced skills and capacity to take advantage of opportunities presented under new reforms, consequently complementing and enhancing policy.

“The Peace III Operational Programme situated itself alongside major strategic interventions such as the Review of Public Administration”

The majority of respondents also noted that the Peace Programme has evolved in the absence of strategic direction for the victims sector from the period 2007-2009. This created difficulties in terms of implementing Theme 1.2 in the early stages, due to uncertainty of where to direct funds, according to some respondents. However, a few felt that the knowledge and experience gained from funding interventions under Theme 1.2 have helped to progress policy in this sector. In November 2009, a **Ten Year Strategy for Victims and Survivors** was agreed and launched. This strategy paved the way for the establishment of the Commission for Victims and Survivors, the Victims and Survivors Forum and the Victims and Survivors Service, responsible for service delivery in response to a comprehensive needs assessment.

“There is now a strong structure in place for service delivery”

“There is now a strategic approach taken to working in the Victims and Survivors sector”

Given the new infrastructure for the Victims and Survivors sector in Northern Ireland, a few respondents questioned the need to continue to focus on this strand of support in the future. One respondent noted that similar structures are not yet in place in the Border Counties and that this support would be required.

“There is a need to assess what role the programme has to do in complementing the structures which are now in place for the Victims and Survivors sector and possibly continue to address some gaps that might be there in the border counties were they don’t benefit from the same type of structures that have been put place in NI”

The Peace Programme has put measures in place to ensure that equality objectives are met, with a few respondents also citing the **UN Security Council 1325 Resolution**, which encourages the role of women in peace building activities and ensuring their contribution in decision making.

“The programme promotes equal opportunities including the integration of a gender perspective, as well as those that prevent discrimination”

“Women have such a crucial role to play in our society and in the context of the UN 1325 Resolution it is important to take into account that peace programmes have a role in promoting women’s participation in decision making”

A significant minority of respondents referred to the potential for the Peace Programme to contribute to meeting the priorities outlined in the **Europe 2020 – A Strategy for Smart, Sustainable and Inclusive Growth** in terms of promoting social inclusion and a peaceful society in which to create a more competitive economy with higher employment.

The Peace Programme offers an innovative model from which other countries in Europe can learn according to a few respondents, who also mentioned the recent conference in Brussels (31 January 2013), which reflected upon the key lessons and the legacy of the Peace Programme. It was noted that the delivery of the Peace Programmes could be a useful blueprint for the EU to use in any post-conflict counties in the future.

Based on the above, almost all respondents acknowledged that the Peace Programme’s objectives remain relevant to the evolving needs and priorities at a national and EU level.

13.2.3 Programme Benefits

Stakeholders were asked to outline the key benefits of the Peace Programme and the extent to which the programme is moving toward achieving the objectives as set out in the Operational Programme.

For ease of reporting, programme benefits, cited by respondents, have been collated into the following categories:

- **Direct monetary benefits (tangible)** – quantifiable benefits which can be valued in financial terms e.g. monetary investment.
- **Direct non-monetary benefits (tangible)** – quantifiable but difficult or impossible to value in financial terms e.g. reduction in violence, more groups coming together
- **Indirect benefits (intangible)** – benefits which are identified, but cannot be easily quantified e.g. organisational image, better morale, better perceptions etc.

13.2.3.1 Direct Monetary Benefits

Nearly all of the respondents declared the significant contribution that the Peace Programme had made in terms of monetary investment i.e. almost €2 billion has been invested through the Peace Programmes (1995-2013).

“Peace has brought extra funding into NI and the Border Counties that wouldn’t have been there otherwise”

13.2.3.2 Direct non-monetary benefits

Most of the respondents were able to articulate a number of direct non-monetary benefits resulting from the investment of Peace monies, including: reduced violence and the threat of violence; reduced

polarisation in socially disadvantaged and interface areas; social improvement; and providing a conduit to bring divided communities together.

“Peace was a catalyst for people to come together because they see the value and benefit of making these funds available to their local communities”

A few mentioned that the programme has created a significant resource and network of people who are equipped with the skills to facilitate and/or deliver projects related to peace building.

“Alongside the peace building and reconciliation resources there is also a pool of people who have been trained or have worked on Peace Projects over the past 16 years”

Funded projects which encourage relationships to form in early years and through cross-community work and interaction was also asserted as an effective means of building cross-community relationships.

“Some pre-school projects which allow communities to play together and to learn together...all of those are important because they are embedding a different way of thinking in a culture and a community which would not otherwise have had that opportunity”

It was noted that the development of large infrastructure projects is beneficial as ‘a symbol of the work that has been done’, creating a legacy of the Peace Programme.

“The very fact that they are being talked about, sometimes in a negative, sometimes in a positive sense, I think is an example of making sure there is a legacy after Peace III”

There was recognition by a few that economic linkages between Northern Ireland and the Border region has been renewed as a result of the Peace Programme. Although, the economic benefit is quantifiable, it is difficult to measure the full benefit.

13.2.3.3 Indirect benefits

The strength of the Programme has been the reinforcement of the message of a peaceful, stable society, advancements in the understanding of other traditions and the promotion of a shared future, according to most respondents.

“The programme is moving towards the objectives in the Operational Programme. There will always be flare-ups like the current flag situation, but NI is on track to achieving a strong sense of stability”

“Some of the schemes which took people out of their comfort zone into other areas, including across the border....that kind of exchange of experience is priceless in terms of promoting peace”

“The exchange of experience across communities, across borders and in different regions, I think is priceless. It has been proven to be priceless because there are so many good testimonials from people who have visited other areas”

The majority of respondents identified attitudinal change as an indirect benefit, resulting from the promotion of a culture of greater understanding, trust and mutual respect between communities.

“Creating a culture where we know we are different but we respect our differences and slowly begin to actually celebrate our differences”

A few commented on the benefits derived from adopting varied approaches which challenged and addressed negative attitudes and behaviours relating to sectarianism and racism within and between communities.

A small number of respondents also cited that the programme has led to the integration of individuals who previously felt isolated or separated within their own tradition.

The Peace Programme has increased awareness of the economic and social problems /disadvantage that existed in rural communities, according to one respondent. As a result, interventions have been devised to target these areas and to develop local leadership and business skills on a cross-community basis. Cross-community endorsement of projects was also highlighted as a benefit, creating a culture of respect and an opportunity to share learning between communities.

In some cases, respondents highlighted benefits according to the themes of the programme, which are documented below:

Table 2.1: Benefits per theme
<p>Theme 1.1A: Building positive relations at local level</p> <p>A prevalent trend from a majority of consultations was the recognition of the success of the Peace Clusters in terms of providing a local, community led delivery model. The establishment and the development of Peace Clusters, as well as a greater understanding of conflict resolution within councils was remarked as <i>“a major legacy of the Programme”</i></p> <p><i>“One of the most amazing things that has been achieved is the creation of the Peace Action Plan Partnerships, the fact that 26 local authorities formed themselves into clusters to create joint committees across their boundaries is a testament to the programme”</i></p> <p>The development of Peace Action Plans was also regarded as being largely successful. This process has provided opportunities for councils to work together and in partnership with private, public and community sectors to collectively agree an action plan to challenge attitudes towards sectarianism and racism and to support conflict resolution within and between respective council areas. This approach has also lead to greater partnership working, knowledge sharing and synergies of resources.</p> <p><i>“If you look at various clusters, they are actually sitting people around a table and agreeing a peace plan and actually implementing that plan. That is a serious step forward from where they were”</i></p> <p>It was also agreed by a majority that the Peace Clusters is an effective structure, helping to reduce/remove bureaucracy away from smaller organisations and therefore resulting in greater participation from smaller community groups level who are ‘freed up’ to focus on achieving benefits and impacts ‘on the ground’.</p>
<p>Theme 1.1B: Building positive relations at local level</p> <p>Respondents were of the view that regional projects have enhanced the ability of the Programme to create opportunities for partnership working on regional basis and created links across council and national boundaries. This regional approach has helped communities and implementation staff to explore various interpretations of peace-building and anti-racism work across the region bringing different skills, practice and experience to the fore.</p> <p><i>“Regional diversity is a challenge which is welcomed. We have learned and have developed practices and understanding of how best to approach sensitive issues across the 12 eligible counties”.</i></p> <p>It was commented upon, by one respondent, that SEUPB established criteria helped to challenge potential applicants to demonstrate that their project was truly regional in nature.</p> <p><i>“SEUPB through its insistence on true regionality within the Programme raised the level of requirement to engage in cross border working. Without such requirements a regional programme could easily have been developed and then delivered in one jurisdiction with an odd token gesture of work in the other”</i></p>
<p>Theme 1.2: Acknowledging and dealing with the past</p> <p>According to most respondents, this theme has helped to address the continuing needs of victims and survivors and has highlighted issues associated with emotional trauma and how to help <i>‘support individuals in the journey towards peace and reconciliation’</i>.</p> <p>It was noted that there has been the development of a significant knowledge base and training with regard to providing counsellor</p>

Table 2.1: Benefits per theme

support to victims and survivors as well as increased capacity to deal with mental health and issues of emotional trauma. A majority of respondents also reflected that this theme has facilitated the emergence of 'people's stories' which can be archived for the future recollection.

The theme has also targeted 'hard to reach' groups and in many cases provided a forum for open discourse between political ex-prisoners and ex-combatants from different backgrounds.

Theme 2.1: Creating shared public spaces

The majority of respondents welcomed the funding of iconic, visual projects as part of the Peace III Programme. It was recognised by some as being an innovative, ambitious theme offering a legacy of infrastructural improvement.

"With almost £2billion having been invested over the lifetime of Peace Programmes it is important that there is a visual legacy"

Most respondents recounted the erection of the Peace Bridge in Derry/Londonderry as one of the most 'iconic' projects; however respondents debated on the benefits of such a project, given the difficulty of capturing the benefits/impacts. Whilst the benefits may be difficult to quantify, the Peace Bridge has helped to promote the Peace Programme, according to a significant minority of respondents.

"It is very difficult to measure the impact of the Peace Bridge but it has clearly been used and has connected communities and is a visual testament for the Programme"

Creating shared public spaces through capital build initiatives and the subsequent regeneration and connection of once divided communities was agreed as being very valuable.

"It is very important to bring communities together through shared spaces. Communities that have been segregated for generations face the same social and economic problems which will only get worse in the absence of environments where they feel safe to come together"

"Infrastructure projects play an important role in the peace process by creating shared spaces. They should not be confused with urban regeneration projects and should focus on bringing communities together"

Theme 2.2: Develop key institutional capacities for a shared society

Projects funded under this theme are regarded as an important means of improving service delivery, providing a mechanism to promote a Shared Society. A significant minority cited that whilst the aims of Theme 2.2 remain relevant in terms of reducing segregation and the duplication of services in both communities, projects have not advanced as much as expected and *"there is still a lot of work to be done before we have a shared society"*.

"Theme 2.2 is not working as well as envisaged but it has the potential for great impact if buy-in and engagement can be gained from departments and to sustain public sector involvement"

However, it was identified that there have been advances made in terms of shared services in education, housing and where leisure time is spent, *"the housing executive and the rural development council are working away quietly between loyalist and republican communities"*.

13.2.3.4 Lasting Benefits / Sustainability

Stakeholders were asked their views on the extent to which changes (or benefits) are expected to last after the programme has been completed

The extent of sustainability of projects varies. Respondents noted that infrastructure projects, capacity building projects and those projects providing training/accreditations had a lasting impact. However, the majority of respondents were in agreement that there are certain projects which have a defined intervention within a time period and sustainability beyond that is not a requirement.

"It is possible that you can run a project which achieves its goals and you simply close the work in a very positive way"

Shared Space projects were regarded by some respondents as being sustainable moving forward and it was likely that local authorities would become involved in maintaining the shared space. These respondents also mentioned the ability for Community and Voluntary organisations to sustain various projects.

“If small projects are close to local bodies and they are involved, there is a strong chance that the project will be sustainable in the future and subject to local authority funding”

Some respondents articulated that many of the projects were dependant on funding regardless of the fact that sustainability was demonstrated prior to obtaining funding.

“Projects were always supposed to be able to demonstrate sustainability as part of the programme and to be able to standalone or else get themselves into mainstream funding. It is disappointing that there is an over reliance on funding”

There was the suggestion by a respondent that greater emphasis needs to be placed on sustainability and the need to develop leadership skills within project organisations in order to aid sustainability.

“There is not enough focus on the sustainable legacy of the programme. There needs to be more emphasis on developing leadership skills and capacity. Lasting change is dependent on the ability of communities to liaise with each other and develop models of leadership”

13.2.4 Programme Implementation

Stakeholders were asked their views on the efficiency and effectiveness of programme delivery structures and administrative functions.

Responses have been collated under the following key areas:

- *Delivery Structures*
- *Administration Functions*
- *Application of Aid for Peace*
- *Application of Cross-Cutting Themes*
- *Awareness Raising*

13.2.4.1 Delivery Structures

Managing Authority - SEUPB

SEUPB is responsible for the overall management and delivery of the Peace III Programme. To oversee the day-to-day implementation of PEACE III, SEUPB created the Joint Technical Secretariat (JTS), which is regarded as a significant change within the structure of SEUPB.

This delivery structure provides a more streamlined and efficient approach to that adopted in Peace II, which involved a more costly delivery model encompassing 56 different implementing bodies. A respondent mentioned that the change of structure yielded a further €14 million to the projects.

“It was a testimony to how well it served its purpose by the fact that we could get rid of those 56 implementing bodies and introduce a single implementing body, the joint technical secretariat. In monetary terms it freed up about €14 million which came right back in to the benefit of projects”

Based on feedback from a majority of respondents, SEUPB staff members are valued for their expertise, experience and professionalism. Most respondents also noted that staff were responsive to queries and communicated feedback.

“SEUPB are a very well-run organisation with good staff”

Consortium

Under Priority 1 (Reconciling Communities) of the Peace III Programme, SEUPB has contracted Pobal, in partnership with the Community Relations Council in Northern Ireland ('The Consortium') to support and assist the 14 Peace Clusters in the implementation of their peace and reconciliation plans under Theme 1.1 (Building Positive Relationships at a Local Level).

The Consortium is recognised as an effective structure for providing support to the Peace Clusters, providing a forum for councils to share their experiences and learning from interventions.

"The Consortium has provided a guidance and support role to ensure a consistent approach across council areas"

The Consortium has also been commissioned to directly deliver Theme 1.2 (Acknowledging and dealing with the past). As reported in Section 2.2.2, Theme 1.2 has evolved in the absence of an agreed strategy for the Victims & Survivors sector from the period 2007-2009, thereby the decision-making process regarding the allocation of funds was more problematic in the early stages of implementation due to a lack of policy direction. However, in November 2009, a **Ten Year Strategy for Victims and Survivors** was agreed and launched. This coupled with a dedicated €50million from the Peace Programme has helped to advance peace-building and helped to inform policy development in the Victims & Survivors sector.

There is a perception by a few respondents that the collaborative function of the Consortium was strained at times.

"The theme hasn't been implemented as quickly as hoped due to issues between the two consortium partners...the relationship is a bit strained"

Consortium members reported that whilst they welcome partnership working, there was an acceptance that at times this process has been difficult due to joint contract arrangements and variations in the each of the organisation's governance structures. It was suggested by one respondent that processes could be improved by establishing a structure where one of the Consortium members would act as a lead partner.

Peace Clusters

At a local level, the 14 Peace Clusters are responsible for the implementation of the Programme. As reported in Section 2.3 2, this approach is advocated as an effective delivery structure, which should be built upon going forward.

13.2.4.2 Administration Functions

Application Process

The project selection process for Peace III monies firstly involves an 'expression of interest' phase, where applicants are provided with guidance and support to help them identify if they meet the requirements of the Programme. The applicant subsequently submits their 'Part A' application (capturing basic registration details), generating a unique reference number. The application process progresses with the completion of Part B (capturing full application details) which is submitted to SEUPB. The application is verified that it complies with the requirements of the Programme, those non-compliant will be rejected and provided with reasons for rejection.

The majority of respondents were in agreement that SEUPB staff members have provided invaluable support and advice to aid individuals through the application process.

A few respondents stated that the best proposals received are usually dependent on the administrative ability of that group i.e. their ability to effectively complete the application process, not necessarily the best projects.

“Experienced applicants have an advantage over inexperienced applicants i.e. if you know the system you will be able to tick the right boxes”

“The whole process is very difficult, particularly for small organisations that may not have a lot of past experience in accessing funding”

Selection Process

Once a completed application has been received, the selection process for funding begins, involving two stages i.e. Stage 1: basic eligibility checks which certifies the application against specific criteria; and Stage 2: full appraisal and scoring, where applications are appraised and scored against theme and generic selection criteria.

Some respondents were of the view that the assessment and scoring criteria are very relevant and appropriate.

“Those with less Peace objectives were removed at an early stage”

Others felt that ‘good ideas’ are sometimes discounted as ineligible due to the perceived ‘menu like’ criteria that have to be adhered to in order to obtain funding.

“Good projects that the community would have ‘bought into’ have been turned down”

“There has to be a focus on how realistic and achievable peace and reconciliation results are, rather than a concentration on other criteria”

Application & Selection Process - Suggested Improvements

The importance of information/capacity building workshops to aid applicants through the application process was recounted by some respondents. The workshops provide applicants with a greater understanding of the application process and selection criteria used.

A requirement for more support to be made available for organisations with less funding experience in their proposal preparation was noted by some respondents.

“Small organisations often struggle with the content required to complete a successful funding application. Larger organisations are therefore more likely to get funding as they know the process and have more capacity/resources. SEUPB probably don’t have the staff resource to provide intensive one-on-one support to all the smaller organisations”

A minority articulated the need for additional support from SEUPB at the application stage.

“Applicants need more support to develop applications, although JTS provide support, more resources are needed to develop this further at the pre-programme/application stage”

A minority suggested that prospective applicants be allowed to review an anonymous but marked application form to identify the weakness in an application. They also said that the provision of good practice examples as case studies would be a useful tool in the process.

One respondent also proposed the potential for a 'buddy system' to aid new applicants.

"There may be the potential for a buddy type system, where applicants with a high success rate could assist those bodies who would be new to the process"

A further recommendation was provided to include the allocation of funding for applicants who have passed Stage 1 and have moved to Stage 2 in an application process, in order to provide adequate resources to develop a robust project application.

A small number of respondents mentioned that those unsuccessful with their application should be provided with more detailed feedback on why they were unsuccessful and further guidance as to what they would need to change to improve their chances in future funding applications.

Assessment Process

Upon the assessment of applications as part of Stage 1 and Stage 2 (ref above), projects are then economically appraised and passed on to the appropriate Steering Committee¹³⁹ for a decision.

A recurring theme throughout the stakeholder consultation was the issue of significant delays from application to receipt of letter of offer. Some respondents felt that time delays has led to some organisations 'avoiding Peace funding all together'.

"During calls for tender for peace funding – no one wants to apply or indeed no one wants to take the lead role in a collaborative bid because of the delays and bureaucracy"

"It is unacceptable that a project applicant should have to wait so long. Quite a lot of the project is irrelevant or out of context by the time you get around to making a decision. Some partners find it hard to hold on to the budget that they have to facilitate the project"

"There are significant delays between application and Letter of Offer – average 52 weeks"

There was a general consensus amongst respondents that bureaucracy has caused 'much frustration' with the Peace Programme application process.

"We were enthusiastic at the start of Peace III but we have become disillusioned due to bureaucracy"

Some respondents asserted that the reason applications are taking longer from application to acceptance is the result of the dual decision making structure in place, the structure whereby projects over £1million require the completion of an economic appraisal for the Steering Committee and a further appraisal at the Accountable Department level prior to approval.

There was a strong belief that the additional levels of scrutiny at Accountable Department level has led to time delays. The perceived duplication of project appraisals was a point of frustration for a majority

¹³⁹ The Steering Committee is a sub-set of the Monitoring Committee and it includes elected representatives from the political parties, partners such as employers, trade unions, people from the community and voluntary sector and all the relevant Accountable Departments in NI and Ireland

who felt that the process *'moved in circles between departments'*. According to a few respondents, economists in different departments may have had a different viewpoint on a particular economic appraisal, leading to more questions and the circle of delay continued.

"The JTS perform an economic appraisal. It is presented it to the Steering Committee and subsequently to the Accountable Department. The Accountable Department would pass it through to economists and you would find that it is 'flicked back and forward' about five or six times"

"The Accountable Departments second scrutiny process is an issue, creating lengthy delays in decisions"

Ireland's approval process does not require a separate Accountable Department economic appraisal process or direct Ministerial approval, the lead is taken from decisions taken by the Steering Committee as well as internal assessment of value for money. This is informed by the independent Economic Appraisal commissioned by the SEUPB; an additional economic appraisal would not normally be undertaken.

At the outset it was envisaged by some that the Accountable Departments *'would have their voice at the Steering Committee level'* rather than having a separate appraisal process. However because of the financial flows of the programme the dual decision-making structure is necessary i.e. the Accountable Department are responsible for funding the programme 100% cash up front, therefore the economic appraisal process remains valid to ensure the accountability of funds within the relevant department. The finance is transferred to SEUPB via the budget of the Accountable Department. SEUPB then pay the money to the project.

"It is the financial flows that are driving the issues of governance and accountability for a government department. It is a challenge going in to the new Programme"

"The allocation and disbursement of funds is performed in accordance with all the rules for managing public money and the NI guidance on economic appraisal and similarly in accordance with the rules in Ireland"

However some argued that it was equally important to spend the funds available.

"Accountable Departments always talk about the risks they carry, managing public money and they have to satisfy the requirements for managing public money. It is as if the risks are to do with approving a project and spending the money. They take no account of the risks involved in not spending the money"

"What is the social and economic risk of that project not happening? That is totally discounted"

Various debates on where the issues of bureaucracy incurred were evident, with attribution direction to SEUPB and/or Accountable Departments. In essence, the issues remain, regardless of where responsibly lies. It is evident that all relevant parties remain committed to improving the process going forward to a potential Peace IV programme.

"The EU Commission's financial management and control environment imposes quite an onerous financial burden on promoters. Further efforts should be made to minimise the administrative burden for PEACE IV"

Assessment Process - Suggested Improvements

Respondents noted that SEUPB were in discussions with Member States and the relevant government departments about how to streamline the application and process. There was an understanding and an acceptance made by a few respondents regarding the need to redesign the financial flows in order to change the decision making structures.

A majority iterated that consideration should also be given to raising the threshold for full independent economic appraisals of projects, thus speeding up the assessment of projects.

It was recommended that the Steering Committee should have an economist within its membership. The economist could identify any gaps/weaknesses at an early stage of the application.

One respondent recommended the use of a set template for economic appraisal, which should be adopted by all the consultancy firms. It was felt this process would aid the review process.

Vouching/Verification Process

The audit process surrounding the implementation of Peace funded projects was a common theme emanating from consultations.

Whilst organisations appreciate the need for vouching expenses as part of the verification process, most respondents were of the view that the audit process was overly onerous. It is understood that SEUPB has made representations to the Member States to reduce much of the administrative burden from projects, particularly smaller projects.

A few respondents noted that *'even semi-professional organisations struggled with the administration process of the Programme'*. Some also noted that small community/voluntary organisations have difficulty administering the process, in terms of reporting, cash flow, audit and the other requirements of administrative verification.

Some respondents also stated that small organisations have become wary of Peace funding because the audit process within it can discount the funding for an expense after the award. The expenditure may be spent and the organisation is subsequently at a loss for funding that they were originally offered.

"It is expected that organisations are able to anticipate a three year spend on stationery; that is unheard off. I know of a body which lost 5k from their funding because they didn't tender for stationery at the start of the process. We had a similar position with a body which had minibuss hire and was expected to be able to tender for all journeys at the beginning of the process"

It was suggested that a sampling approach should be adopted instead of 100% vouching system.

"We would have a problem with the 100% vouching system. Having a piece of paper matching expenditure does not mean that it is correct. We would much rather sample test invoices and dig deeper into the make-up of that invoice and where it came from".

13.2.4.3 Application of Aid for Peace

Stakeholders were asked their views on the effectiveness of the Aid for Peace approach for measuring the impact of Peace interventions.

The Peace III Programme is being evaluated using the Aid for Peace Approach, which facilitates the planning and evaluation of peace and aid interventions taking place in post conflict areas. The Aid for Peace approach focuses on assessing the needs for peace-building in a given country or area and then tailoring the intervention's objectives and activities to these needs by identifying their peace-building relevance and developing appropriate indicators. The Aid for Peace approach builds in evaluation methods and tools such as input-output-result-impact chains¹⁴⁰.

The inherent difficulty of measuring the tangible and intangible outputs, results and impacts of peace building and reconciliation interventions is widely acknowledged by nearly all respondents.

"The outputs of projects are largely intangible and are intrinsically difficult to measure"

On the whole, respondents agreed that the Aid for Peace model has provided a 'sound' framework in which to capture project performance data and is indeed an 'innovative' and 'leading edge' model. A significant minority reflected that other jurisdictions will look towards the Peace Programme for guidance on how to measure the impact of interventions in an area emerging from conflict.

"In the context of international research and experience on measuring the impact of peace initiatives and reconciliation programmes – Peace is at the leading edge"

"During Peace II ground breaking research was carried out around reconciliation and measuring it and integrating it into a programme. The Aid For Peace really built on that and it was the next generation of it. The Aid For Peace aims to embed in the projects themselves on-going mechanisms for assessing what contributions they are making to the peace process"

"What Aid For Peace has brought to the table is an awareness of a need to be conscious of the need to measure impacts"

It is perceived by some that the Aid for Peace tool is been used as 'a tick box exercise' and 'not truly valued' by project leads as an embedded process in which to measure benefits.

"People seem to separate the Aid for Peace from their project, like it was another box that needed to be ticked whereas the Aid for Peace should be seen as a useful tool for organisations to measure reconciliation"

"Aid for Peace has become a checklist; a control exercise which it was never intended to be. There seems to be a willingness to accept outputs as outcomes"

"Aid for Peace should be used as a learning and monitoring tool, however at present it is being used as part of a bureaucratic exercise"

From the implementation bodies' perspective, the 'buy-in to the monitoring process' and the quality of Aid for Peace reports received from project leads varies, with some being more robust than others. Furthermore, it was noted that some project leads need 'considerable hand-holding' to develop baseline reports as well as interim and final reports.

"The capabilities of project leads vary – some find process straightforward and others need a lot of hand holding. For example, some can take up to 10 telephone/face-to-face meetings to help

¹⁴⁰ SEUPB A Monitoring and Evaluation Framework for Peace-Building

complete indicators and the aid for peace process, which can take 6 months and therefore very resource intensive”

Although workshops have been delivered to help project leads understand the requirements of Aid for Peace, two respondents felt that whilst this approach is valuable, one-to-one meetings with project leads is more effective, as the approach can be tailored accordingly.

“Feedback indicates that they [project leads] struggle with it, whether it is information they are tracking and monitoring themselves or information they are gathering for a specific indicator – so they need a lot of one-to-one support to implement Aid for Peace”

A majority of respondents believe that the targets/indicators used in Aid for Peace are relevant, whilst others felt that they were unable to comment due to a lack of a detailed knowledge of the specific targets.

“Targets and indicators are fine and linked to the aims and objectives of the programme - they work in that sense. They force the group to measure outcomes against their aims and objectives against the actions proposed”

The importance of working with project leads to develop targets/indicators and enhance monitoring and evaluation capacities was emphasised by a few respondents. This approach helps ensure that projects leads are equipped with the skills to develop their own parameters/indicators and take ownership of the process.

The lack of flexibility to change targets/indicators was remarked by a few respondents as a constraining factor. It was felt that a project's direction may change due to unforeseen circumstances and/or a different focus/approach may lead to greater impact, however, it is difficult for the approach or targets to be altered from that outlined in the respective Letter of Offer.

“The downside is the lack of flexibility within the programme and monitoring against these targets and indicators can inhibit successful delivery of the project”

The level of work required to manage the Aid for Peace process was appreciated by the majority of respondents. It is perceived by a significant minority that insufficient resources have been allocated to fully implement the Aid for Peace.

“An enormous amount of effort is required to making sure that the information obtained from project leads is meaningful data”

“It's only as effective as the resources that are given to it and it hasn't been resourced”

“In principle, Aid for Peace was the right way to go but it hasn't worked. The bodies tasked with implementing it are not well enough resourced, which isn't their fault”

“I wouldn't undermine the model itself, I think it is good. I'm not sure if it was the model or the resources that impacted on the ability of the model to deliver”

“A lot of time and research has went into developing the Aid for Peace concept as a self-evaluation tool – but I would question whether enough has been invested in its implementation”

“Further resources and investment in training on how to effectively implement the model and time to work through it properly would help to improve the process”

One respondent reflected that the *“Aid for Peace process is difficult, and should be, as projects are being asked core reconciliation questions and the impact which their project has had”*. Consequently adequate support and resources should be allocated to ensure effective implementation.

According to a minority, the terminology ‘Aid for Peace’ is not ‘accessible’ or ‘understood’ and therefore ‘off-putting’ to some project leads who regard the framework as separate to their project rather than embedded.

“People seemed to disconnect the Aid for Peace from their project...they just don’t seem to grasp the term or even the process”

“The wording is strange for some and creates a ‘mystique’ around a process that should be relatively straightforward”

“The phrase ‘Aid for Peace’ is unsuitable and not embraced by those who can’t connect with the terminology”

Some respondents felt that the out workings of the Aid for Peace approach are yet to be fully realised and that it may be too ‘too early to judge’ its effectiveness.

“It is too early yet to say what sort of data it is going to produce, again the lag effect of projects from start to finish. We will need a lot of data back in order to assess properly and it is much too early to do that”

“The quality information is not available at the moment it is still in progress, as projects are only starting to filter through now”

In terms of evaluation, there was awareness among most respondents that the budget for evaluating the Peace III Programme was reduced and limited to a programme level rather than at a project level. This approach has resulted in a lack of in-depth analysis and evidence of individual funded projects in which to improve/develop the overall Peace Programme, as identified by a few respondents.

A significant minority recounted that an adequate focus should be dedicated to monitoring and evaluation the programme.

“There are absolutely insufficient resources dedicated to monitoring and evaluating the impact of the Peace III Programme. Evaluation is central to the programme and it is not being adequately resourced”

“There is a need for a fundamental rethinking of the role of monitoring and evaluation. There is a need to work closer with recipients to understand and reflect on the benefits on the ground”

“There is no focus on evaluation and it has become just an auditing exercise”

“I don’t think there has been adequate focus and time given to evaluation. There is an obsession with audit and reviewing which is called evaluation but there no time to step back and actually

evaluate. People are afraid because they don't know how to measure the impact and SEUPB are under resourced to do this"

"There is a completely disproportionate focus on the audit process rather than having time to be interested in the product/impact"

13.2.4.4 Application of Cross-Cutting Themes

Stakeholders were asked to comment on the implementation and recording of impact of the cross cutting themes i.e. Cross-Border Cooperation, Equality of Opportunity, Sustainable Development, Impact on Poverty, and Partnership.

The majority of respondents were in agreement that the cross-cutting themes have been adequately applied across the programme with due consideration taken for each theme as part of the scoring criteria in the project application stage.

The minority of respondents reflected that it is difficult to assess the application of cross-cutting themes. These individuals agreed that further communication regarding the benefits/out-workings of the themes would be beneficial.

"It has never been very clear how monitoring and recording of the cross-cutting themes fits into the overall development of the programme or future programmes. It's not very obvious how it effects the betterment of the programme"

"The impact of cross-cutting themes is difficult to assess. I'm not sure if cross-cutting themes are working as it is difficult to get a sense of the benefits"

Comments provided under each of the five cross-cutting themes are provided below.

Cross-Border Cooperation

Cross-border cooperation is central to the PEACE III Programme to include SEUPB as the cross-border Managing Authority. In addition, all decision making structures are constituted on a cross-border basis with funding also provided on a cross-border basis.

A majority of relevant respondents commented on the positive working relationships between cross-border departments.

"Positive relationships have been built between Southern and Northern Accountable Departments and SEUPB. All can have open, honest conversations and can pick up the phone to talk to one another anytime"

Under the Peace III Programme, funded projects did not have to be cross-border in nature. In fact, the general consensus was that the cross-border theme was not relevant for some projects dedicated to a confined geographic area and target grouping.

"There is less of relevance for cross-border links for some projects. Although having a cross-border aspect is important at a Programme level, it is important that at a project level consideration is given to the relevance according to proximity rather than for the sake of ticking a box that it has met a cross-border criterion"

Whilst most were satisfied with the application of this theme, a minority felt aggrieved and perceived that this theme has become less strategically important and was a ‘*step backwards from that of Peace II*’, emphasising the need to increase the level of cross-border co-operation.

“The Cross Border aspect changed from an aspect that was equally important, to a theme that, when it came to how it should be marked, we were advised that; it’s good that it is there but it doesn’t formally need to be marked”

“Some of the cross border activities are now so superficial and there needs to be a change there in Peace IV”

There was a majority view that very few of the cross-border projects would have happened in the absence of monies from Peace Programmes and that the cross-border element of the programme encouraged the bridging of divided communities.

“90% of the funded projects would not have happened without the Peace funding. This is particularly true of the cross-border projects, people who had not worked together in decades. Without the finance and motivation that Peace brings, these projects would probably never have happened”

It was noted by one respondent that a balanced programme, in terms of geographical reach, has been achieved to include border counties.

“I think there is a balanced programme in terms of geographical reach. In Peace II, 15% of the Programme was dedicated to cross-border. A conscious effort was made that there wouldn’t be a defined percentage but Peace II was almost a benchmark. About one third of the Programme is expected for the border regions”

Equality of Opportunity

Providing equality of opportunity is a key consideration within the Peace Programme, in keeping with community policy and legislation, which outlines the need “to promote equality of opportunity between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation, between men and women generally, between persons with a disability and persons without and between persons with dependants and persons without”.

Most respondents reflected that Equality of Opportunity is integral to the way they conduct business and it is a presumption of the work that they do.

“It is enshrined in what we do, equality of opportunity for all”

“It is a measure of how far we have come that it is almost a presumption of a project”

A few respondents did comment of the increasingly varied cultures within Northern Ireland and articulated the need for further attention and future funding for migrant workers and other minority groups.

“There is a belief that migrant workers have not received their share of programme funding. This is an area that needs funding and should be an important part of the Programme. There should be a breakdown of the funding provided to each of the categories to determine the proportion going to each”

“At times we found that there were minority communities in areas, keeping their heads down and not raising their issues”

Sustainable Development

A Strategic Environmental Assessment (SEA) of the Peace III Programme concluded that, whilst there is a need to monitor a selected number of environmentally focussed indicators; the programme was not predicted to have any significant negative effects. However, positive effects were predicted in relation to the material assets, cultural heritage and human health.

Projects funded under the Peace Programme largely fall under ‘Path A’ of the Development Path Analysis (DPA)¹⁴¹ i.e. actions that promote activities that simply meet environmental regulations.

A respondent noted the difficulty of measuring sustainable development robustly and iterated its importance for any future Programme.

“It’s difficult to measure some of the Sustainable Development criteria in a robust way- although this is an important area because it links back to the EU objectives. This is particularly true in Peace as a lot of the outcomes are social and so are difficult to measure. This needs to be more clearly defined in the next programme

When respondents were asked about sustainable development, a majority mentioned that it was more applicable to capital builds with respect to environmental impacts. Most other commentary referred to the sustainability of the projects moving forward (Ref Section 2.2.3.4).

Impact on Poverty

As outlined in the Operational Programme, the Peace III Programme will conform to the principles outlined in the relevant anti-poverty strategies of both Ireland and Northern Ireland.

According to most respondents, it is well evidenced that *“there is a high pattern of linkage between the physical manifestations of the conflict and areas of deprivation”*. Investment in these areas has helped to build positive relations and reduce segregation. A few respondents mentioned that ‘revenue projects’ have had a positive impact within these communities due to the revenue stream created through job creation.

Despite the continued allocation of funds in some areas of deprivation, issues remain prevalent, as stated by a few respondents.

“It is a source of great disappointment that the areas where you will find a lot of peace building work going on, remain to be areas of deprivation even after all this time”

A majority of respondents commented that projects scored well in the assessment criteria on poverty, one respondent noting that *‘80% of their projects are in areas of deprivation’*. However, one respondent remarked there was a tendency to favour projects in areas of deprivation and that projects should be considered according to their merit and ability to deliver upon the programme’s aims.

¹⁴¹ The Development Path Analysis (DPA) has been adopted as the main tool to guide the region toward a more environmentally sustainable path of development and for monitoring the extent to which this transformation is taking place. Funding is conditional on projects complying with the requirements of both EU and domestic environmental legislation and policy, thus safeguarding or enhancing environmental quality and conserving the natural and built heritage at both a local and global level.

The difficulty in developing and implementing a project in a deprived area was noted by a respondent as being challenging due to the lack of an overall strategy for the area.

Partnership

As detailed in the Operational Programme, the Partnership theme aims to ensure that that the Programme structures comprise, where appropriate, the active participation of the local authorities, other competent public authorities, the economic and social partners and the other relevant bodies in the implementation of the Programme. In adopting the partnership approach, the Monitoring Committee includes a balanced representation from a range of stakeholders¹⁴². The Operational Programme also asserts that a significant part of the Programme will be focused on developing positive relationships at a local level.

There are different dimensions of partnership working from the macro level, evident within the Steering Committee composition to the local level partnership structures. Respondents articulated the value of partnership working at a local level, providing the opportunity for local authorities to collaborate with social and economic partners. Partnership working is also evident at a ground level where community groups are actively linking with each other and relevant statutory bodies.

13.2.4.5 Awareness Raising

There is recognition by most of the respondents of the significant work conducted by SEUPB to promote the Peace III Programme. There is however the perception from some that there is a significant number of the public who are not connected to a Peace project and consequently have no or limited awareness of the Peace III Programme.

“Some believe that the majority of the population, who are not involved in Peace III, have never heard of the programme and do not know what it does or what it’s trying to achieve”

“Publicity around the programme is quite poor and always has been. A lot of money has gone into projects and the public has no idea where it’s come from”

Commentary by a few respondents suggested that there is little press publicity in Ireland outside of the border areas; however some of the larger scale, ‘iconic’ projects such as the Peace Bridge has received positive coverage and wider reach.

“The Peace Programme is not well communicated, especially in Dublin, although the Peace Bridge did get some coverage. There was very Little National publicity but the local papers in border regions would promote local projects”

“The Programme deserves more publicity from National Press”

“The population in the South would have little awareness of the benefits of the Peace Programme in the border counties and the effect it has on the overall economy is not clear”

A minority felt that the Peace III Programme was perceived in a negative light due to the issues surrounding delays between applications and receipt of funding and issues relating to the

¹⁴² Stakeholders include: Managing Authority, two Member States (DPER and DFP), the Certifying Authority, Business, Trade Unions, the Agriculture/Rural Development/Fisheries sector, the Community and Voluntary sector, and those representing environmental and equal opportunities interests. Elected representatives from local authorities are also included on the Monitoring Committee in addition to an independent expert on peace and reconciliation.

administration of the programme. Consequently, they believed that these issues need to be addressed in any future programme to negate negative messages.

“Peace III has become static and more about form filling. Peace IV if it occurs needs to be rebranded and more innovative”

13.2.5 Future Programme Development

Stakeholders were asked to provide suggestions on the direction and structure of any future funding period 2014-2020 and potential Peace IV programme

What works well?

Most respondents commented on the effectiveness of the Peace Clusters in terms of the extent of partnership working and the resulting development of joint Peace & Reconciliation Action Plans to address the needs of the respective cluster area. The Peace Clusters have greatly assisted local communities in a variety of ways, including the efficient use of funding, according to a majority. Almost all respondents said that it was an effective structure moving forward for delivering Peace Programmes at a local level.

“The development of the Local Peace III Partnerships has been a move in the right direction in terms of localised solutions to local problems”

Whilst it is recognised that the Peace Clusters are effective, it was noted, some operate more effectively than others by removing the administration burden away from local community groups. Going forward, learning from across the Clusters should be gained to identify best practice in terms of the approach to local delivery.

A few respondents reflected on the skills that had been developed from the inception of the Peace Programme and the ‘wealth of knowledge’ that has been attained to effectively deliver funding.

“There is a base of skills built up that will help future delivery. Capacity of local communities needs to continue to be strengthened to allow this to continue”

Local Delivery Structure

There appears to be an ‘*appetite within local authorities*’ to manage future funding and that there was a preference that local authorities and councils have autonomy of the administrative function.

There was a majority view that the delivery of Peace Programmes should be a part of the local authority ‘*way of working*’ and indeed related interventions to become ‘normalised’ and ‘embedded’ within local authorities.

“I would like to see Peace projects becoming embedded in local authority annual plans, especially when Peace funding comes to an end”

The Joint Action Plan (JAP) was also referred to by a few respondents as a potentially offering a ‘simpler model’ for project management and financial control. The JAP system allows for the release of funds upon the attainment of agreed outputs and results. This approach was outlined in SEUPB’s recent public consultation workshops, which aimed to obtain the views of stakeholders on the implementation and delivery mechanism for Peace IV.

Suggested Future Funding Activities & Themes

Youth, Education & Housing

There was a consensus that education and youth is the most significant area of emerging need for Peace Programme intervention. Most respondents talked about ‘*disaffected youth*’

“Target youth...there are major issues there in terms of participation, in terms of access, cultural and educational deprivation”

“Education and aspirations of youth for the future is important to address from a policy point of view”

Education was noted by some respondents as being a key to building a Shared Future, one respondent noting that integrated education and housing was instrumental in delivering Peace in the future.

“There is only 6% of children in integrated education There are also issues of clear segregation in housing, even in 2013”

“Education & housing are important; there will be no peace if there is segregation in these key areas”

Other Target Groupings

Some respondents commented that the profile of the population has changed and that there is “*not just two communities*” but increasingly a multi-ethnic community. Incidents of violence against minority groups are becoming more frequent and should also be addressed in any future programme, as per consultation feedback.

“We need to deal with multiple identities in a shared space and we should use Peace IV to assist with all of that”

The consultation with stakeholders also identified the need to ‘*reach communities that are difficult to reach*’ and the need to reconcile divided communities. They iterated the need to deal with the issues of segregation, the ‘*deep rooted issues*’.

“Reducing contested space, peace walls are important. The reality is that in Northern Ireland, there are examples of peace walls surrounding a park and lengthy discussion only resulted in the doors being open to both communities for a few hours a day. The issues should be dealt with first”

Sense of identity was mentioned by a few respondents as being priority for future funding, dealing with symbols, flags and the surrounding issues. A number of respondents noted the opportunity over the next few years to develop an understanding of cultural identity within all communities.

“There is an opportunity with regard to the National Commemorations Programme: Decade of Centenaries, 2012-2022, an opportunity to develop an understanding of the history of both communities”

Addressing issues such as sectarianism, racism; areas of disadvantage/poverty and dealing with the past are still recognised by a majority of respondents as being relevant themes for the future.

"In dealing with the past, a community can learn for the future".

Shared Space

A high level of segregation within communities and the need for the development of shared space is still regarded as a priority for a majority of respondents.

"When you look at how many communities in Northern Ireland are 90% plus in one particular community or another there is a long term issue there where integration of the community just hasn't happened"

A respondent noted that there were a number of projects which would be eligible for funding under the Shared Space theme but the funding was not available for them in Peace III.

"Creating shared space could be revisited in Peace IV. There are projects that have passed the score but funding is not available in Peace III so Peace IV would be ideal for them"

Match Funding

Two respondents suggested that applicants should bring in their own match funding, whilst others commented on the unlikelyhood of that being possible in the current economic environment.

"The introduction of match funding may exclude smaller organisations. There should be a threshold based on the level of funding sought e.g. projects under £0.5million do not require match funding"

A respondent highlighted that there was a possibility of a 'scaffold approach' to funding with organisations match funding a small amount in Year 1, increasing in subsequent years.

"Consider projects providing match funding in Year 1 of 'X', increasing in Year 2 to 'Y' etc. The aim would be to increase match funding by project so that by the end of the programme they will be able to sustain activities – and standalone"

Future Peace Funding

There was a consensus that any future funding would be significantly less than previous Programmes. There had been a concern that the time delays experienced in Peace III would have lowered any interest in future funding, however high levels of attendance at the recent public consultations hosted by SEUPB highlight the demand for Peace IV.

Most believed that Peace IV should be regarded as the final programme and developed as an 'exit strategy or forward plan', for example identification of what is required for Local Authorities to continue projects once funding comes to an end.

ANNEX VI.1

Key Stakeholders Consulted

Organisation	Contact
SEUPB Representatives	
SEUPB	1. Pat Colgan
SEUPB	2. Shaun Henry
SEUPB	3. Teresa Lennon
EU Commission & Accountable Departments	
EU Commission	4. Tamara Pavlin
Department for Social Development (DSD)	5. Andrew Johnston
Department of Environment, Community and Local Government (DECLG)	6. Sarah O'Halloran
Department of Finance and Personnel (DFP)	7. Steve Clements
Department of Public Expenditure and Reform (DPER)	8. Catherine Clynes
The Office of the First Minister and deputy First Minister (OFMDFM)	9. Fergus Devitt
Implementing Bodies & Working Group representatives	
JTS	10. Lorraine McCourt
	11. Brenda Hegarty
	12. Eimear Bush
Consortium - Community Relations Council (CRC)	13. Jacqueline Irwin
Consortium - Pobal	14. Paul Skinnader
	15. Paddy McGinn
	16. Colette Nulty
	17. Case Officer 1
	18. Case Officer 2
Northern Ireland Statistics and Research Agency (NISRA)	19. Edel Henry
Environmental Working Group	20. Peter Archdale
Equality Working Group & Rural Community Network (RCN) representative	21. Michael Hughes
Social & Economic Partners	
BMW Regional Assembly	22. Gerry Finn
Department of Foreign Affairs and Trade	23. Rory O'Leary
Groundwork NI	24. Sylvia Gordon
Irish Congress of Trade Unions ICTU	25. Pamela Dooley
Irish Rural Link	26. Seamus Boland
Joint Business Council	27. Brian Callanan
Northern Ireland Community & Voluntary Association (NICVA)	28. Seamus McAleavey
	29. Lorraine Boyd
	30. Elizabeth Hamill
Northern Ireland Local Government Association (NILGA)	31. Derek McCallan
	32. Ken Bishop
North South Ministerial Council	33. Sean McAteer
	34. Sean Howlett
Academic - Expert in the field of conflict resolution	35. Dr Kenneth Bush
Political Representatives	
NI MEP	36. Jim Nicholson Ulster Unionist MEP
NI MEP	37. Martina Anderson Sinn Féin MEP
RoI TD	38. Joe O'Reilly, Fine Gael TD
RoI TD	39. Brendan Smith Fianna Fáil TD
Peace Clusters & County Council Lead Partnerships	
Cavan Peace Partnership	40. Jane Crudden
Sligo Peace Partnership	41. Deirdre Rooney
Louth Peace Partnership	42. Grainne Cumiskey
CAN Peace Partnership	43. Alison Keenan
North Down Peace Partnership	44. Debbie McKinney

Organisation	Contact
North East Peace Partnership	45. Nicola Neill and Louise Pollock
North West Peace Partnership	46. Susan Doherty
South West Peace Partnership	47. Chris McCarney
NB. Feedback from the following Peace Clusters and County Council Lead Partnerships is incorporated as standalone case studies (Ref: Main Report Section 10.3): Southern Peace III Partnership; Belfast Peace Partnership; Donegal Peace Partnership; Monaghan Peace Partnership; and Lisburn-Castlereagh Peace Partnership. (NB. Representatives from Leitrim Peace Partnership were not available for consultation at the time of writing).	

ANNEX VI.2

Stakeholder Topic Guide & link with Terms of Reference

Strategic & Operational Review - Areas for Discussion / Topic Guide	Terms of Reference Addressed
Programme Rationale/Need 1. What are your views on the rationale for the Peace III programme? How has the programme evolved? 2. What in your view are the needs that the programme is intended to address and do you think the <i>programme</i> and/or <i>your project(s)</i> remain relevant to the needs of the eligible area and its named target groups?	<ul style="list-style-type: none"> considering the evolution of the PEACE Programmes, with a view towards making recommendations for future PEACE funding in 2014-2020 Comment on whether and to what extent the strategies as set out in the PEACE III Programme remain relevant to the needs of the eligible area and its named target groups ... effectiveness of the programme priorities and areas of intervention
Support Provided 3. What are your views on the project selection process, including the support provided in the development of projects? Have you any suggestions for improving the selection process? In what aspects and how could better support be provided in the development of projects? 4. What are your views on the on-going <i>programme</i> and/or <i>project support</i> ? Please identify areas of strength and areas for improvement? 5. How useful are the Guidance Notes/documentation?	<ul style="list-style-type: none"> Analyse the efficiency and effectiveness of programme administrative functions and delivery structures, considering the evolution of the PEACE Programmes, with a view towards making recommendations for future PEACE funding in 2014-2020 Review the relevance of existing indicators and make recommendations accordingly Assess the Aid for Peace approach as a tool for measuring the impact of PEACE interventions, addressing the Pros and cons in terms of effectiveness of such an approach. ... effectiveness of the Programme Priorities and areas of intervention and related targets and indicators Assess the application of the cross-cutting themes within the funded projects
Programme and/or Project Implementation 6. What are your views on the efficiency and effectiveness of <i>programme</i> and/or <i>your project(s)</i> administrative functions and delivery structures? 7. Have you any suggestions on how the implementation of the <i>programme</i> and/or <i>your project(s)</i> might be improved? 8. What are your views on the effectiveness of the Aid for Peace approach for measuring the impact of Peace interventions? 9. What are your views on the relevance of the targets and indicators used? 10. Are there any constraints that limit your ability to measure the Peace and Reconciliation impact of <i>your project(s)</i> activities? 11. What are your views about publicity, both at programme and project level? 12. What are your views on the implementation and recording of impact of the cross cutting themes, namely: Cross Border Cooperation; Equality of Opportunity; Sustainable Development; Impact on Poverty; and Partnership 13. What added value do the implementing bodies such as CRC, Pobal, Peace Clusters and County Boards bring to the delivery of the programme?	
Programme Benefits/Impacts 14. Can you identify the range of interventions and beneficiaries/participants for your <i>project(s)</i> ? Are these appropriate / sufficient? 15. What would you say are the three main strengths of the <i>programme</i> and/or <i>your project(s)</i> to date?	<ul style="list-style-type: none"> Examine achievement to date of the effectiveness of the Programme Priorities and areas of intervention and related targets and indicators Review the programme performance to date to establish the progress which the Programme is moving toward achieving the objectives as set out in the Operational

Strategic & Operational Review - Areas for Discussion / Topic Guide	Terms of Reference Addressed
<p>16. To what extent has the <i>programme</i> and/or <i>your project(s)</i> had an impact on the target groups or target area?</p> <p>17. To what extent is the <i>programme</i> moving toward achieving the objectives as set out in the Operational Programme (i.e. reinforcing progress towards a peaceful and stable society and promoting reconciliation)? Are there any other factors that may impinge on the achievement of this objective?</p> <p>18. To what extent can the changes (or benefits) be expected to last after the <i>programme</i> and/or <i>your project(s)</i> has been completed?</p> <p>19. Would your <i>project(s)</i> have happened without financial assistance? If yes, to what extent?</p>	<p>Programme.</p> <ul style="list-style-type: none"> Assess the sustainability of projects and the ability for these to operate after the completion of this Programming period.
<p>Policies</p> <p>1. How relevant are the programme's objectives in relation to evolving needs and priorities at a national and EU level?</p> <p>2. Has the programme complemented and enhanced in any way the effect of other related domestic or EU policies? If yes, how?</p>	<ul style="list-style-type: none">
<p>Future</p> <p>20. What are your views on the sustainability of <i>your project(s)</i> and the ability for these to operate after the completion of this programming period?</p> <p>21. What are your views on the continuing fitness of purpose for the <i>programme</i>? Any areas of future need emerging?</p> <p>22. Do you have any suggestions on the direction on and structure of any future funding period 2014-2020 and potential Peace IV programme? Are there any gaps in provision or outstanding issues that could be addressed in a future programme?</p> <p>23. What would be your views on projects being asked to bring/ provide their own match funding?</p>	<ul style="list-style-type: none"> Draw conclusions on the programme's efficiency, effectiveness and impact and make recommendations for the direction and structure of any future funding period 2014-2020 and potential PEACE IV Programme, taking into consideration the Europe 2020 objectives considering the evolution of the PEACE Programmes, with a view towards making recommendations for future PEACE funding in 2014-2020
<p>Benchmarking</p> <p>Can you identify any other programmes which the Peace III programme can be benchmarked against?</p>	
<p>Other comments</p> <p>24. Have you any other comments you would like to make about the <i>programme</i> and/or <i>your project(s)</i>?</p>	

End.