

Special EU Programmes Body
Review of the Implementation of PEACE III Theme 1.1
Building Positive Relations at the Local Level

Final Report

21 October 2010

Ref: MW/kw

Private and Confidential

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21 October 2010

Dear Mr Henry

Re: Review of the Implementation to date of Theme 1.1 – Building Positive Relations at the Local Level

Please find enclosed the final version of the Review of the Implementation to date for Theme 1.1.

If you have any questions please do not hesitate to contact either Michael Williamson or Keith Wilson.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Michael Williamson', with a long horizontal flourish extending to the right.

ASM Horwath

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Background and Terms of Reference**I****Background**

1.1 The Special European Union Programmes Body (“SEUPB” or the “Client”) has appointed ASM Horwath to undertake a “Review of the Implementation to date for Theme 1.1” (the “Review”) of PEACE III.

1.2 Theme 1.1., Building Positive Relationships at the Local Level, is valued at €140 million and incorporates Local (€90-€100million) and Regional (€40-€50 million) activities. It is designed to support the implementation of strategic models of collaboration between the public, private and community sectors that focus on shared identity and cultural diversity. This Review focuses on those projects which are delivered through Local Authority led Local Action Plans (“Peace Cluster Plans”).

1.3 To date, Peace Cluster Plans have been brought forward by eight self clustered local council groups in Northern Ireland (including Belfast as a single entity) and six County Councils in the Border Region of Ireland. All 14 Peace Cluster Plans have been approved and are detailed below:

Lead Council/Partner	Cluster	Allocated Funding
Belfast	Belfast	£6,299,415
Derry	North West (Omagh, Strabane, Derry)	£4,733,000
North Down	North Down, Ards, Down	£2,688,849
Lisburn	Lisburn, Castlereagh	£2,250,000
Newry & Mourne	Southern (Armagh, Craigavon, Banbridge, Newry and Mourne)	£4,263,571
Newtownabbey	Newtownabbey, Antrim, Carrickfergus	£1,954,868
Cookstown	Cookstown, Magherafelt, Dungannon, Fermanagh	£3,441,600
Coleraine	North East (Ballymena, Ballymoney, Larne, Limavady, Coleraine, Moyle)	£3,608,589
Cavan		€2,880,000
Donegal		€4,737,600
Leitrim		€2,032,400
Louth		€2,815,200
Monaghan		€3,600,000
Sligo		€1,960,605

Evaluation Requirements

1.4 An important regulatory change in the 2007-13 period is the abandonment of the traditional EU requirement for a formal mid-term evaluation of EU co-financed Operational Programmes such as PEACE III and its replacement with “ongoing” evaluation.

1.5 The EU Guidelines on Evaluation in the 2007-13 period elaborate further on interim evaluation. It states that while the overall desirability of evaluation has not changed, the new regulation provides for “a shift from a concept of mid term evaluation driven by regulatory imperatives towards a more flexible demand driven approach to evaluation during the Programming period.” Therefore the focus of the Review will be on assessing the implementation of the Theme to provide a statement of its current position, vis a vis, its objectives and to provide comment on aspects of delivery.

Background and Terms of Reference**I****Terms of Reference**

1.6 The terms of reference stipulate that the Review of the impact of activities supported under each Plan will inform the development and consideration of plans for Phase II.

1.7 Overall, the Review is required to:

- a) assess the extent to which the Theme has achieved its objectives to date, as set out in the Operational Programme and in particular against the Priority and Theme objectives;
- b) determine if the needs of the eligible area have changed since the assistance was approved and to what extent the Theme remains relevant;
- c) identify examples of best practice;
- d) assess the relevance of technical support provided by the Consortium (Pobal and Community Relations Council); and
- e) make recommendations in relation to future interventions and calls for applications in relation to this theme.

1.8 To meet these objectives the Review must address the following key issues:

- a) achievements to date in relation to the Theme's identified outputs, results and impacts?;
- b) the extent to which the Theme has been a catalyst for change in respect of its strategic objectives?;
- c) the effectiveness of the processes used?;
- d) the "added value" of the Theme in Northern Ireland and the Border Counties region?; and
- e) are the administrative requirements proportionate to the level of grant aid?

Methodology

1.9 To this end our methodology will incorporate the following processes:

- a) high level stakeholder consultation with Government Departments, SEUPB, Pobal and the Community Relations Council, to assess the continued strategic fit of the Programme;
- b) review of the technical support provided by the consortium of Pobal and the Community Relations Council, making comparisons between the two service deliverers and incorporating the views of the PEACE Cluster Plan Promoters and SEUPB;
- c) detailed consultation with each Peace Plan promoter to review not only the impact to date of each Action Plan, but also to review the management of each Plan and gain an insight into the views of a representative sample of each PEACE Cluster Plan Steering Group; and
- d) assess what has been achieved to date by a review of outputs and impacts against the Action Plan and baseline data contained in the SWOT/STEEPLE and relevant socio economic reviews.

Strategic Context and Assessment of Need

II

The Strategic Context will provide an overview of the policy imperatives which have had an impact on the current delivery of Theme 1.1 and provide an insight into possible future delivery.

It will also provide key research questions which will inform the delivery of the Review.

2.1 The Strategic Context has been developed through the following approach:

- a) desk based research; and
- b) stakeholder interviews.

Desk Based Research

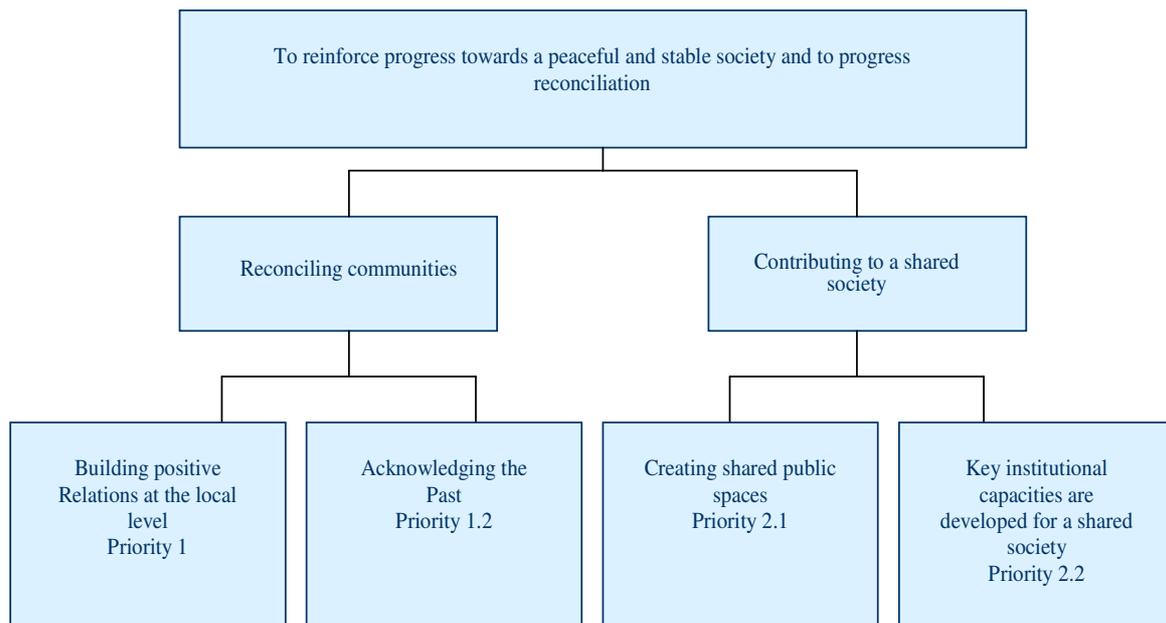
2.2 The desk based research focused on a review of the following four strategic documents:

- a) PEACE III Operational Guidance;
- b) A Shared Future;
- c) Draft Cohesion, Sharing and Integration Strategy; and
- d) Republic of Ireland Guidance/National Development Plan.

2.3 The objective of the research is identify the strategic relationships between the documents and their implications for the delivery of the 14 Peace Cluster Plans.

Review of PEACE III Operational Guidance

2.4 The overall objective 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. Building on the successes and lessons of PEACE I (1995-1999) and PEACE II (2000-2006) Programmes, the PEACE III Programme has a continued and renewed emphasis on reconciliation and will specifically focus on reconciling communities and contributing towards a shared society. The strategic objectives have been grouped into two Priority areas as outlined below:



Strategic Context and Assessment of Need**II**

2.5 As noted, this Review focuses on Priority 1.1: Reconciling Communities: Building positive Relations at the Local Level.

2.6 This Priority aims to challenge attitudes towards sectarianism and racism and to support conflict resolution and mediation. This objective will be pursued through the following indicative activities:

- a) *support the implementation of strategic models of collaboration* between the public, private and community sectors that focus on reconciliation, cultural diversity and equality;
- b) by *promoting a participative bottom up approach*, the Priority will seek to support the active role of people, communities and voluntary organisations in decision making which directly affects them;
- c) *establish meaningful cross community and cross border initiatives* that will *improve trust and tolerance and reduce levels of sectarianism and racism*;
- d) *if appropriate support a small grants programme* implemented at a local level if this is considered an effective response to local needs and is co-ordinated within a strategic partnership;
- e) the Priority will *pay particular attention to marginalised and minority groups* so that opportunities will be created that allow for a greater degree of participation and integration in society; and
- f) *develop necessary processes and relationships between communities to begin discussions about the possible removal of physical markers of segregation*.

2.7 The Operational Programme also stipulates that the following Cross Cutting themes should act as strategic guidelines for those engaged in the implementation of the Programme:

- a) Cross Border Co-operation;
- b) Equality of Opportunity;
- c) Sustainable Development;
- d) Impact on Poverty; and
- e) Partnership.

Research Question

Do individual Peace Cluster Plan interventions conform to the indicative activities outlined in the Operational Programme?

Have individual Peace Cluster Plans been developed to reflect the strategic guidelines represented by the Cross Cutting Themes?

Strategic Context and Assessment of Need**II****Aid for Peace**

2.8 An innovation of Peace III has been the adoption of the Aid for Peace approach to evaluation. This focuses on assessing the needs for Peace Building in a given country or area and then tailoring the objectives and activities to ensure success (appropriate indicators are also developed). The approach can be employed during the planning, implementation and evaluation stages (but preferably all three) and is broken down into four stages:

- a) ***analysis of the Peace Building needs of a given country or area:*** – analysing the conflict dynamics and Peace Building process of a country or area by examining the parties to the conflict, the root causes of the conflict, the factors escalating the conflict and what Peace Building potential exists.

The aim of this stage is to specify the ‘ideal’ type of situation by identifying what conditions tend to enhance Peace Building in a particular situation or country. This ideal model is then compared with the real situation;

- b) ***defining/assessing/evaluating the Peace Building relevance of an Intervention:*** – the objective is to assess whether the overall direction of an intervention (policy, programme or project) corresponds and is relevant to a country’s/region’s Peace Building needs as analysed at the previous stage. This assessment is conducted using a relevance scale;
- c) ***assessing the conflict risks for an intervention:*** – this assesses the effects of the conflict on an existing or planned intervention. The objective is to identify problems and risks which the projects and interventions will face. For new interventions, the assessment aims to anticipate the potential conflict related risks; and
- d) ***anticipating/assessing/evaluating the Conflict and Peace Building effects of an Intervention:*** – this examines the effects of an intervention on the conflict and peace situation and assesses what changes have occurred or may occur as a result. Input, output, result and impact causal chains or indicators can be employed here. The approach places emphasis on defining a number of output and result indicators within this chain, with less focus on impacts as it is considered that these are often too difficult to measure due to the attribution gap.

Research Question

How has the Aid for Peace approach been utilised by the individual Peace Cluster Plans?

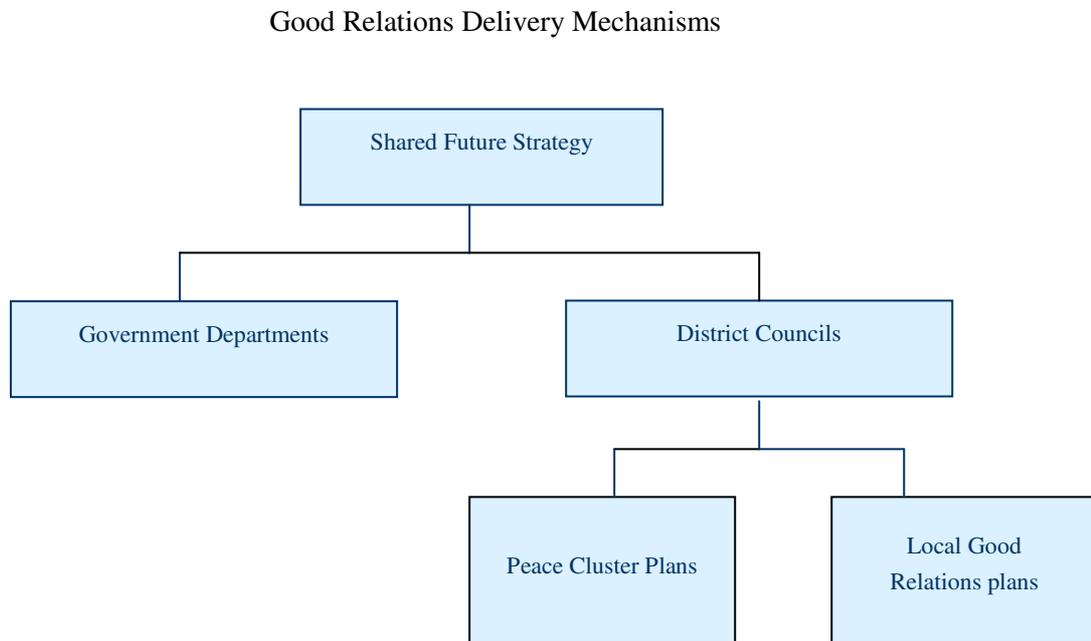
A Shared Future**The Policy and Strategic Framework for Good Relations in Northern Ireland**

2.9 The overall aim of this policy is to establish, over time, a shared society defined by a culture of tolerance: a normal, civic society, in which all individuals are considered equals, where differences are resolved through dialogue in the public sphere and where all individuals are treated impartially. A society where there is equity, respect for diversity and recognition of our interdependence.

Strategic Context and Assessment of Need

II

2.10 The diagram below illustrates the bodies charged with the delivery of A Shared Future:



2.11 The following tables illustrate the responsibilities of each body:

Good Relations Activity in Government Departments:

- Government will make a long term commitment to improving relations in Northern Ireland;
- a Cross Departmental Good Relations Panel will be established and chaired by the Head of the Northern Ireland Civil Service. It will prepare a co-ordinated triennial plan, underpinned by S75;
- these Plans will be reviewed annually and rolled forward;
- policies, practices and institutions will be shaped to enable trust and good relations to grow;
- current community relations legislation will be reviewed; and
- OFMDFM will develop an enhanced policy and challenge role backed up by research capacity, monitoring and evaluation.

Strategic Context and Assessment of Need**II****Good Relations Activity at the Regional Level:**

- support for a regional body, Independent of Government to promote Good Relations;
- transform the existing Community Relations Council into an enhanced organisation more broadly representative of civic society with elected representatives; and
- functions to include:
 - challenging progress towards a shared future;
 - connecting actions at regional, sub regional and local level;
 - providing support, training and guidance to organisations commissioning of research;
 - promoting good practice (with Equality Commission) within their respective responsibilities;
 - providing funds to support Good Relations; and
 - reporting progress to Ministers and the Assembly.

Good Relations Activity at the Local Government Level:

- current District Council Community Relations programme to be phased out by March 2007 or in line with changes resulting from the Review of Public Administration;
- creation of a Good Relations Challenge Programme – an enhanced permanent programme for the promotion of good relations through the (new) District Council arrangements;
- development by each Council of a 3 year local good relations plan against which funds can be drawn. The plan will be linked to the Government’s triennial action plan, reporting to the Assembly or Westminster;
- plans to be approved by OFMDFM and reviewed annually to ensure satisfactory progress against agreed targets; and
- the revamped Community Relations Council to provide training and development, support, advice and guidance.

2.12 In summary, A Shared Future prescribed clear roles for each of the tiers of administration in Northern Ireland, allowing a clear recognition of the additionality of PEACE Cluster Activity to the core Good Relations Activity delivered by each Council (through their Good Relations Plan).

Research Question

How do the Peace Cluster Plans augment (are additional to) relevant Good Relations Activity?

Moving on from ‘A Shared Future’

2.13 With the resumption of devolution in May 2007, OFMDFM initiated the development of a new strategy that would integrate race and community relations strategies. In the Programme for Government 2008-2011, the Shared Future Strategy is not mentioned but refers instead to the creation of a shared and better future, based on tolerance and respect for cultural diversity. The PfG goes on to promise:

“We will bring forward a programme of cohesion and integration for this shared and better future to address the divisions within our society and achieve measurable reductions in sectarianism, racism and hate crime. If we do not take this opportunity now, there is a very real risk that the divisions of our past will be replicated in the new communities that have come here to live and work among us.”

Strategic Context and Assessment of Need**II**

2.14 The envisaged Cohesion, Sharing and Integration Programme will form part of Objective 5 of PSA7 “*Make Peoples Lives Better*” of the Programme for Government. Under this objective, to promote equality and the enforcement of rights, one of the targets attributed to OFMDFM is the implementation of “*a programme of cohesion and integration for a shared and better future for all.*”

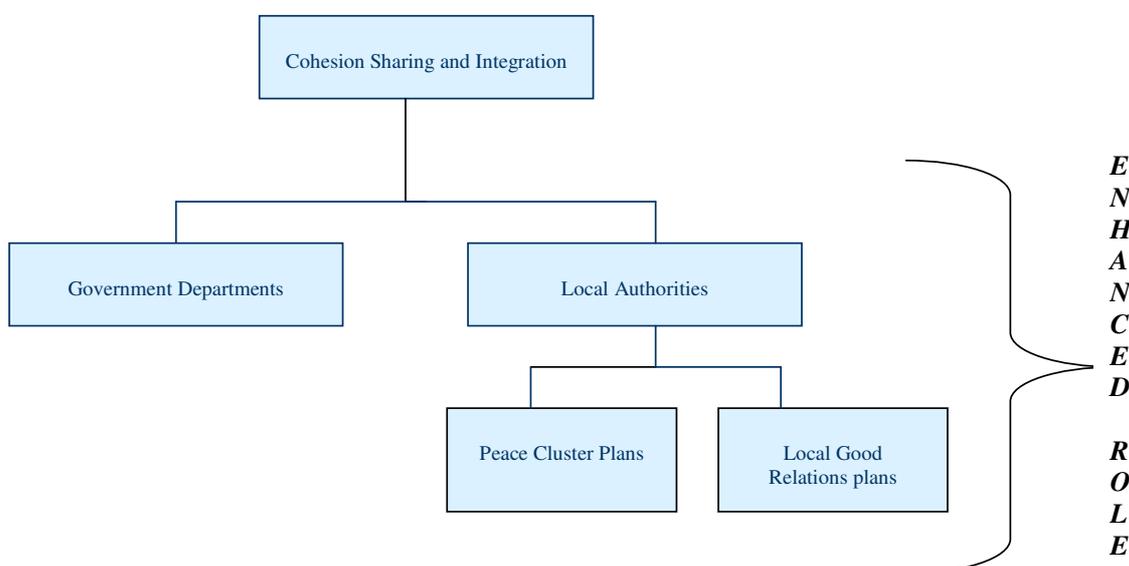
2.15 In an update report to the OFMDFM Committee on 9 April 2008, the Head of the Equality Directorate pointed out OFMDFM’S position on the future of community development:

“Good Relations Division is currently developing a Programme that will take into account our PfG commitments on Cohesion, Sharing and Integration as well as those on Racial Equality and Social Inclusion in order to reflect the changing context we are facing as a community.”

2.16 A Shared Future was led by objectives for Government Departments, whereas the draft CSI strategy places more emphasis on actions at the local and community levels. One of the aims is that Action Plans be produced at district council level and that they should be the main vehicle for implementing the strategy. An early draft of the new CSI strategy states:

“CSI signals a significant departure from previous policy in its emphasis on delivery at the local level. It empowers district councils – in partnership with local and community organisations – to develop relevant responses to suit local circumstances through active programmes to support cohesion, sharing and integration. This emphasis is accompanied by a significant long term shift in resource and responsibility for delivery to the local level.”

2.17 This strategic realignment is illustrated in diagrammatical form below:

**Programme for Cohesion, Sharing and Integration – draft consultation document**

2.18 The draft Cohesion, Sharing and Integration Strategy makes a number of recommendations:

“the need is for actions and programmes to meet local, individual circumstances devised by, and involving, people who understand the issues and know the local communities”.

Strategic Context and Assessment of Need**II**

2.19 In response, Government must set the framework for action, the principles to be applied at local level and support local initiatives. It must ensure accountability and must also ensure an effective challenge function is in place to guarantee District Council Local Action Plans are aligned with local priorities.

2.20 Local Plans will be:

- a) a biennial process for all; and
- b) an integral part of District Councils' community planning responsibilities (with the progressive implementation of RPA restructuring).

2.21 In developing local plans, it will be necessary that they:

- a) demonstrate alignment with the aims and objectives of this Programme and race relations policy;
- b) reflect local good relations needs established and prioritised through evidence based research and good relations audits;
- c) ensure that the scope of the plans address 'minority ethnic community' issues, particularly racial harassment and racism;
- d) explain how resources will be allocated to deliver the plan;
- e) include a clear methodology to evaluate impact;
- f) demonstrate linkages with PEACE III Peace Plans; and
- g) embed the principles and ethos of Good Relations into the policies, programmes and services delivered by local councils.

The Link with RPA

2.22 Until the reorganisation of local government is complete there is a need to continue to contract with current District Councils in their delivery of the Good Relations programme to meet the identified needs in their areas. Once RPA re-organisation is in place, contractual funding relationships will fall within the remit of the new local government bodies.

2.23 In a context of change, there is a need for work at the regional support level to:

- a) sustain and underpin the quality of action at the local level;
- b) provide practical, consistent support, training and guidance;
- c) support innovative actions to develop and promote good relations which extend beyond local boundaries or which are of regional significance; and
- d) support capacity building measures and resources required to enable minority ethnic people and new arrivals to participate fully and effectively in public, economic, social and cultural life.

2.24 In summary, the draft CSI Strategy highlights the importance of Local Authorities in delivering Good Relations Activity.

Research questions

How can the Local Action Plans augment the future delivery of the enhanced Good Relations role of the relevant Local Authority?

How best can locally based plans address the strategic objectives outlined in the draft Cohesion, Sharing and Integration strategy?

Strategic Context and Assessment of Need**II****Republic of Ireland Guidance/National Development Plan**

2.25 The Government of the Republic of Ireland is committed to a coherent strategy for social inclusion based on the life cycle approach set out in ‘Towards 2016’, with implementation supported by the National Development Plan and the National Action Plan for Social Inclusion.

2.26 The central theme of the National Action Plan for Social Inclusion is combating poverty and social exclusion, which are defined as:

“People are living in poverty if their income and resources (material, cultural and social) are so inadequate as to preclude them from having a standard of living which is regarded as acceptable by Irish society generally. As a result of inadequate income and resources people may be excluded and marginalised from participating in activities which are considered the norm for other people in society.”

2.27 Unlike in Northern Ireland, the inclusion agenda in the Republic of Ireland continues to have a significant socio-economic onus. The National Development Plan does highlight the needs of certain excluded groups and describes interventions to mitigate their demands, including:

- a) the interests of children will continue to be administered by the Office for the Minister for Children;
- b) central to community planning and the bottom up approach to integration is the existing County/City Development Board Structure ensuring more joined up delivery of social inclusion programmes on the ground and coordinating public service delivery at the local level;
- c) a continuing focus at national and local level on co-ordinated delivery of services and supports to improve outcomes for the Traveller Community; and
- d) spatial exclusion will be addressed through the delivery of the RAPID programme, which aims to direct state assistance towards improving quality of life and access to opportunities for communities in the most disadvantaged urban areas throughout the State.

2.28 In addition, and also under the National Development Plan, some €848 million will be invested under the Horizon Social Inclusion Programmes which are comprised of:

- a) Immigrants Integration Sub Programme;
- b) Language Support Sub Programme;
- c) National Action Plan against Racism and the Programme for Social and Economic Advancement of Members of the Traveller Community; and
- d) Equality Sub-Programme.

2.29 In summary, it is evident that there are already a number of mainstream interventions which seek to address problems faced by the excluded groups identified in the PEACE III Operational Programme, however what is less clear is how Peace and Reconciliation fits with the political narrative of the Republic of Ireland.

Strategic Context and Assessment of Need**II****Research Questions**

Given its focus on remedying socio-economic exclusion how does Peace and Reconciliation work in the Republic of Ireland context?

What is the additionality of the Peace Cluster to existing mainstream provision in addressing exclusion in the Republic of Ireland?

How will existing planning structures be utilised for the delivery of the Peace Cluster?

Summary of Research Questions and Implications on the Design of the Review

2.30 The Strategic context has identified important research questions which will inform the remainder of the Report. The table below identifies how each question will be approached:

Research question	Consultation approach
Do individual Peace Cluster Plan interventions conform to the indicative activities outlined in the Operational Programme?	Assessment of conformity with Operational Programme addressed in <i>Section IV</i> .
Have individual Peace Cluster Plans been developed to reflect the strategic guidelines represented by the Cross Cutting Themes?	Assessment of conformity with Cross Cutting Themes addressed in <i>Section IV</i> .
How has the Aid for Peace approach been utilised by the individual Peace Cluster Plans?	Assessment of application of Aid for Peace Approach addressed in <i>Section III</i> .
How do the Peace Cluster Plans augment (are additional to) relevant Good Relations Activity?	Assessment of strategic additionality of Theme 1.1 and Good Relations Activity addressed in <i>Section IV</i> .
How does the existing Peace Cluster Plan fit with the Council's existing Good Relations Activities?	Assessment of individual additionality of each Peace III Cluster Plan and relevant Good Relations Activities addressed in <i>Section IV</i> .
How best can locally based plans address the strategic objectives outlined in the draft Cohesion, Sharing and Integration Strategy?	Assessment of how Local Peace Cluster Plans will augment the future delivery of the enhanced Good Relations Role of Local Authorities addressed in <i>Section III</i> .
Given its focus on remedying socio-economic exclusion how does Peace and Reconciliation work in a Republic of Ireland context?	Assessment of the applicability of Peace and Reconciliation work in the Republic of Ireland context addressed in <i>Section IV</i> .
What is the additionality of the Peace Cluster approach to existing mainstream provision to address exclusion in the Republic of Ireland?	Assessment of the additionality of Peace Cluster interventions to existing mainstream provision in the Republic of Ireland addressed in <i>Section IV</i> .
How will existing planning structures be utilised for the delivery of the Peace Clusters?	Assessment of the ability to use existing planning structures on the delivery of the Peace Clusters addressed in <i>Section VI</i> .

Strategic Context and Assessment of Need**II****Stakeholder Consultation**

- 2.31 Stakeholder consultation was undertaken to address the following issues:
- a) assess the strategic additionality of Theme 1.1 and Good Relations Activity;
 - b) gain an insight into how Local Peace Cluster Plans will augment the future delivery of the enhanced Good Relations role of Local Authorities; and
 - c) identify any external actions/strategic developments which have had or continue to have an impact on the delivery of the Programme in the eligible area.
- 2.32 Interviews were held with the following stakeholders and partner bodies:
- a) Evelyn Hoy – Office First Minister and Deputy First Minister;
 - b) Diarmuid Murphy – Department of Environment, Heritage and Local Government;
 - c) Duncan Morrow – Community Relations Council;
 - d) Frank Murphy – Community Relations Council;
 - e) Paul Skinnader – Pobal;
 - f) Councillor Maire Hendron – Belfast City Council (Elected Member);
 - g) Ronan Denny – Louth Community Enterprise Board (Community Sector); and
 - h) Maureen McIntyre – Cavan Vocational Education Committee (Statutory Sector)
- 2.33 The interviews highlighted:
- a) ***strategic additionality of Theme 1.1 and Good Relations Activity*** – the respondents stated that although many of the interventions which could be supported under Theme 1.1 were similar to those utilised by some or all Councils in Northern Ireland, the first phase of the Plan was aimed at exploring the innovative, widening provision and seeking to expand the remit of Good Relations Activity to include new geographies and a larger number of key groups. In short, the first phase was about developing pilot approaches, leading to new working arrangements and appreciation within Peace Partnership Groups of the principles of Peace and Reconciliation interventions;
 - b) ***the future delivery of Good Relations activity in Local Authorities*** – Phase 2 should be concerned with consolidation. The process of consolidation should include a reduction in the number of interventions leading to fewer, but larger, projects which have a strategic impact and above all embed expertise within the Peace Partnership Group;
 - c) ***impact of RPA*** – respondents stated that the Review of Public Administration was in part the catalyst for the development of the Peace Clusters. The subsequent delay in implementing RPA has had an impact on Councils, creating uncertainty and at times straining working relationships. However, all respondents stated that even if RPA is not pursued, the existing Peace Clusters should remain in place as they have developed robust working relationships and any change now could have significant implications on subsequent delivery;

Strategic Context and Assessment of Need**II**

- d) **public sector “squeeze” in Northern Ireland/An Bord Snip in the Republic of Ireland** – the impact of the world recession has affected the delivery of the Theme, particularly as it has led to a moratorium on recruitment in the Republic of Ireland and the “squeezing” of Local Authority budgets on both sides of the Border. In particular the moratorium on recruitment led to significant delays in the delivery of projects in Ireland, a situation which has only been addressed through exempting Peace Projects from that moratorium. In Northern Ireland, there are concerns that Peace money could be used to replace other mainstream funding for Peace and Reconciliation. Matters could be compounded on both sides of the Border through the planned closures of the International Fund for Ireland and the Atlantic Philanthropies. The respondents stated that particular attention should be paid to ensuring the additionality of the Peace funds to other mainstream peace and reconciliation programmes;
- e) **continuance of Peace Process** – the Programme to date has been delivered under a scenario of continuing peace, but this has not been without occasional set-backs including:
- i) sporadic dissident Republican activity; and
 - ii) emerging contentious parades.
- Activities have occurred in traditional hot spots and in unexpected locations, placing new strains on community relations not envisaged in the original Peace Plans. With the lack of “buy in” to the Eames-Bradley Report on the treatment of victims, there continues to be a difficulty both in the definition of victimhood and how the problems can be mitigated;
- f) **migration of ethnic minorities** – respondents stated that although in-migration of ethnic minorities has largely been reduced and the Republic of Ireland in particular has once again become a net exporter of people, there are now increased concerns regarding the impact of the recession. Although numbers of ethnic minorities have marginally diminished, there remains the need to ensure that interventions integrate them into mainstream society;
- g) **more vocal Protestant minority in Republic of Ireland** – the Protestant minority in the Republic of Ireland has become more vocal/active in seeking funding, largely as a result of increased confidence. This expectation has arisen at a time when there are budgetary constraints at Programme level;
- h) **sustainability issues within the voluntary and community sectors** – an unexpected benefit of the recession has been the influx in certain areas of highly qualified unemployed volunteers, who have expressed an interest in working on different projects. This is mainly a Republic of Ireland phenomenon but adds further pressure on training budgets; and
- i) **change of strategy from Peace II/Extension to core ‘Peace and Reconciliation’ activities solely funded under Peace III** – respondents stated that they were initially concerned that the move away from the ‘largely economic development driven’ form of intervention (funded under Peace II and the extension to Peace II) to core Peace and Reconciliation activities (under Peace III) might mean a high degree of alienation from local stakeholders. This has been largely offset through the use of small grants and extensive consultation with local community groups. Respondents felt that the new approach was embedded, but that there should be a move away from using small grants as a means of assuaging local community pressure. In summary, Programme implementation needs to be more strategic in nature.

Strategic Context and Assessment of Need**II**

2.34 In summary, respondents recognised initial difficulties in implementing the Programme, including:

- a) moratorium on recruitment;
- b) use of Clusters/uncertainty over RPA; and
- c) interventions based on Peace and Reconciliation.

2.35 It was agreed by all that the original objectives and indicative activities identified in the Operational Programme are still “fit for purpose”. There is also optimism that robust delivery structures are now in place and that there is a greater awareness by the Partnership Groups of the prerequisites of Peace and Reconciliation. However, the Programme needs to be consolidated and an exit strategy mapped which takes cognisance of the core role of Local Authorities in the delivery of Good Relations Activity.

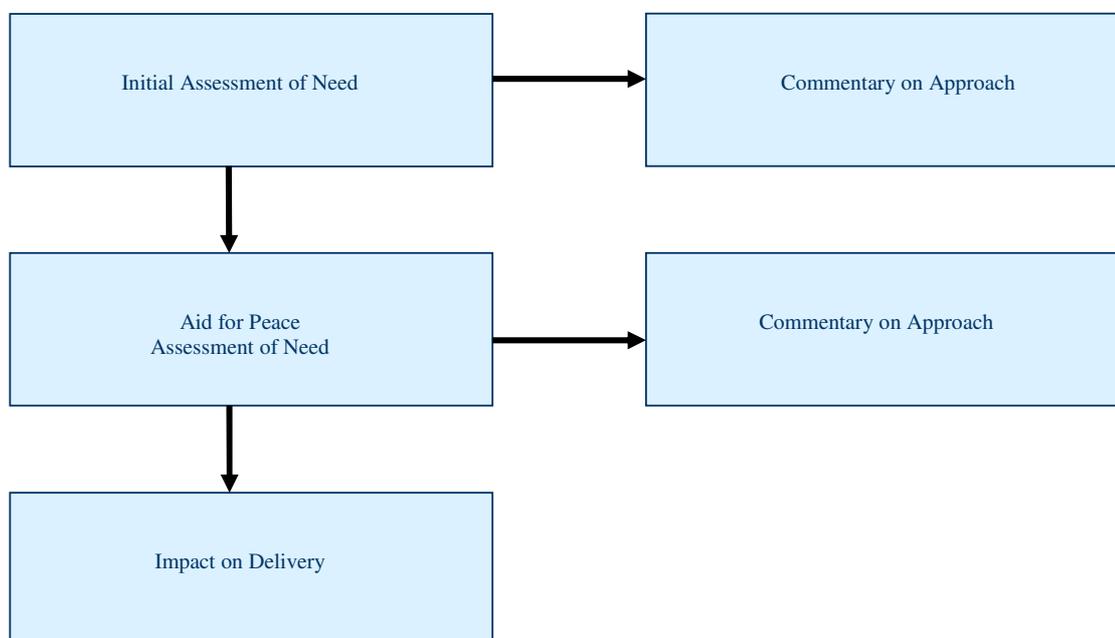
Commentary on Assessment of Need and Aid for Peace Approach by each Peace Cluster Plan

2.36 The following research questions will be addressed in this Section:

How has the aid for Peace Approach been utilised by the individual Peace Cluster Plans?

How best can locally based plans address the strategic objectives outlined in the draft Cohesion, Sharing and Integration Strategy?

2.37 The table below illustrates the process involved in providing a critique of how Assessment of Need and Aid for Peace have been implemented in each Cluster:



2.38 A completed proforma detailing the Assessment of Need and Aid for Peace approaches undertaken by each Peace Cluster is included at **Appendix C**.

Strategic Context and Assessment of Need

II

2.39 In developing the original Action Plans, Peace Plan Promoters were asked to use the following decision making tools to determine need, including

- a) **Audit of current policies and plans** – this involved a review of all relevant stakeholder strategy documents. Stakeholder mapping was not required by SEUPB and therefore was not carried out;
- b) **STEEPLE** – this involved an assessment by the Peace Cluster Promoter of the social, technological, economic, environmental, political, legal and equality aspects of the Plan; and
- c) **SWOT** – this involved an assessment of the strengths, weaknesses, opportunities and threats impacting on the eligible area. A separate Advanced SWOT was also to be undertaken identifying responses to the issues addressed in the SWOT.

2.40 In addition, all Peace Clusters were asked to undertake primary research through local consultation. All Clusters undertook this activity and the results informed the development of the STEEPLE and SWOT.

2.41 As noted above, the Aid for Peace approach is comprised of the following four sections and Peace Plan Promoters were asked to use them to update their assessment of need:

- a) analysis of the Peace Building needs of a given country or area;
- b) defining/assessing/evaluating the Peace Building relevance of an Intervention;
- c) assessing the conflict risks for an intervention; and
- d) anticipating/assessing/evaluating the Conflict and Peace Building effects of an Intervention.

Strategic Context and Assessment of Need**II**

2.42 The table below identifies the decision making tools used by each Cluster in the development of the initial Action Plan and the Aid for Peace Methodology (all available Aid for Peace Interim Reports were reviewed) and assesses how successfully they were implemented (no application (N), partial (P) and complete application (C)):

	Action Plan Assessment of Need			Aid for Peace Assessment			
	Audit of current policies	STEEPLE	SWOT	Peace Building Needs Analysis	Peace Building Relevance Analysis	Conflict Risk Assessment	Peace and Conflict
Belfast	C	P	C	C	C	C	C
CAN	C	P	C	C	C	P	C
Cavan	C	P	C	P	C	P	C
Donegal	C	P	C	C	C	C	C
Leitrim	C	P	C	P	P	P	N
Lisburn /Castlereagh	C	P	C	N	N	N	N
Louth	C	P	C	P	P	P	C
Monaghan	C	P	C	P	C	P	C
North Down	C	P	C	N	N	N	N
North East	C	P	C	P	P	P	C
North West	C	P	C	C	C	P	C
Sligo	C	P	C	P	P	P	C
Southern	C	P	C	P	P	P	C
South west	C	P	C	C	C	P	C

Strategic Context and Assessment of Need**II**

2.43 The following key learning points have been identified for each of the assessment tools identified in the table above:

- a) **Audit of current policies and plans** – all Peace Clusters provided evidence of desk based research of key stakeholder organisations. This mainly involved the identification of key strategies and the services delivered by those organisations. However it was impossible to identify (without comparison to other Peace Clusters) whether the audit provided a complete perspective of all current policies and activities being undertaken in the Peace Cluster area. It was also impossible to make an assessment of the additionality of the Peace Plan with the mainstream activities being funded by the Stakeholder bodies. It is recommended that an additionality statement be developed, detailing the complementarity of planned interventions to mainstream programmes under the second phase;
- b) **STEEPLE** – this tool is an adaptation of the standard PESTLE test, incorporating an additional equality heading. Most Peace Clusters completed the tool as part of the Action Plan, however the applicability of certain headings (in particular legal, technological and economic) casts doubt as to its usefulness. There was little evidence that this tool was used in any way for decision making and it is our belief that it needlessly duplicated both the audit of current policies and the SWOT test. It is recommended that this tool not be used in defining the assessment of need in any subsequent Action Plan;
- c) **SWOT** – this tool was utilised by all respondents and was matched with an Advanced SWOT analysis (adaptation of TOWS) which sought to identify strategies for addressing the issues in the SWOT test. All PEACE Clusters completed SWOT tests, with most producing robust reports. The Advanced SWOT analysis produced a mixed picture, with many respondents either failing to complete the section or failing to comprehend how it should be used. Few Clusters successfully developed the link between the Advanced Clusters and their strategic objectives. It is recommended that the SWOT and Advanced SWOT be used in defining the assessment of need in any subsequent Action Plan. It is further recommended that Peace Cluster Promoters receive guidelines regarding the successful implementation of the Advanced SWOT into the development of strategic objectives.

2.44 In response to the Aid for Peace guidance for each of the headings, the Peace Clusters produced the following:

- a) **Peace Building Needs** – all Peace Cluster Promoters have completed this section. However, for some it is simply a reiteration of the assessment of need outlined in the original Action Plan. This is a cause of concern, as some of the original assessments of need were largely based on evidence derived from consultation events. Consequently, a number of the Action Plans also identified the need for subsequent research to quantify the assertions made at the consultation stage. There is little evidence, barring the North West Peace Cluster, of any of this ‘new’ research being utilised in the assessment of the Peace Building Needs outlined in the Aid for Peace Approach. It is recommended that the Peace Building Needs Assessment be updated to reflect all new research and identify any ongoing knowledge gaps. In addition, there needs to be a degree of prioritisation in the Peace Building Needs Assessment, producing a robust assessment of the significant needs in the Peace Cluster area;

Strategic Context and Assessment of Need**II**

- b) **Peace Building Relevance** – most Peace Plans identified strategic ambitions and sought to identify relevant indicative activities. However, most Clusters did not discuss how indicative activities complied with either individual change theory and the healthy relationships and connections theory. We cannot categorically state whether this reflects a lack of knowledge on the part of the Clusters regarding the implementation of the two theories or whether it was a failure to record their understanding. Thus notwithstanding it is recommended that all Peace Clusters make an assessment of how the indicative activities for their respective Plans conform with the descriptions of relevant activities outlined in the guidance for individual change theory and the healthy relationships and connections theory. In the event that the failure to interpret indicative activities to respective Peace Building theories was down to lack of knowledge it is recommended that additional guidance be provided by either NISRA or the Consortium to ensure that all Clusters are able to fully utilise the Aid for Peace Approach;
- c) **Conflict Risk Assessment** – it is our finding that only a minority of Peace Clusters completed a robust Conflict Risk Assessment. However, most Clusters did comply with the requirements of the guidance. We believe that a robust Risk Assessment necessitates not only that a complete list of risks be identified, but that mitigating actions are identified, that an assessment of likelihood is made, reporting frequency recorded and that a Senior Responsible Officer be nominated and tasked with monitoring and addressing any issues. It is recommended that the Risk Assessment Guidance be amended to include the follow points which all Peace Clusters must subsequently adhere to:
- i) a robust list of peace and reconciliation risks;
 - ii) mitigating actions;
 - iii) assessment of likelihood;
 - iv) reporting frequency; and
 - v) identification of a Senior Responsible Officer.
- d) **Peace and Conflict effects assessment** - in most instances the Peace and Conflict effects assessments were merely the reiteration of the respective amended Action Plans. However, a number of Peace Clusters did also discuss their overall approach to evaluation, including mechanisms for developing baseline information and performance monitoring. The Aid for Peace Working Group has provided additional information on evaluations, aspects of which (the use of attitudinal surveys) have been adopted by a number of Clusters. It is recommended that all Peace Clusters provide descriptions of their proposed evaluation mechanism and performance monitoring framework.

Key Issues

2.45 In addition to the individual recommendations identified in the previous paragraphs, the review of the Action Plan Assessments of Need and the Aid for Peace Interim reports indicates that:

- a) unsustained assumptions of need developed through the initial consultation stage have in large part not been validated by further research;
- b) where research has been conducted, this evidence has (on occasion) not been collated and submitted into relevant Aid for Peace reports;

Strategic Context and Assessment of Need**II**

- c) Actions Plans did not seek to prioritise need within their area, consequently a number of Peace Cluster interventions were developed and accorded significant budgets even though potential beneficiary numbers would appear not to merit this level of assistance; and
- d) there is little evidence that either the Aid for Peace approach, or the earlier STEEPLE and SWOT tools, have been utilised in decision making by the Partnership groups.

Research question

How best can locally based plans address the strategic objectives outlined in the draft Cohesion, Sharing and Integration Strategy?

2.46 The table below provides a preliminary assessment of the issues which Clusters believe will need to be addressed in any subsequent funding round. This is based on the original Action Plan, updated information contained in the Aid for Peace Approach and interviews with relevant Peace Cluster staff:

Cluster Area	Assessment of Future Direction
Belfast	This is a mature Cluster, which has established Peace and Reconciliation policy partners. The next stage should be classified as one of consolidation. There is a clear ongoing process of embedding expertise within appropriate Stakeholders. The aim is to mainstream Peace and Reconciliation activities through interventions such as the ‘community planning approach’ and encouraging greater Cross Community Working within the Community and Voluntary Sector.
CAN	Is still at an expansionary stage, seeking to engage with ‘hard to access’ groups that are mainly concerned with the development of single identity interventions. There is an awareness of the need to mainstream activities and there is ongoing work in developing relationships with the statutory sector and increased integration between respective Council’s Good Relation Strategies.
Cavan	This Cluster, in common with all the Border County Councils, has established relationships with the community and voluntary sector, where the real issue is about embedding peace and reconciliation in these pre-existing networks. At the same time there is a need to continue to build trust and capacity within the Protestant and ethnic minority communities in the County, with a proposed exit strategy being their increased involvement in the established community and voluntary sectors. The Border continues to have an impact on community relationships in this County. Unlike many of the other Border County Councils there has been significant activity in embedding expertise in the Council itself with the development of an Integration Strategy.
Donegal	Has established relationships with the community and voluntary sector, where the real issue is about embedding Peace and Reconciliation in these pre-existing networks. At the same time there is a need to continue to build trust and capacity with the Protestant and ethnic minority communities in the County, with a proposed exit strategy being their increased involvement in the established community and voluntary sectors. There is a desire to implement more innovative approaches to Cross Border activity.
Leitrim	Has established relationships with the community and voluntary sector, where the real issue is about embedding Peace and Reconciliation in these pre-existing networks. At the same time there is a need to continue to build trust and capacity with the Traveller and ethnic minority communities in the County, with a proposed exit strategy being their increased involvement in the established community and voluntary sectors. The Border continues to have an impact on community relationship in this County.

Strategic Context and Assessment of Need**II**

Cluster Area	Assessment of Future Direction
Lisburn /Castlereagh	Is still at an expansionary stage, seeking to engage with ‘hard to access’ groups that are mainly concerned with the development of single identity interventions. The proximity to Belfast with its more established Peace and Reconciliation sector continues to have an impact on provision within this area. This Cluster to a degree ‘exports’ its problems and potential solutions to Belfast. There is also the potential for intergenerational issues gaining more significance, with increased alienation of youth from established local leaders.
Louth	Is still at an expansionary stage aimed at accessing hard to access groups, particularly amongst the sizeable ‘displaced persons’ and ethnic minority groups. Although there is a significant community and voluntary sector in the County, both of these groups continue to be underrepresented. There is a need for mainstreaming of Peace and Reconciliation to address issues of racism and political sectarianism. Both groups tend to be clustered in key urban settlements. In addition, there is a perceived North South Division within the County, based around Dundalk and Drogheda respectively. There has been a degree of under-representation of Peace and Reconciliation activities in the southern part of the County.
Monaghan	Is still at an expansionary stage aimed at accessing ‘hard to access’ groups, particularly amongst the sizeable ‘displaced persons’ and ethnic minority groups. Although there is a significant community and voluntary sector in the County, both groups continue to be underrepresented. There is a need for mainstreaming of Peace and Reconciliation to address issues of racism and political sectarianism. There is significant clustering of ‘hard to access’ groups in peripheral public housing schemes. Although not significant in number, the Traveller community in County Monaghan continues to face problems.
North Down	Is still at an expansionary stage, with work still largely classified as being single identity and focused on developing capacity within the Loyalist/Unionist/Protestant Community in various public housing schemes. There is growing evidence of co-operation between Councils on Good Relations activities, however this is still at an early stage.
North East	Has developed a number of robust interventions to address single identity work across a number of separate locations. Although the Cluster has suffered from a number of sectarian incidents and a rise in contentious parades, there is evidence of a desire to consolidate interventions on a cross community basis. There is also evidence of increased involvement of Good Relations Staff in the development of aspects of the Plan, but there continues to be little evidence of Councils operating on a cross jurisdictional basis. The first phase was mainly concerned with assessing the need with significant research being undertaken. There is now the opportunity to enact this research.
North West	Is a mature cluster which is moving towards the consolidation stage. Priorities appear to focus on developing the capacity of the Protestant and ethnic minority communities, with the aspiration of encouraging Cross Community work. There is also evidence of increased involvement of Good Relations Staff in the development of aspects of the Plan and of Councils operating on a cross jurisdictional basis.

Strategic Context and Assessment of Need**II**

Cluster Area	Assessment of Future Direction
Sligo	This Cluster, in common with all the Border County Councils, has established relationships with the community and voluntary sector, where the real issue is about embedding Peace and Reconciliation in these pre-existing networks. At the same time there is a need to continue to build trust and capacity with the Protestant and ethnic minority communities in the County, with a proposed exit strategy being their increased involvement in the established community and voluntary sectors. The Border continues to have an impact on community relationships in this County.
Southern	Has developed a number of robust interventions to embed expertise both within the Councils themselves and their partners. The Cluster has also developed strong working relationships between the Good Relations Officers and there is also strong evidence of Councils operating on a cross jurisdictional basis. Community capacity is largely a consequence of geographical location and there are still developmental needs in key single identity communities. The Cluster area has also had to cope with the impact of increased dissident Republican activity.
Southwest	Is still at an expansionary stage, covering as it does a significant proportion of the eligible PEACE III area and a large number of single identity public housing settlements. The Cluster area has also had to absorb proportionally high numbers of ethnic minorities and has also experienced dissident republican activity. The first phase was mainly concerned with assessing the need and significant research was undertaken. There is now the opportunity to enact this research. In addition the Cluster has been strong in developing the community planning approach, which will be useful in mainstreaming Peace and Reconciliation in key statutory bodies and local community groups.

Complementarity with Programme Objectives**III**

3.1 In this Section we will address the following research questions:

Do individual Peace Cluster Plan interventions conform to the indicative activities outlined in the Operational Programme?

Have individual Peace Cluster Plans been developed to reflect the strategic guidelines represented by the Cross Cutting Themes?

How do the Peace Cluster Plans augment (are additional to) relevant Good Relations Activity?

How does the Peace Cluster Plan fit with the Council's existing Good Relations Activities?

Given its focus on remedying socio-economic exclusion, how does Peace and Reconciliation work in a Republic of Ireland context?

What is the additionality of the Peace Cluster approach to existing mainstream provision in addressing exclusion in the Republic of Ireland?

How will existing planning processes be utilised for the delivery of the Peace Clusters?

3.2 The remainder of this Section will comprise:

- a) a review of indicative activities;
- b) a review of Cross Cuttings Themes;
- c) additionality test for Northern Ireland based Councils; and
- d) strategic fit with Republic of Ireland mainstream interventions.

Complementarity with Programme Objectives

III

3.3 The table below identifies how each Peace Cluster Plan conforms to the indicative activities outlined in the Operational Programme:

	Support the implementation of strategic models of collaboration	Promoting a participative bottom up approach	Establish meaningful cross community and cross border initiatives	Support a small grants programme	Marginalised and Minority groups	Removal of Physical makers of segregation
Belfast	All four Themes within the Plan incorporate models of inter-agency collaboration as well as encouraging intra and inter community collaboration.	Extensive evidence of the bottom up approach through the use of community bodies for delivery and community involvement in planning.	Extensive experience of cross community work. No identifiable cross border budget, however there is evidence of cross border elements within other interventions.	A small grants element to each of the 4 priorities within the Peace Plan.	Emphasis on interventions aimed at addressing contested space which has significant impacts on marginalised communities. Specific interventions targeting key minority groups.	Theme 2 – Transforming Contested Space aims to address the physical manifestations of the troubles.
CAN	An onus on the participative bottom up approach, however a number of interventions are now being delivered by Project Partners within the statutory sector.	Is being promoted through the extensive use of small grants and area based interventions.	Has a specific Cross Border Objective, ‘Our Shared Future Programme’ which accounts for 30% of the budget.	A significant percentage of interventions are delivered through the Small Grants.	Objective 2.2 aims to increase the integration of marginalised persons and communities into community and civic life.	Objective 1.3 seeks to remove the physical manifestations of the troubles.
Cavan	A high degree of Partner delivery and evidence of multi agency activity.	Orientated towards embedding best practice in P&R. Capacity issues in the Cluster area mean there is a predominance of top down interventions.	No specific Cross Border Budget, rather Cross Border activities cut across the delivery of a significant number of budget headings.	The Theme ‘Support for the Building of Shared Visions’ provides support through a Small Grants Programme.	The Theme ‘Building Integrated Communities and Support Minority Communities’ addresses the needs of marginalised and minority groups.	There are a number of interventions aimed at addressing the physical impact of the Border.

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	Support the implementation of strategic models of collaboration	Promoting a participative bottom up approach	Establish meaningful cross community and cross border initiatives	Support a small grants programme	Marginalised and Minority groups	Removal of Physical makers of segregation
Donegal	A high degree of Partner delivery and evidence of multi agency activity.	Via the participation theme ‘Promote active participation in civil life’.	A specific Cross Border theme ‘Promote Greater community integration within Donegal and on a Cross Community Basis’. Most interventions would have a Cross Border element. The Cluster is also developing innovative approaches to Cross Border activity.	Used in delivering aspects of the ‘Promoting greater community integration within Donegal’ theme.	Two Themes aimed at addressing this issue: Challenging Attitudes towards Racism and Sectarianism and Promoting Equality and Embracing Diversity.	A number of interventions are aimed at addressing the physical impact of the Border.
Leitrim	A high degree of Partner delivery and evidence of multi agency activity.	The “facilitating wider participation” theme is aimed at addressing local participation. Capacity constraints mean there is a focus on top down interventions.	Incorporated into the majority of interventions and there is a specific Cross Border Priority. Although there is an orientation towards single identity work there is specific support towards facilitating the inclusion of target groups into the wider community.	A number of small grants programmes are operating across a number of themes within the Cluster.	Operating with a number of single identity groups including travellers, Protestants, ex prisoners and ethnic minorities.	A number of interventions are aimed at addressing the physical impact of the Border.
Lisburn /Castlereagh	Collaboration mainly promoted at the ‘grass roots’ level.	Emphasis is on encouraging ‘grass roots’ participation.	Extensive evidence of Cross Community working aimed at increasing dialogue. There is also a specific Cross Border Priority and related activity under several other priorities.	Significant use of small grants delivered through a number of Priorities.	Focus is on addressing sectarianism and the economically marginalised.	A number of priorities are aimed at addressing territorialism.

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	Support the implementation of strategic models of collaboration	Promoting a participative bottom up approach	Establish meaningful cross community and cross border initiatives	Support a small grants programme	Marginalised and Minority groups	Removal of Physical makers of segregation
Louth	A high degree of Partner delivery and evidence of multi agency activity.	Orientation is towards embedding expertise. Extensive use of small grants to enhance community capacity.	Aspects feature in all interventions. The Cluster is seeking to use the arts, sport, history to encourage cross community linkages.	Small grants are the principal delivery mechanism for three of the Cluster's Priorities.	Two Priorities specifically focus on addressing issues of racism.	A number of interventions aimed at addressing the physical impact of the Border.
Monaghan	A specific priority related to building civic partnerships for reconciliation.	Evidence of the use of small grants as a means of enhancing community capacity.	Aspects of Cross Border activity feature in all interventions.	Small grants are the principal delivery mechanism for a number of the Cluster's Priorities.	A number of single identity interventions aimed at assisting ethnic minorities, Protestants and Travellers.	A number of interventions aimed at addressing the physical impact of the Border.
North Down	Specific priorities related to supporting representative decision making forums and community capacity building.	Since capacity in several communities remains low, this is a core objective of the Cluster, with two Priorities addressing differing aspects.	A specific Cross Border Priority with a budget of 30% of total Cluster spend.	Activity primarily delivered through small grants.	A number of single identity interventions aimed at assisting ethnic minorities.	A specific priority aimed at supporting conflict resolution within and between communities and addressing the physical manifestations of the Conflict.

Complementarity with Programme Objectives

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	Support the implementation of strategic models of collaboration	Promoting a participative bottom up approach	Establish meaningful cross community and cross border initiatives	Support a small grants programme	Marginalised and Minority groups	Removal of Physical makers of segregation
North East	This Cluster has been innovative in the development of strategic models of collaboration, developing a ‘consortium approach’.	Permitted the inclusion of community based bodies in the delivery of regional tier projects. Also extensive ‘mentoring of community bodies’.	No specific Cross Border priority, however there are aspects of this activity across a number of interventions.	No specific small grants programme.	A number of specific Priorities are aimed at addressing the concerns of the marginalised and minority groups, including ‘Community and Ethnic minority capacity building’ and the ethnic minority employment programme.	The ‘‘Community Engagement and Visible Manifestations of the Conflict’’ Priority is aimed at addressing this issue.
North West	Has been innovative in the development of strategic models of collaboration – such as the Omagh model.	Community participation is encouraged through the consultation process and via aspects of delivery, in particular the use of small grants.	All projects have a cross community and/or Cross Border aspect.	Significant small grants element for three of the Priorities.	Two priorities specifically aimed at addressing this issue: ‘‘Assisting Protestant participation’’ and ‘‘Promoting the inclusion of ethnic minorities and other marginalised people and acceptance of multiculturalism.’’	Greater emphasis on promoting shared space ‘Promoting shared use of our local facilities.’

Complementarity with Programme Objectives

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	Support the implementation of strategic models of collaboration	Promoting a participative bottom up approach	Establish meaningful cross community and cross border initiatives	Support a small grants programme	Marginalised and Minority groups	Removal of Physical makers of segregation
Sligo	High degree of Partner delivery and evidence of multi agency activity.	A priority is dedicated to developing capacity. Extensive use of small grants to enhance community capacity.	A specific priority related to Cross Border activity, although all interventions have either a cross border or cross community element.	No specific small grants programme.	Supported under the Priority: “Supporting active participation by target groups in civic life.”	A number of interventions aimed at addressing the physical impact of the Border.
Southern	Innovative development of strategic models of collaboration, such as developing the use of strategic grants.	Extensive use of community fora and training of Community Groups.	All interventions have either a cross border or cross community element.	A specific small grant priority.	Two priorities specifically charged with addressing issues of marginalisation, including, alternative focus and celebrating communities.	The priority, “Alternative focus” aims to address issues affecting interfaces.
South West	Innovative development of strategic models of collaboration, including the development of the community planning approach.	Priority level support and mentoring to community groups to overcome capacity constraints.	A specific priority aimed at addressing Cross Border Relationships.	Extensive use of small grants to assist programme delivery.	Three priorities specifically aimed at marginalised and minority groups including support for victims, ethnic minorities and challenging sectarianism and racism.	High incidence of single identify peripheral estates in the Cluster area which suffer as a result of the Conflict. The Estates and Villages Priority aims to address the manifestations of the conflict.

Complementarity with Programme Objectives**III****Review of Cross Cutting Themes**

3.4 The table below identifies the extent to which the following Cross Cutting Themes have influenced the development of the relevant Cluster Plans:

	Cross Border Co-operation	Equality of Opportunity	Sustainable Development	Impact on Poverty	Partnership
Belfast	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Plan, only evident in area based development	Implemented across all priorities
CAN	Implemented through 1 Priority	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Plan, only evident in area based development	Implemented across all priorities
Cavan	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
Donegal	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
Leitrim	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
Lisburn /Castlereagh	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Plan, only evident in area based development	Implemented across all priorities
Louth	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
Monaghan	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
North Down	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Plan, only evident in area based development	Implemented across all priorities

Complementarity with Programme Objectives**III****Review of Cross Cutting Themes (cont.d)**

	Cross Border Co-operation	Equality of Opportunity	Sustainable Development	Impact on Poverty	Partnership
North East	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
North West	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Plan, only evident in area based development	Implemented across all priorities
Sligo	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
Southern	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Action Plan	Implemented across all priorities
South West	Implemented across all priorities	Implemented in all recruitment and procurement	Alluded to in Action Plan	Alluded to in Plan, only evident in area based development	Implemented across all priorities

3.5 In summary, the Peace Clusters have successfully implemented the following Cross Cutting Themes:

- a) Equality of opportunity; and
- b) Partnership.

3.6 All Peace Clusters are currently delivering Cross Border activity. The pattern of implementation is highly differentiated between two approaches. The first approach is that mainly used by experienced practitioners who already have established Cross Border Partnerships and have integrated Cross Border activity into all of their interventions. The second approach is used by less experienced Clusters that do not have existing relationships and have therefore, allocated a sizeable proportion of their budget to developing 'Pilot projects' aimed at developing new bilateral relationships. Although we recognise the significant developments there have been in developing Cross Border working relationships (and believe that in excess of 30% of activity is of a Cross Border nature), these tend to be tactical rather than strategic both in development and delivery. It is our opinion that enhanced opportunities for networking through Cross Cluster Learning events, as well as established working relationships with Cross Border partners will permit the development of a strategic approach by all Clusters. The Consortium can enhance this process through the delivery of Cross Cluster Learning events and by signposting opportunities as they arise.

Complementarity with Programme Objectives**III**

3.7 There are notable deficiencies in the application of Sustainable Development and Impact on Poverty, which unlike the other three Cross Cutting themes, appear at first sight to have only a peripheral role in Peace and Reconciliation activities. However, there are definitive implications for both in terms of good working practice and possible impacts, which at present are not being collated. When considered alongside the Partnership theme and the significance of multi partner delivery (particularly in relation to RAPID and Neighbourhood Renewal Areas) these deficiencies become even more apparent as both are core elements of area regeneration. It is recommended that greater attention be paid to the potential impact on the Sustainable Development and Impact on Poverty Cross Cutting themes.

Additionality Test for Northern Ireland Councils

3.8 Each Peace Cluster Plan has been assessed at Priority Level as to its additionality to the relevant Councils' Good Relations Strategy/mainstream interventions. The detailed findings are included at **Appendix A**.

3.9 We believe that most activities are partially additional in Northern Ireland as they are expanding in scale interventions already being delivered by each Council or another statutory body. The added value comes from the cross jurisdictional working (cross council/multi agency). Given Belfast's unique position as the only single Council Cluster in Northern Ireland we believe that there is a risk of duplication (although we did not find any instances of duplication). In order to ensure a consistency of approach, it is recommended that all Northern Ireland Clusters provide an additionality statement for any future interventions, identifying the added value of the approach and why it does not duplicate mainstream funding.

Strategic Fit with Republic of Ireland Mainstream Interventions

3.10 The process of assessing strategic fit with mainstream interventions in the Republic of Ireland necessitated both a desk based review of the Action Plans and extensive field interviews with Peace Cluster personnel. The detailed findings are included at **Appendix A**. The key outcomes of this work are summarised as:

- a) the clear Peace and Reconciliation agenda of the Peace funds;
- b) the embedded community planning approach within the Councils;
- c) the clear economic development/social inclusion agenda provided by the Councils;
and
- d) impact of An Bord Snip.

3.11 We can see very little opportunity for duplication of provision (barring interventions aiding travellers and ethnic minorities) between the PEACE III and mainstream funds. We also recognise the added value of the community planning approach and its fit with the Peace Partnership (for further comment see **Section VI**). However, we recommend that each Cluster prepare an Integration Strategy similar to that developed by County Cavan which identifies the strategic fit between PEACE III and the Council's mainstream activities and which also identifies methods for embedding expertise as part of an exit strategy.

Complementarity with Programme Objectives

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Conclusion

3.12 In line with the terms of reference, we have reviewed the PEACE Cluster Action Plans against the following criteria:

- a) conformity to Operational Programme indicative activities;
- b) implementation of Cross Cutting Themes;
- c) additionality to Good Relations Activity;
- d) strategic fit to mainstream funding provision in Republic of Ireland; and
- e) ability to utilise existing delivery structures in the Republic of Ireland.

3.13 Apart from a limited number of operational issues (identified in *Appendix A*), it is our opinion that the 14 Peace Clusters conform to these strategic imperatives.

Progress to Date**IV**

- 4.1 The terms of reference require an assessment of:
‘achievements to date in relation to the Theme’s identified outputs, results and impacts’
- 4.2 In order to meet this requirement, we have reviewed:
- a) Cluster level spend to date;
 - b) the original Cluster Action Plans and most recent Progress reports to assess the progress in the achievement of targets; and
 - c) we have undertaken an assessment of the validity of approach to *“capturing the benefits”* against HM Treasury ‘Choosing the Right FABRIC’ Guidelines.

Analysis of Spend

4.3 The table below summarises the total project budget, total spend to date (June 2010) and associated variance by Cluster:

	Projected Budget (Letter of Offer)	Total N+2 to 30 June 2010	Actual Spend to 30 June 2010	Variance to date	% of N+2
Belfast	£6,299,415	£2,498,689	£1,180,876	(£1,317,813)	53%
CAN	£1,954,868	£807,848	£211,255	(£596,593)	74%
Cavan	€2,880,000	€985,753	€113,221	(€872,532)	89%
Donegal	€4,737,600	€1,908,709	€740,527	(€1,168,182)	61%
Leitrim	€2,032,400	€1,025,982	€411,429	(€614,553)	60%
Lisburn/Castlereagh	£2,688,849	£155,000	£27,467	(£127,533)	82%
Louth	€2,815,200	€1,133,070	€844,162	(€288,908)	25%
Monaghan	€3,600,000	€1,554,349	€636,605	(€917,744)	59%
North Down	£2,688,849	£687,585	£147,788	(£539,797)	79%
North East	£3,608,589	£1,627,287	£560,460	(£1,066,827)	66%
North West	£4,773,000	£1,915,509	£646,514	(£1,268,995)	66%
Sligo	€1,960,605	€843,420	€386,249	(€457,171)	54%
Southern	£4,263,571	£1,011,424	£379,033	(£632,391)	63%
South West	£3,441,600	£1,276,222	£139,099	(£1,137,123)	89%

4.4 We have sought detailed variances from SEUPB, however at the time of writing this information has not yet been received. From our review of the Peace Clusters, we have identified a number of generic issues:

- a) initial delay in starting the Programme (in part, due to the delay in the establishment of the PEACE Clusters);

Progress to Date**IV**

- b) delays caused by need to vire funds between Priority headings (particularly in Ireland on account of the moratorium on recruitment);
- c) Peace Clusters are only now up to their full staffing complement; and
- d) ongoing problems with regard to procurement and/or the claims process for small grants.

4.5 All Clusters have significantly under spent, even against the re-profiled N+2 figure (updated in June 2010). However, we believe that initial start up problems related to procurement and the administration of small grants have, in large part, been rectified and that the proposed extension of Stage 1 by six months will ensure that all programme money is robustly dispersed. Although the extension will assist programme expenditure, the prolonged programme time may have a negative impact on the fixed technical support budgets, as there is a need for staff to be employed for an additional six months.

4.6 We note that the PEACE Clusters were not required to prepare/submit monthly spend profiles matched to indicative activities. This makes any assessment of progress or value for money evaluation difficult in a mid term context.

Progress to Date**IV****Achievement of targets to date**

4.7 The following table summarises the number of targets per Cluster area and how many of those targets have had actions reported against them in the period to June 2010. It also provides a comparison of actual spend to date and percentage of total spend to date (see *Appendix B* for individual analysis of outputs):

Cluster	Total number of separate targets	Number of actions initiated against Targets	Spend to date	Percentage of total spend
Belfast	20	19	£1,180,876	18.7%
CAN	43	38	£211,255	10.8%
Cavan	20	19	€113,221	3.9%
Donegal	48	45	€740,527	15.6%
Leitrim	76	48	€411,429	20.2%
Lisburn	24	0	£27,467	1.0%
Louth	73	64	€844,162	29.9%
Monaghan	41	16	€636,605	17.7%
North Down	40	37	£147,788	5.5%
North East	250	153	£560,460	15.5%
North West	64	30	£646,514	13.5%
Sligo	111	103	€386,249	19.7%
Southern	86	52	£379,033	8.9%
South West	79	19	£139,099	4.0%

4.8 The review of outputs identified the following:

- a) all Cluster areas, with the exception of Lisburn/Castlereagh, have undertaken activities in support of their targets;
- b) the number of targets at Cluster level ranges from 20 to 250. In most cases solid progress has been achieved;
- c) Clusters are adopting the broad approach, attempting to initiate activities against all targets;
- d) most Clusters have only reported against outputs to date, there has been little comment on impact;
- e) the targets used are not SMART as there is no time-bound element to them;

Progress to Date**IV**

- f) the targets cannot be readily matched to input costs. Consequently, it is not possible to conduct a value for money analysis; and
- g) the targets are too specific to each intervention - there is no opportunity for comparison between Clusters.

Indicative outputs against key targets

4.9 As noted above, we have identified approximately 900 targets across the 14 Peace Clusters. In order to provide an appreciation of the scope of interventions, we have highlighted below a number of key outputs for each Cluster which are indicative of the activity supported to date (detailed commentary is included at *Appendix A*) :

Cluster	Target	Output to date
Belfast	Number of paramilitary murals replaced or removed.	2 projects progressing and aligned to “Re-imaging Communities Programme.”
	Number of environmental improvement schemes on arterial routes.	4 at Phase 1 – Northumberland St; Ormeau Bridge, Bridge End; Carlisle Circus.
	Changes in attitudes measured through attitudinal survey using accepted methodology for measuring soft outcomes.	Attitudinal survey to be piloted.
CAN	Training and Development Programme for Partnership Members.	A residential for Partnership members took place 28/29 January 2010 and was attended by 6 members and 3 staff.
	Business Diversity Programme – to engage the private sector in the challenge to address sectarianism and racism.	Time Associates were appointed as the delivery agent for this programme in January 2010. 15 Businesses will participate in the programme of training, support and workshops.
Cavan	To provide people/communities affected by the conflict with access to conflict resolution and mediation services.	16 local trainers trained in mediation/conflict resolution/diversity.
	Address the legacy of the conflict by providing opportunities for young people to meet and explore their beliefs, culture, heritage and traditions.	607 young people participating.

Progress to Date

IV

Cluster	Target	Output to date
Donegal	4 activities commemorating the Plantation of Ulster.	Strategic grants awarded, organisations working up proposals.
	Developing better relations between travellers and the settled community - 1 strategic approach to developing relations.	Project officer and clerical officer appointed. Programme of work outlined and ongoing work on developing key relationships.
Leitrim	To deliver religious diversity awareness programmes in communities to challenge the views of those who feel hostile to people of different religious beliefs.	Good Relations Officer is implementing plan for this project. No payments have yet been made to this project.
	To interview and record people in relation to history of the troubles.	Production of a journal documenting experiences. Project is complete but payment has to be processed.
Lisburn	Preparing terms of reference for main contract.	Draft terms of reference for main contract drawn up.
	Programme Design.	Meetings with project working groups taken place.
Louth	Report on baseline data of impact of sectarianism and racism in Louth.	Final Report Received.
	Development of accredited peace building leadership programme for sporting organisations.	Programme developed. Groups recruited although there is an issue around commitment from groups in the South of the County.
Monaghan	Provide media skills training for communities, groups and individuals across the County.	18 Networking events and workshops delivered. Participants currently working on developing relationships. Media training will take place later this year. 11 Youth Leaders trained in Digital Film Making.
	Develop a Peer Education Programme involving representatives of the Peace III target groups on a cross border basis	Working closely with the Glenree Centre, Farney Workhouse and the VEC. Have now established a training module and timescale for the training.
North Down	Minority Ethnic Audit	Audit currently being developed by North Down Borough Council.
	Good Relations Training	Content development underway.

Progress to Date

IV

Cluster	Target	Output to date
North East	Identify and engage 144 participants in total from throughout the north east Councils in a conflict resolution programme over the period March 2010 to March 2011.	10 participants have been engaged.
	Development of a leadership programme framework and reconciliation toolkit for young people.	3 programmes developed and tendered.
North West	Promoting Shared use of our local facilities (Priority has no formal target set)	9 projects have been approved – 4 partner delivery programmes and 5 small grants. All funding has been committed.
	Supporting support infrastructure for ethnic minority group.	5 projects have been approved – 1 partner delivery programme, 2 tenders and 2 small grants. Outputs to date include 9 events addressing racism or sectarianism and involving 114 participants.
Sligo	Address the silence/apathy around the issue of sectarianism and disengagement with the NI conflict and its impact on the county – 4 showcase/networking events.	1 showcase/networking event completed.
	Groups /agencies fear of engagement in meaningful peace building and identified need for support – target of 16 groups participating.	13 groups/agencies represented.
Southern	Increased capacity of BME communities to get involved in civic life –target 10 capacity building training programmes.	1 Cultural diversity training session with 10 trainees.
South West	To reduce intercommunity conflict particularly at key celebration dates and anniversaries.	As at 31 December 2009, Consultants have been appointed to work in 16 of the 21 identified priority areas. Initial baseline work completed for each of the 21 areas.
South West	To develop new cross border relationships and strengthen existing partnerships – Cross Border Study and audit of 20 groups involved in 10 events.	Scoping study completed by Lestas Consulting of cross border working across the SW Cluster and Border Counties. Conference held in the Clinton Centre in Enniskillen attended by 36 groups that took part in the survey.

4.10 It is evident that there is a high degree of variation, not only in terms of activity undertaken, but also the method of measurement (quantitative versus qualitative) and the amount of supporting information. In the absence of SMART objectives for the outputs, we cannot assess the value for money to date of the interventions. However, we are in a position to confirm that all Clusters are undertaking indicative activities in line with Operational Guidelines and that significant activity has been reported against the majority of Priorities across all Clusters.

Progress to Date**IV****Assessment of Validity of Approach**

4.11 We have assessed the performance management of the Theme against HM Treasury's FABRIC guidelines. The key points are:

FABRIC Guideline	Comment	Action
Relevant to what the organisation is aiming to achieve.	All the outputs are presently in keeping with the aims of the Priority.	Ongoing monitoring by Steering Group to ensure relevance of outputs.
Avoid perverse incentives.	Most Clusters are aiming to deliver against the targets specified in the Action Plan. However, the absence of any delivery date could skew activity as Clusters may seek to vire funding to those Projects which are easiest, to achieve (the low hanging fruit approach).	It is recommended that all targets be SMART compliant, with a specified delivery date. It is recommended that any slippage against these dates be reported.
Attributable – the activity measured must be capable of being influenced by actions which can be attributed to the organisation and it should be clear where accountability lies.	The information recorded is specific to the output and is readily attributable. However the targets are not SMART.	It is recommended that the targets should accord to SMART guidelines.
Well defined – with a clear unambiguous definition so that data will be collected consistently.	The information recorded is specific to the output. However the targets are not SMART.	It is recommended that the targets should accord to SMART guidelines.
Timely , producing data regularly enough to track progress and quickly enough for the data to still be relevant.	Large numbers of targets may hinder collation and subsequently delay the timeliness of outputs. A number of the targets are inter-related and so should not be reported separately.	It is recommended that Clusters consolidate their outputs and so record against fewer headline targets.
Comparable with either past periods or similar programmes elsewhere.	The targets are specific to the related Cluster area. There is no opportunity to compare targets between the Clusters.	It is recommended that an early exercise be undertaken to identify those 'common approaches' within each Cluster Action Plan, to define indicative activities and confirm comparable targets.
Verifiable , with clear documentation behind it, so that the processes which produce the measures can be validated.	There is 100% verification of all activities.	No action necessary.

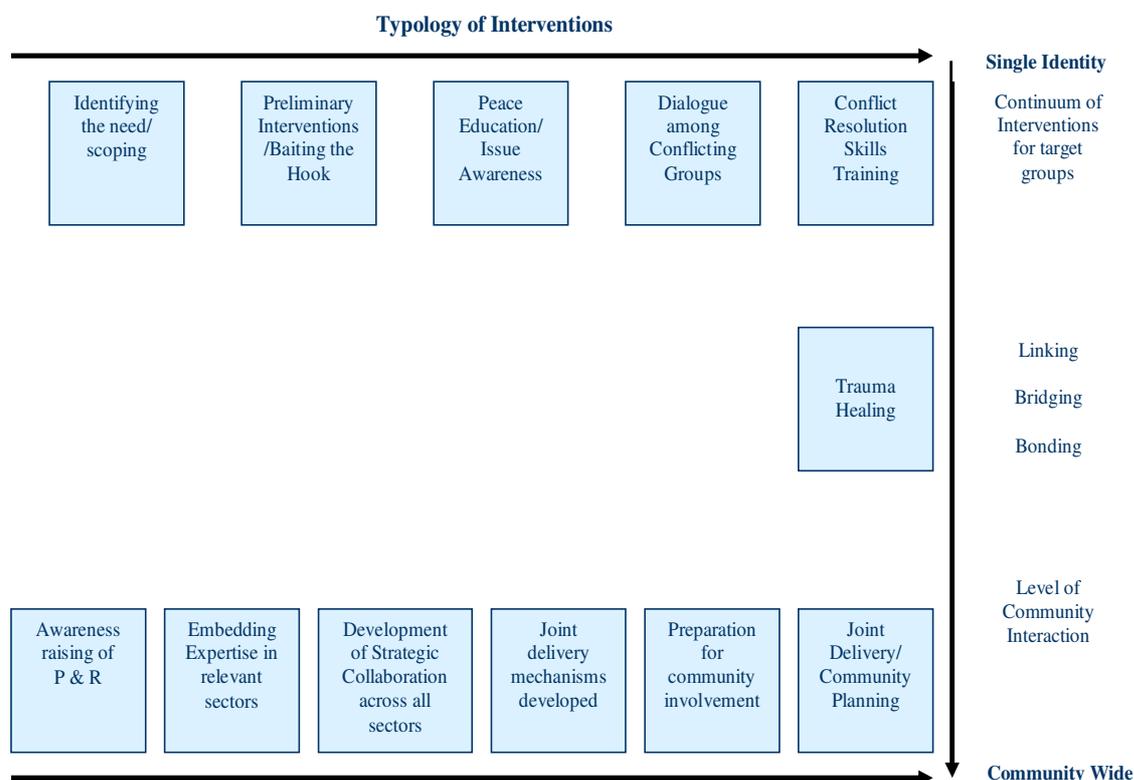
Progress to Date

IV

4.12 Theme 1.1 has more than 900 unique targets being delivered across 14 Clusters. Most, if not all of these targets do not conform to SMART criteria and because of their ‘uniqueness’ cannot be compared against one another to produce a value for money assessment. While we realise that the number of targets is a function of the ‘bottom up’ approach to developing local interventions, this does not lend itself to good programme monitoring.

4.13 Consultation with the PEACE Cluster Managers has identified a need for more guidance in the determination of targets. In response, we have drawn reliance on the approved economic development approach of ‘intervention frameworks’. This is a three part process involving initial classification of indicative activities, agreement of performance indicators and finally target setting. Using that methodology, we have undertaken a preliminary assessment of the 14 Plans.

4.14 Every activity and associated target in each Plan was reviewed. From this we have identified characteristics/interventions which are common across the 14 Plans. These interventions are ‘bundles of closely related activities’ that do not seek to replace existing activities, rather they aim to provide a consistent typology to describe them. The table below illustrates a suggested typology of interventions and assesses their interrelatedness against two criteria: single identity and community wide initiatives:



4.15 Building on this ‘typology of intervention approach’ it should be possible to develop a range of target descriptions for each of these generic interventions, thereby enabling value for money comparisons between common targets across each Cluster.

Progress to Date

IV

Recommendations

4.16 The following recommendations are made:

- a) that all targets be SMART to include a specified delivery date;
- b) detailed monthly spend profiles be prepared, matched to the SMART targets;
- c) that any variances against these dates be reported;
- d) that Clusters consolidate their outputs and so record against fewer headline targets;
and
- e) that an early exercise is undertaken to identify those ‘common approaches’ within each Cluster Action Plan, to define consistent indicative activities and confirm comparable targets.

Programme administration**V**

5.1 The aim of this Section is to address the following three issues raised within the terms of reference:

Assess the relevance of the technical support provided by the Consortium (Pobal and the Community Relations Council)?

Are the administrative requirements proportionate to the level of grant aid?

Assess the effectiveness of the processes used?

Assessment of the technical support provided by the Consortium

5.2 This will include a review of the Consortium costs, analysis of the delivery mechanisms employed and an assessment of the effectiveness of the service against targets.

5.3 This assessment was undertaken using the following processes:

- a) desk based research of the Consortium Contract;
- b) interviews with SEUPB staff – David Clarke and Tracey Scullion;
- c) interviews with Consortium staff – Paul Skinnader and Frank Murphy; and
- d) interviews with the 14 Peace Cluster Programme Managers.

Role of the Consortium

PEACE III Operational Programme Para. 5.85:

“The Joint Technical Secretariat will commission technical support from relevant statutory bodies with a remit for community development and community relations (i.e. Border Action (now Pobal) and the Community Relations Council) to assist local authorities in the development of programmes that will maximise the contribution towards the Programme objectives.”

Consortium Costs

5.4 In order to assess the economy of the delivery of the Consortium we have assessed its anticipated versus actual spend (since official commencement in February 2008 until June 2010) and provided comment on any variances:

Heading	Anticipated (€)	Actual (€)	Variance (€)
Capital			
Purchase of equipment	21,453	12,626	8,827
Resources			
Salaries and wages	1,962,950	969,430	993,520
Audit Fees	7,204	3,076	4,128
Publicity and Advertising Costs	9,973	14,116	(4,143)
Overheads	479,881	102,141	377,740
Programme Costs	177,208	14,161	163,047
Travel and Subsistence	194,177	82,537	111,640
Resources Total	2,831,393	1,185,461	1,645,932
Total Budget	2,852,846	1,198,088	1,654,758

Programme administration**V**

5.5 The variances in spend can be attributed to:

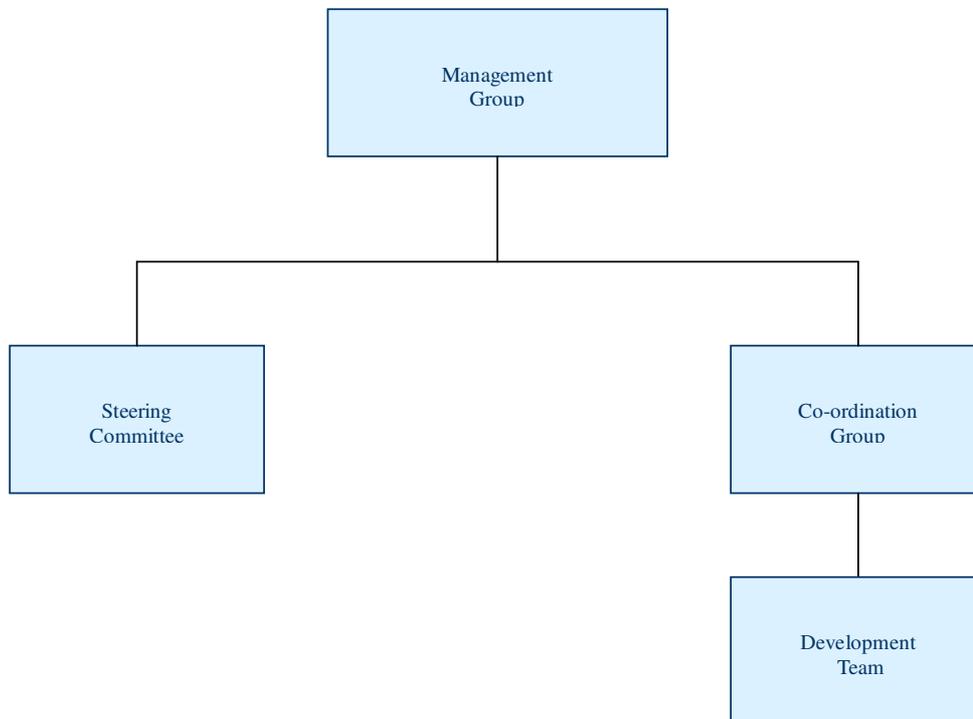
- a) the delay in recruitment of staff from July 2007 to February 2008; and
- b) significant under-spend in Programme costs, due to the hosting of events free of charge in Partner premises rather than in hotels and other paid for venues.

5.6 It is anticipated that the Programme extension of 6 months will reduce the overall projected under-spend by approximately €900,000.

Consortium Delivery Mechanism

5.7 In the following paragraphs we review the operating structure, rationale and outputs of the Consortium.

5.8 The following diagram illustrates the delivery structure for the Consortium:

**Management Group**

5.9 The Management Group comprises senior management from both CRC and Pobal which are responsible for the contract with SEUPB.

Steering Committee

5.10 The Steering Committee comprises 8 core members, four nominees each from CRC and Pobal. The Committee has responsibility for the approval of the “statements of suitability” (appropriateness of Action Plans and subsequent interventions) and monitoring the implementation of the Consortium work-plan.

Programme administration**V***Coordination Group*

5.11 The Co-ordination Group is responsible for the day to day co-ordination of the work of the Consortium on Theme 1.1.

Development Team

5.12 The development team (comprises of 5 development officers) are the designated personnel for each partnership and are the key support for the implementation of the plans. The team:

- a) ensures compliance with EU and National rules by providing ongoing advice and support and clarifying any issues;
- b) participate in Partnership meetings, Steering Committees, Partnership sub-committee meetings and County Development Board meetings as requested and proactively liaise with the identified members of each Partnership to support the implementation of plans. At these meetings the Consortium:
 - i) offers a challenge function;
 - ii) prioritises key peace building and reconciliation actions;
 - iii) tracks the partnership progress, to include the achievement of N+2;
 - iv) cross references experience and activity with other partnerships;
 - v) contributes Consortium ideas and comments;
 - vi) facilitates debate and discussion on difficult and emerging issues;
 - vii) draws out examples of good practice among peace partnerships and provides these to the SEUPB Communications Department; and
 - viii) deals with issues that require further advice and support from the Consortium and its partner organisations.
- c) directs the Partnerships to relevant guidance (from SEUPB) in matters related to cost eligibility;
- d) organises and facilitates monthly formal implementation meetings with the Partnership staff to appraise and be appraised of developments that help or hinder the progress of implementation. This is a direct link with Partnership staff and is an opportunity for the Consortium to offer advice and support on relevant implementation areas;
- e) participate in ad hoc meetings or sub-partnership structure meetings as required; and
- f) participate in ongoing telephone, email and any other formal or informal correspondence with the Partnership.

Programme administration**V**

5.13 The following personnel within the development team work directly with the Peace and Reconciliation Partnerships:

Partnerships	Lead Development Officer	Shadow Development Officer
North West	Anne Molloy (P)	Peter Day (CRC)
South West	Kerrie McErlean (CRC)	Liam McKeever (P)
North East Partnership	Peter Day (CRC)	Anne Molloy (P)
CAN	Kelan McClelland (CRC)	Paul Skinnader (P)
Belfast	Kerrie McErlean (CRC)	Pauline Perry (P)
Lisburn/Castlereagh	Kerrie McErlean (CRC)	Paul Skinnader (P)
North Down, Ards, Down	Peter Day (CRC)	Liam McKeever (P)
Southern	Peter Day (CRC)	Bernard Bolger (P)
Louth	Bernard Bolger (P)	Kelan McClelland (CRC)
Monaghan	Bernard Bolger (P)	Kerrie McErlean (CRC)
Cavan	Liam McKeever (P)	Kerrie McErlean (CRC)
Leitrim	Liam McKeever (P)	Kerrie McErlean (CRC)
Sligo	Liam McKeever (P)	Peter Day (CRC)
Donegal	Anne Molloy (P)	Peter Day (CRC)

5.14 The staffing arrangements for the Consortium are as follows:

Positions	No of FTEs
Prog. Mgr / Director	0.75
Development Officers	4.00
Finance / Admin Officer	2.25

Key Issues

5.15 We sought views from the Peace Cluster Managers as to the knowledge and professionalism of the Consortium staff. There was widespread recognition that Consortium staff were experienced Peace and Reconciliation practitioners and can be relied upon to provide robust advice on aspects of the Programme.

Programme administration**V**

5.16 At the commencement of the Programme, two development officers were assigned to each Cluster. The rationale was to ensure consistency of service between the two organisations delivering the Consortium contract and to ensure a Cross Border perspective for each Cluster. Although two development workers did attend relevant meetings and events for each Cluster during the developmental stage, this is no longer the case. At present, there is one assigned development officer per Cluster and a ‘shadow’ development officer who primarily advises on any emerging Cross Border Learning opportunities..

5.17 The finance function within the Consortium is limited to management of its direct costs. The processing of claims for expenditure by the Partnerships is a function of SEUPB. While we acknowledge that there is a requirement for financial and administrative management of the Consortium, 71% of the total budget is related to payroll expenses. This raises the question as to whether 2.5 FTE staff are necessary for the delivery of the Contract since there must be a limited number of financial or administrative transactions. Since we have not undertaken an in depth review of these functions, it is recommended that such a review be initiated to determine the size of team required.

Programme administration**V****Assessment of Consortium Outputs**

5.18 The following table provides an assessment of the overall effectiveness of the Consortium compared with its key targets:

Activity	Comment
Providing practical support to applicants in the development of PEACE and Reconciliation Action Plans.	Respondents stated that the Consortium provided significant input into the development of Peace and Reconciliation Action Plans. Although a second plan is currently being developed it is anticipated that the role of the Consortium will be significantly diminished.
Working with the SEUPB to ensure that Peace and Reconciliation Action Plans are presented for funding in accordance with the criteria applicable to the PEACE III Programme	The Consortium has provided this function. However, our review of the implementation of the Aid for Peace reports indicates that there remain areas where Clusters require ongoing support.
Engaging with the Peace and Reconciliation Partnerships on a consistent basis for the full life of the plans to provide mentoring and support.	The Consortium has provided this function. However, our review of the implementation of the Aid for Peace reports indicates that there remain areas where Clusters require ongoing support.
Preparing and submitting to the SEUPB on an annual basis, a report outlining the general progress made in respect of the measure together with a review of each Peace and Reconciliation Action Plan.	The Consortium continues to provide input to quarterly and annual reports, as well as commentary on eligibility of funds.
Providing direct support to build the institutional capacity, knowledge, attitudes and skills of the Local Authorities.	The Consortium has provided widespread support in developing institutional capacity through the delivery of workshops and attendance at Partnership meetings.
Promoting liaisons and collaborative actions at a regional and cross border level between the partnerships for the full three years of the plans.	The Consortium has provided a number of regional events, which have promoted cross jurisdictional partnerships.
Facilitating the transfer of learning and the dissemination of best practice to institutions, local and national government and community partners throughout the three year funding period.	The Consortium has provided a number of best practice events and learning materials. However, many respondents identified the need for the development of 'Peace and Reconciliation toolkits'.

5.19 In general there was a high degree of satisfaction with the Consortium amongst the PEACE Clusters. Where dissatisfaction did arise, it was typically related to confusion as regards the Consortium's role in providing an 'advisory function' or a 'scrutiny function'. The delivery of both functions was not considered to be conducive to developing trust.

5.20 There is also a body of opinion that the role of the Consortium should change, since many of the Clusters themselves are now more robust and do not require the same degree of "hand holding." Rather, the Consortium should move away from providing a uniform service to all Clusters and deliver more focused interventions aimed at addressing significant constraints and/or assisting in the exploitation of opportunities.

Programme administration**V**

5.21 Against this background, the following recommendations are made in respect of the Consortium:

- a) the service offering needs less ‘fire fighting’ and more embedding of expertise;
- b) development of the Community of Practice Approach, including:
 - i) ensuring training needs are met;
 - ii) signposting opportunities for joint delivery;
 - iii) identifying good practice; and
 - iv) acting as the institutional memory for the Theme.
- c) the size of the administration/finance function within the Consortium be reviewed.

5.22 In summary, we believe that the Consortium approach was fit for purpose but must now adapt to changed circumstances. Opportunities appear to exist for the “scaling back” of staffing levels within the Consortium.

Are the administrative requirements proportionate to the level of grant aid?

Assess the effectiveness of the processes used?

5.23 In assessing whether the administrative requirements are proportionate to the level of grant aid it was necessary to review:

- a) the Programme Delivery Structure;
- b) Cluster Programme and Technical Support Costs; and
- c) the Project Delivery Mechanisms.

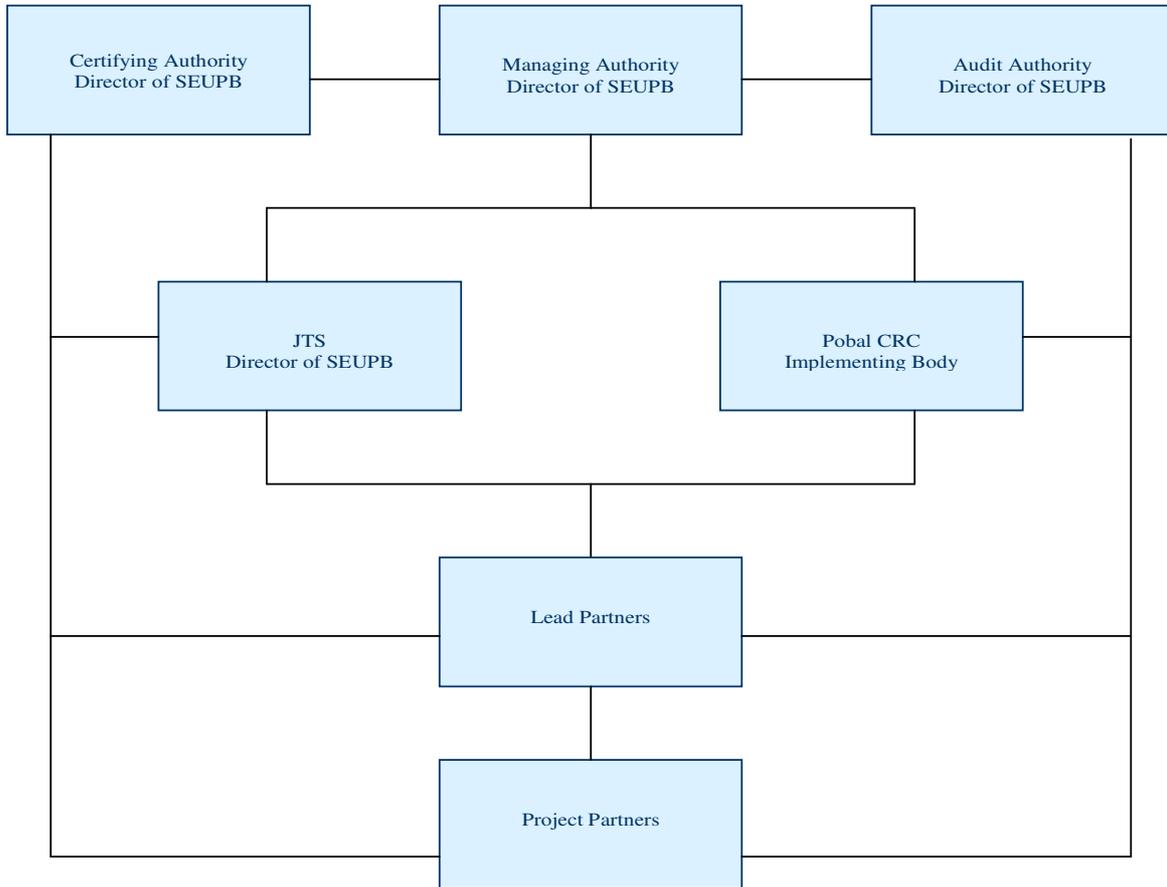
5.24 This involved:

- a) desk based review;
- b) interviews with SEUPB staff; and
- c) interviews with the PEACE Cluster Programme Managers.

Programme administration

5.25 The chart below illustrates the reporting arrangements between SEUPB, the Consortium and the various PEACE Clusters:

Organisations involved in the Management of the Programme

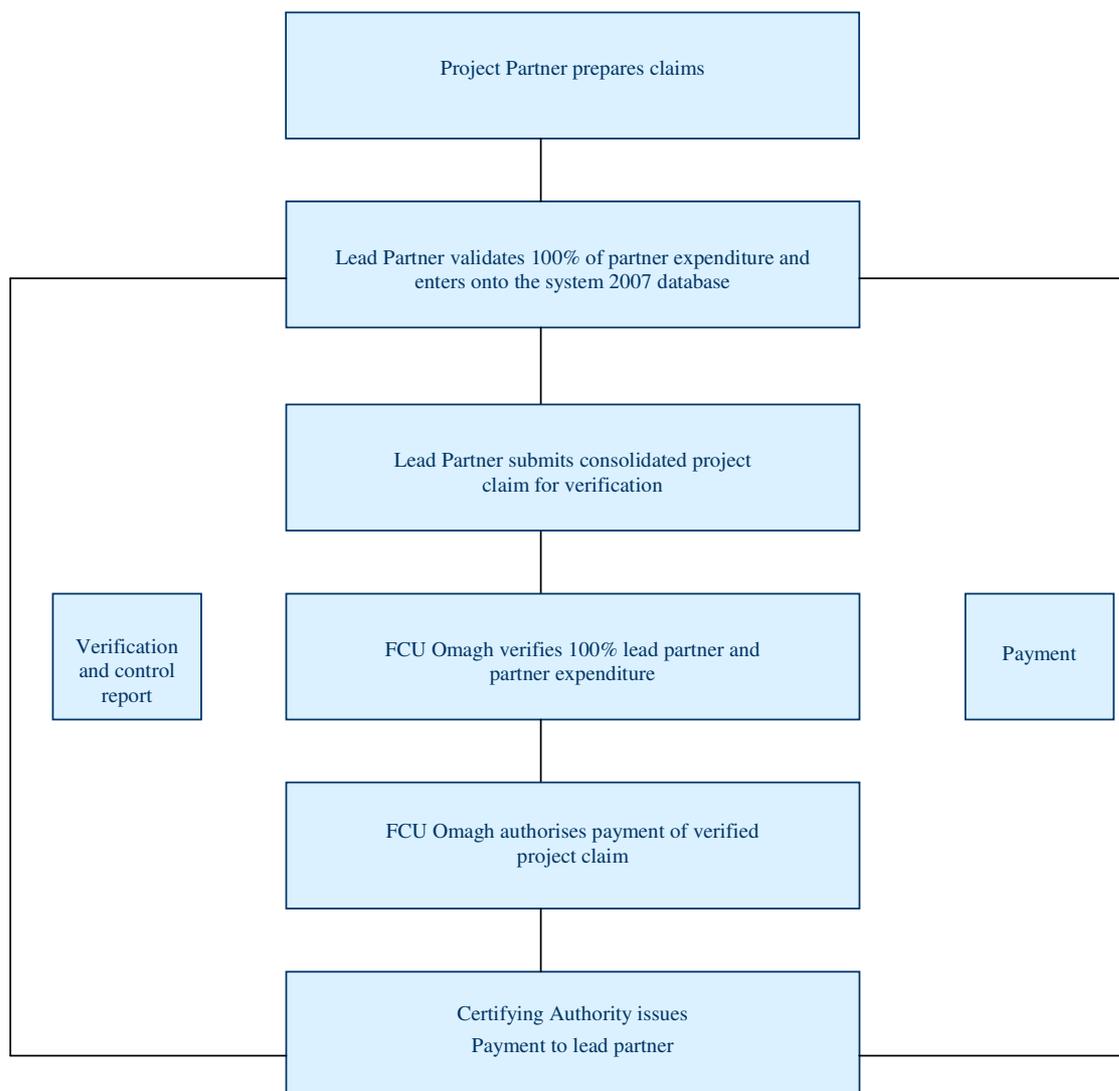


5.26 The diagram illustrates the central role of the Consortium (across the Theme) and the relevant Lead Council/Lead Partner as a conduit of information/ source of verification between SEUPB and the Project Partners.

Programme administration

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5.27 The following diagram illustrates the financial reporting structure between the various tiers of administration:



5.28 Although the process outlined above is standard to the delivery of most PEACE III Projects, there are a number of issues:

- a) the excessive complication of the PEACE Clusters and the opportunity to vire funds between headings. If viring occurs between Programme headings there is a need to consult with SEUPB and the Consortium. If it is between Technical Support and Programme headings, there is a need to consult with SEUPB, the Consortium and the External appraiser. There has been a high degree of viring between priorities across most Clusters creating needless delays to delivery and increasing the workload of SEUPB, the Consortium and external appraisers;
- b) there is a degree of confusion over the eligibility of certain activities and the process of confirmation is cumbersome, involving the Thematic Support team, the verification team within SEUPB and the Consortium; and

Programme administration

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- c) although all financial transactions are recorded on System 2007, Clusters are not recording output information. This increases workload with regard to the production of quarterly performance reports.

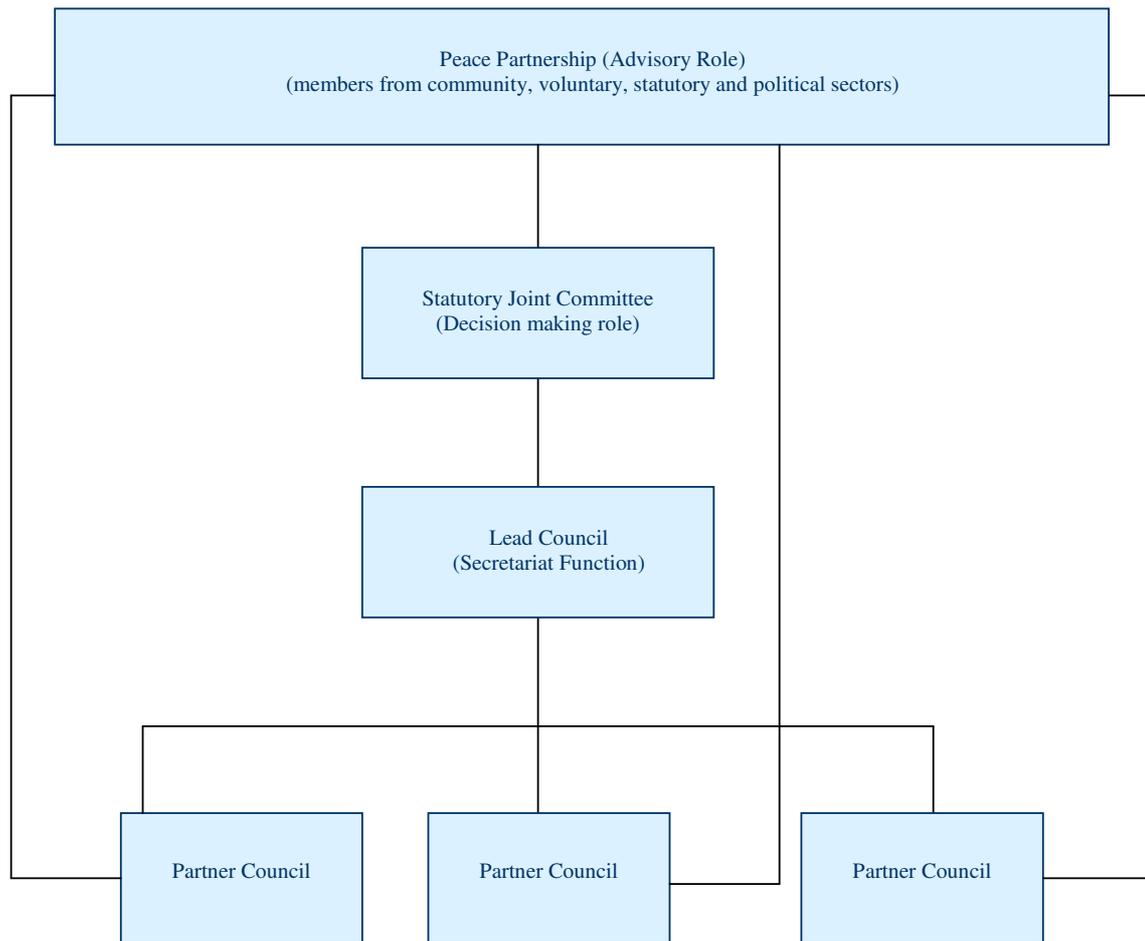
5.29 It is recommended that the following points should be implemented under Phase 2:

- a) in developing future Action Plans, PEACE Cluster Promoters should reduce the number of priorities, thereby decreasing the need to vire between those strategic priorities;
- b) there is a clear identification of who is responsible for defining eligibility of spend; and
- c) all Peace Clusters report performance indicators on System 2007.

Cluster delivery mechanisms

5.30 The following diagram outlines the formal reporting structures within the Peace Partnerships. There are, in essence, two variations of the Peace Cluster Management arrangements: the County Cluster Model in Ireland and the Peace Cluster Model in Northern Ireland. Both broadly conform to the arrangements outlined below:

Peace Cluster Arrangements



Programme administration

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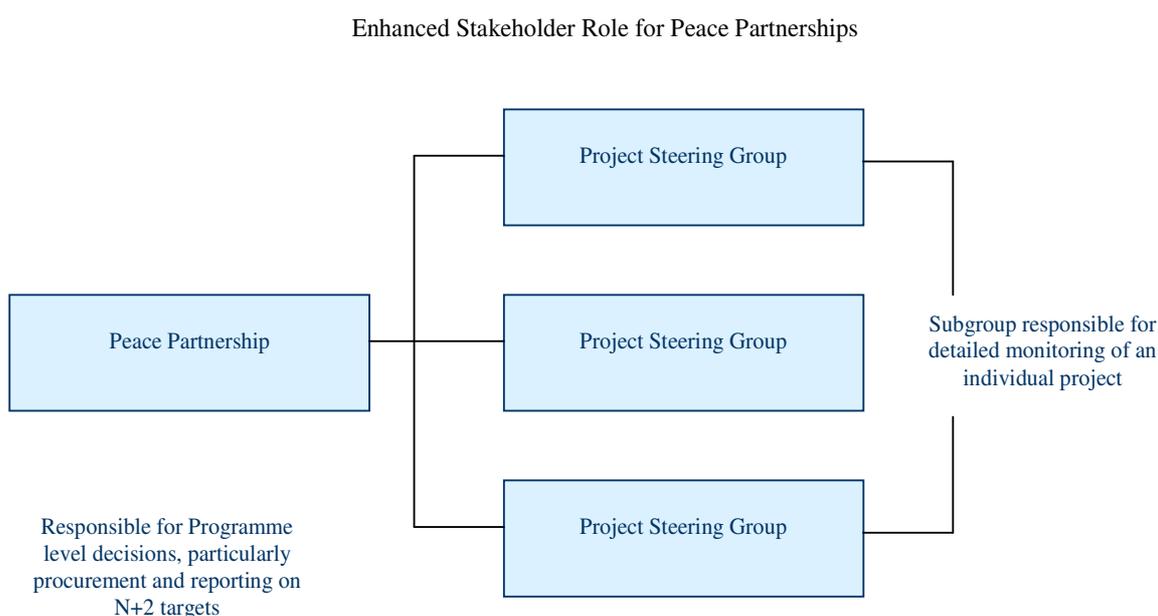
5.31 In the Republic of Ireland, the Peace Partnerships all conform to an established structure, with representation from the voluntary, statutory, community and business/trade union sectors. They are all either chaired by the County Manager or a Director of Development. The Peace Partnerships form a sub-committee of the relevant County Development Board.

5.32 In Northern Ireland, the Peace Partnership groups are composed of between 16 to 24 members from the statutory, community and voluntary sectors as well as elected Councillors. They are principally the main forum for debate and although final decisions cannot be ratified by these bodies due to the issue of ultra vires (Councils cede authority to Statutory Joint Committees in which only Elected Members have the power to make decisions regarding spend). The general consensus is that the Statutory Joint Committee does not overrule decisions previously made by the Peace Partnership.

5.33 There is a degree of variation in the composition amongst the groups, with Peace Clusters such as Southern, North West and Belfast having a more significant presence from the statutory sector and regional peace and reconciliation delivery organisations. However, Clusters such as CAN and the South West initially sought a “bottom up” approach and had open recruitment in which private individuals could join the Peace Partnerships. Feedback from these Clusters indicates that this approach has brought with it excellent local knowledge and enthusiasm, but at the expense of limiting the ability of the Partnership to deliver projects directly. It is recommended that particular attention be paid to ensuring that there is a realistic balance in the recruitment of Partnership Members who are representatives of organisations which could deliver aspects of any plan. The benefits of direct delivery are discussed in para.6.46. However, Partnerships still need to reflect the communities they seek to represent.

5.34 The only variations from this model are the North East Partnership and County Leitrim which have a number of sub-groups (or Project Steering Group in the case of North East) for each Priority. Each sub group is comprised of a Councillor and representation from across each of the sectors. The idea behind this structure is to embed expertise within each of the sub-groups and to ensure that Partnership meetings are kept strategic in nature. It is recommended that this model be considered by all Peace Clusters as a useful means for embedding expert knowledge in aspects of Peace and Reconciliation activity by the Partnership Group.

5.35 The diagram below illustrates the application of this model:



Programme administration**V****Lead Council Function**

- 5.36 The Lead Council is responsible for the Secretariat function, which includes:
- a) the management of the day to day implementation of the Project in line with agreed activity;
 - b) implementing robust cash flow controls;
 - c) recruitment, employment and management of Project personnel in compliance with Local Government guidelines;
 - d) compliance with all PEACE III procedures;
 - e) hosting regular PEACE Partnership meetings and maintaining minutes of meetings;
 - f) addressing and communicating the specific conditions of the Letter of Offer and any subsequent addenda;
 - g) submission to SEUPB for approval of any requests for material changes to the nature, type, detail and organisation of the Project;
 - h) attendance at Project and bi-annual progress meetings organised by SEUPB;
 - i) preparing the annual budget projections and provide interim cash flow forecasts;
 - j) establishing authorisation processes to maintain budget control on Project expenditure;
 - k) ensuring that all financial claims are accurate and relate to activities and expenditure in accordance with the Letter of Offer;
 - l) collating project expenditure claims and provide supporting original documentation;
 - m) responsibility for yearly N+2 expenditure targets; and
 - n) facilitating on-the-spot checks, audits and other inspections as required by the PEACE III Programme.
- 5.37 The Project Partners will be responsible for:
- a) agreeing individual project partner budgets with the Lead Council prior to incurring expenditure;
 - b) ensuring expenditure is eligible;
 - c) compiling fully documented financial claims;
 - d) ensuring that all financial claims are accurate and relate to activities and expenditure in accordance with the Letter of Offer;
 - e) meeting N+2 expenditure targets as prescribed by the Lead Council; and
 - f) facilitating on-the-spot checks, audits and other inspections as required by the PEACE III Programme.

Programme administration**V****Cluster Programme and Technical Support Costs**

5.38 The table below assesses the direct technical support costs against the following variables:

- a) size of team;
- b) number of partner Councils; and
- c) size of population served.

Cluster Name	Full Programme Technical Support	Size of team	Number of Partner Councils	Size of Population served	Cost per head of population	Ranking (1= Lowest cost / head)
Belfast	£629,941	6	1	268,300	£2.34	8
CAN	£195,487	3	3	175,900	£1.11	1
Cavan	€288,000	2	1	64,003	€4.49	12
Donegal	€473,760	5	1	147,264	€3.21	9
Leitrim	€203,240	2	1	28,950	€7.02	14
Lisburn /Castlereagh	£225,000	3	2	181,000	£1.38	2
Louth	€281,520	2	1	111,267	€2.53	7
Monaghan	€360,000	3	1	55,816	€6.44	13
North Down	£318,922	2	3	226,300	£1.41	3
North East	£360,489	4	6	232,100	£1.55	5
North West	£559,760	4	3	200,800	£2.97	11
Sligo	€196,061	2	1	60,894	€3.22	10
Southern	£426,357	5	4	293,300	£1.45	4
Southwest	£344,160	3	4	197,100	£1.75	6
(£1.00 = €1.20)						

5.39 We consider the most relevant metric to evaluate value for money to be the direct technical support cost per head of population. This results in a range from CAN at £1.11 per person to Leitrim at £5.85 (€7.02) per person. However, the following points should be borne in mind:

- a) only direct technical support costs are included (CAN has minimal indirect technical support as most of its interventions are delivered through small grants, whereas Southern will have significant indirect technical support as its interventions are delivered by Partners that have their own administrative support); and
- b) the smaller population sizes of the Republic of Ireland clusters skews the results.

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5.40 In conclusion, there is a degree of variation in the cost per head for direct technical support that is largely down to the population size of the Cluster. However, the suite of delivery mechanisms used by a Cluster does have an impact on the indirect technical support costs. Clusters such as Southern potentially have higher indirect support costs due to the higher proportion of interventions delivered either by public procurement or direct delivery (compared to Clusters such as CAN and North Down, where small grants have predominated). Although CAN and North Down appear more economical, there have been concerns about delays in delivery and N+2. Clusters such as Southern and Belfast, which have higher direct and indirect costs probably reflect the true costs of delivering a complicated programme of interventions, rather than other Clusters with smaller budgets who have faced constraints to deliver.

Project Delivery Mechanisms

5.41 Within each of the 14 Peace Clusters, discrete elements of each Plan were initially delivered through one of three mechanisms:

- a) direct delivery;
- b) procurement; and
- c) small grants programme.

5.42 The table below illustrates the advantages and disadvantages of the current system:

Delivery Mechanism	Advantages	Disadvantages
Partner Deliver	Shorter lead times. More control over expenditure and hence N+2. Roles and responsibilities clearly outlined in partnership agreement. Encourages embedding of expertise.	Lack of openness/transparency and open to legal challenges. Restricted to existing partners on Board. Administration – every budget line is vouched and verified. Enhanced administrative burden if no provision for additional staff.
Procurement	High degree of openness and transparency. No important stakeholders/groups excluded Partners can also tender. More robust market testing and hence value for money. Easier to administer. Advance payments can be included in N+2 target.	Costs due to procurement. Longer lead in time due to procurement. Less of a positive impact on N+2 if long lead in time.
Small Grants Programme	Bottom up approach – more likely to meet local needs and make impact on the ground. Most accessible delivery mechanism – and is open to community/voluntary sector.	Complicated/onerous process for small/low capacity groups. Same process regardless of size of grant. Impact of low capacity groups on N+2 spend and officer support resources. Less likely to meet strategic needs across North West.

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5.43 The table below analyses the application of delivery mechanisms:

Interventions delivered by:	Small Grants	Direct Delivery	Tenders
	%	%	%
Belfast	26.6	45.3	28.0
CAN	89.4	7.6	3.0
Cavan	18.9	70.4	10.7
Donegal	34.7	23.7	41.6
Leitrim	32.3	25.5	42.2
Lisburn /Castlereagh	21.6	13.2	65.2
Louth	19.7	73.4	6.9
Monaghan	n/a	n/a	n/a
North Down	40.2	57.7	2.1
North East	0.0	42.6	57.4
North West	28.5	43.0	28.5
Sligo	6.7	84.6	8.7
Southern	20.0	80.0	0.0
Southwest	56.9	12.5	30.6

Key Issues

5.44 Small grants have dominated the delivery of interventions in the CAN and the South West Peace Cluster Plans. Both Clusters have been unable to utilise Partner delivery due to a lack of Partner capacity. However, small grants are difficult to administer and slow to process. This has had a negative impact on their spend profiles.

5.45 The Southern, Cavan, Sligo and Belfast Clusters all have significant levels of direct delivery, which has allowed for better management of the spend profile.

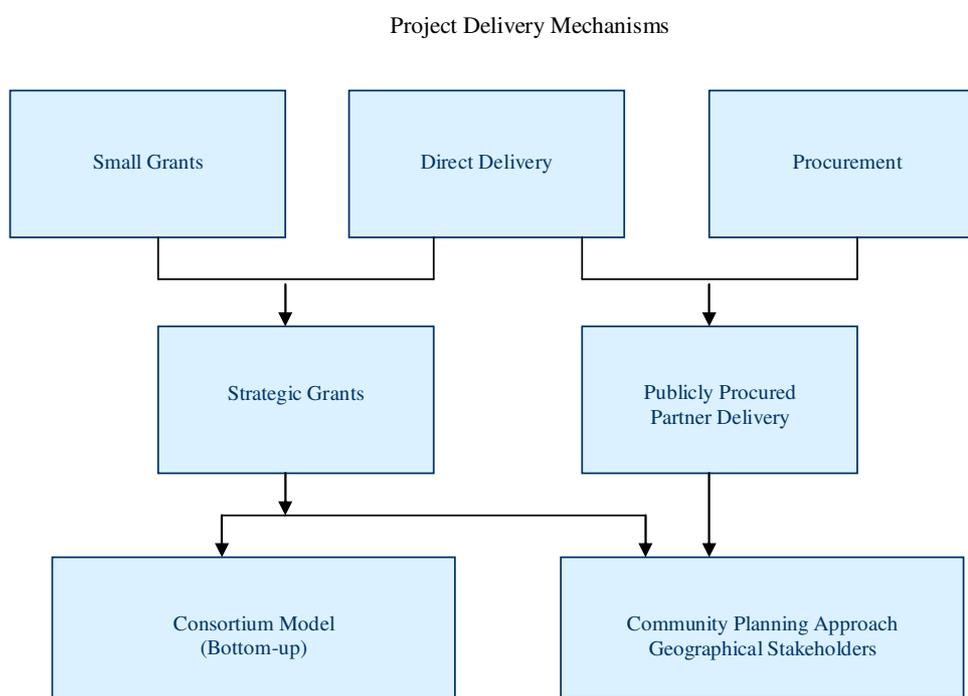
5.46 North East and North Down have both utilised external tendering. This has led to mixed results in terms of expenditure. For instance North East has been able to move quickly to procurement of key interventions, whilst in the North Down Cluster the procurement process is still at an early stage.

5.47 All Clusters have indicated a desire to extend their use of Partner delivery at the expense of tendering. Even though there is a significant administrative burden in the delivery of small grants, all Clusters still wish to retain this option.

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5.48 The implementation of the Peace Clusters has brought about a number of innovations to the three original intervention delivery models. These are highlighted in the table below:



5.49 Publicity procured Partner Delivery is a hybrid of direct delivery and procurement, where procurement is limited to members of the Partnership. Whilst there may be advantages with this approach, such as less verification and clarity of objectives, there may be issues regarding transparency. If this mechanism is employed by Clusters we recommend that they comply with Point 7.1 of the PEACE III Programme Guidance Note on Procurement and Tendering (G4/PIII), which states:

“If there is only one possible supplier or other circumstances that make it impractical or inappropriate to seek competitive quotes, the agreement of the relevant Controller must be obtained before proceeding with the purchase.”

5.50 Strategic grants reflect the up-scaling of the previous small grants programmes with ‘fewer but larger grants’ which are aimed at assisting those interventions which have the potential to create a step change in local communities and which also encourage bridging activity (encouraging previous single identity groups to work together to deliver significantly larger projects). Strategic grants necessitate a higher degree of financial management and consequently have a lower financial risk. In addition, a fewer but larger grant also means that there are less administrative costs for the Lead Council. These have been used by a number of Councils.

5.51 The following two models have common characteristics and can be seen as an outcome of the strategic grant approach:

- a) The Consortium Model; and
- b) Community Planning Approach.

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5.52 The Consortium Model – The North East Programme has chosen this model as one which it hopes will create long term inter-sectoral relationships which work with and address local issues identified by local stakeholders around a series of thematic issues.

5.53 Self forming consortia comprising regional organisations matched with locally based groups and making provision for cross sectoral engagement formed the basis of programme delivery. The approach is based on one regional or specialist peace building organisation acting as lead partner, with involvement at the local level from a range of local community/voluntary organisations. Each consortia has to sign a Partnership Agreement, has a set budget and has to deliver against specified targets. The lead partner is responsible for monitoring and claims, and it either delivers the services directly to beneficiary groups identified by the other consortium partners, or uses the consortium partners to deliver the project.

5.54 The Consortium Model has the following advantages:

- a) overcomes duplication of administration and offsets the risk of Council working with financially unsophisticated organisations;
- b) ability to direct interventions to key beneficiaries through use of community based groups; and
- c) in longer term provides a mechanism for the consolidation of smaller organisations into more economically sustainable working groups.

5.55 The Community Planning model is being developed separately by the Belfast, South West and Sligo Clusters. It aims to work with development partners in specified geographies, utilising existing partnership arrangements and seeking to add a Peace and Reconciliation approach by embedding best practice and/or the use of match funding. The advantage of this approach is that it can be quickly and effectively administered through existing statutory agencies. Interventions have been focused on single identity areas, whereby statutory agency support can mitigate local capacity issues in the short term by allowing local volunteering. This multi agency approach has the benefit of illustrating at an operational level, the benefits of peace and reconciliation to the other partners. It also provides a sustainable exit strategy from the Peace funds, as all subsequent interventions supported by the other partner organisations will (if correctly embedded) have an element of peace and reconciliation in their delivery.

5.56 In order to enhance both the embedding of expertise and opportunities for bridging and bonding between different groups, it is recommended that Clusters consider the benefits of the Consortium and Community Planning models for future project delivery.

Case Studies

VI

6.1 The following examples of best practice have been developed into a number of comparative case studies, which are based on emerging themes from interviews conducted with each of the 14 Peace Cluster Managers and their respective Partnership Boards.

Composition of Partnership Groups

6.2 The composition of the Partnerships has largely been determined by Community Planning arrangements in the Republic of Ireland and by SEUPB guidelines in Northern Ireland. However, there was some discretion in relation to the involvement of the non statutory sector and such representation was invited to participate (including the voluntary, community and business sectors) in the Partnership Groups. Most Clusters sought representation from key partner bodies with a known capacity to deliver projects. However, the South West and CAN Clusters adopted a more ‘participatory approach’, seeking applications from private citizens with specific sectoral and local knowledge. The result is a more independent Partnership Board which is representative of local needs.

6.3 However, this approach brought with it a key constraint, that being a limitation on delivery by partners. Although those recruited to the Partnership Board were often employees of local delivery bodies, their attendance is in a private capacity and they cannot speak officially for their organisation. This problem was mitigated by two actions:

- a) enhanced use of small grants; and
- b) enhanced role for the statutory sector.

6.4 Small grants provided a useful mechanism for delivering services through core groups, however the administration has proved cumbersome and there have been significant delays in programme expenditure. In order to improve efficiency, both Clusters subsequently developed an enhanced role for the statutory sector, with CAN directly inviting two agencies onto the Partnership Board and South West using the community planning approach to develop links with the Statutory sector. Whilst it is highly laudable that community participation should be developed, there also needs to be a balance in favour of operational efficiency. It is recommended that the composition of the Partnership Group should be reflective of local expertise as well as need, with a focus on including organisations that can (potentially) deliver projects and thereby improve the prospects of the post funding sustainability for the Partnership through the establishment of robust working relationships which could be used to deliver interventions from mainstream funds.

Partnership Development and Training

6.5 A key aim of the Theme is the embedding of expertise within Partnership Groups. Although all Clusters have benefitted from training provided by the Consortium, this was mainly delivered to Partnership Managers. Moreover, training to date relates to corporate governance matters. Although this is important, the embedding of Peace and Reconciliation skills is equally necessary and in the absence of sufficient training in this area, the Belfast, Sligo, Louth and the North East Clusters organised training which involved a range of workshops, learning journeys and learning materials. In the case of Belfast, it extended to specific Peace and Reconciliation training for all new Councillors and the Peace Partnership Group. Across the four Clusters, there has been a move from the Partnership Group behaving like a ‘Local Strategy Partnership’ to an enabling body for Peace and Reconciliation activities. A successful Partnership not only signposts activities within the region but generates its own ideas, relying less on the Partnership Manager and team.

6.6 The additional training has largely been provided by Consultants, however it is our view that the Consortium is better placed to deliver such training in a consistent manner. It is recommended that the Consortium undertake a training needs audit across the Peace Clusters and develop a programme of workshops to address the identified needs.

Case Studies**VI****New Delivery Mechanisms**

6.7 A number of new delivery mechanisms have been developed by the various Clusters, two of which (the Consortium Model and the Community Planning Approach) have already been outlined earlier in the Review. However, attention should also be paid to emerging good practice in terms of Community Planning which is occurring in Belfast. This is focused jointly on co-operation at the operational level and on strategic community planning. In Belfast the principal stakeholders (in other statutory bodies) have received Peace and Reconciliation training which has been used to develop programme level Peace and Reconciliation interventions, rather than a series of ‘one off’ interventions. It is recommended that the good practice behind these new delivery mechanisms be captured by the Consortium and form the basis of new learning materials/agenda for workshops.

Cross Border Activities

6.8 Cross Border activity is an essential cross cutting theme. To date, most Clusters have either delivered Cross Border activity as a stand alone theme/priority or incorporated it into other interventions. The former activity is usually indicative of a Cluster struggling to establish Cross Border links leading to ad hoc developments (largely as a result of personal introductions), rather than development from a strategic perspective. The latter activity tends to be carried out by those Clusters which already have established working relationships which lead to strategic joint interventions. Clusters such as Louth, Donegal, Southern and North West all have well developed working relationships and these form the basis for their Cross Border interventions under PEACE III.

6.9 The Donegal Cluster is currently developing enhanced Cross Border activities based on the community planning approach. This will involve the Donegal Cluster and the North West Cluster, pooling resources and incorporating their respective multi agency partners. We support the aspiration for joined up working across jurisdictions and recommend that the Donegal model be incorporated into the Community Planning approach presently being developed by South West Cluster to deliver area based Peace and Reconciliation regeneration schemes.

6.10 All Cross Border activity reported to date can be classified as being bilateral, that is, between two partners. However, we believe that there are opportunities to deliver multi lateral interventions and to also add a Cross Border element to a wider selection of interventions. Earlier in the Review we identified concerns regarding the scale of interventions related (although not exclusively so) to Border Protestants and Travellers, since these groups are often of insufficient size to make single Cluster interventions economical. However, a Thematic approach, involving a number of Clusters and local delivery partners could rectify this situation. We recommend that the Consortium undertake increased thematic workshops addressing common single identity issues and sign posting opportunities for their subsequent delivery on a Cross Border basis (there is also the potential to use (on a Cross Border basis) the consortium approach developed by North East Partnership).

Sub Partnership Steering Committees

6.11 In addition to training needs noted above, a further mechanism designed to embed expertise in the Partnership Groups is the use of Sub Partnership Group Steering Committees. The Leitrim and North East Clusters have developed a number of sub groups responsible for in depth management and monitoring of a particular strand of the overall Action Plan. The sub group, proportionately composed from each of the four sectors (elected, statutory, community and voluntary), is then responsible for all aspects of the delivery of that strand. It reports to the main Steering Group on progress. There are two clear advantages of this approach:

- a) embedding of specialist expertise and ownership of a theme/priority; and
- b) improved efficiency as the Partnership Group can deal with strategic decisions.

6.12 It is recommended that other Clusters are signposted to the potential benefits of using the Sub Partnership Steering Committee approach.

Conclusions and recommendations**VII**

7.1 The following paragraphs summarise the key findings of the Review, apply them to the objectives of the assignment and articulate the recommendations arising from this exercise.

Extent to which the Theme has achieved its objectives to date, as set out in the Operational Programme and in particular against the Priority and Theme Objectives.

7.2 This Review has established that to date, the 14 Peace Plans have delivered activities against 606 out of a total of 938 targets, at a total cost of £5,485,986. The Peace Clusters have successfully implemented the following Cross Cutting Themes:

- a) Cross Border Co-operation;
- b) Equality of Opportunity; and
- c) Partnership.

7.3 Where there have been notable deficiencies are in the application of sustainable development and impact on poverty.

7.4 Each Peace Cluster Plan has been assessed at Priority level as to its additionality to the relevant Council's Good Relations Strategy/mainstream interventions. We believe that most activities are partially additional in Northern Ireland as they expand in scale, interventions already being delivered by the Councils or other bodies. Added Value is derived from the cross jurisdictional working. Belfast City Council is the only possible exception, given it's unique position as the single Council Cluster in Northern Ireland. Although we did not find any instances of duplication, it is recommended that all Clusters provide an additionality statement for future interventions identifying the added value of its approach (and why it does not duplicate mainstream funding).

7.5 Assessing the strategic fit with mainstream interventions in the Republic of Ireland identified the following issues:

- a) the distinct Peace and Reconciliation agenda of the Peace funds;
- b) the embedded community planning approach within the Councils;
- c) the clear economic development/social inclusion agenda by the Councils; and
- d) impact of An Bord Snip.

7.6 We can see very little opportunity for duplication of provision between the PEACE III and mainstream funds. We also recognise the added value of the community planning approach (i.e. North West Cluster) and its fit with the Peace Partnership.

Determine if the needs of the eligible area have changed since the assistance was approved and to what extent the Theme is still relevant.

7.7 The Partner and Stakeholder interviews identified the following needs:

- a) ***strategic additionality of Theme 1.1 and Good Relations Activity*** –although many of the interventions which could be supported under Theme 1.1 were similar to those utilised by some, or all, Councils in Northern Ireland, the first phase of the Plan was aimed at exploring the innovative, widening provision and seeking to expand the remit of Good Relations activity to include new geographies and a larger number of key groups. In short, the first phase was about developing pilot approaches, developing new working arrangements and appreciation within Peace Partnership Groups of the principles of Peace and Reconciliation interventions;

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- b) ***the future delivery of Good Relations activity in Local Authorities*** – Phase 2 should be concerned with consolidation. The process of consolidation should include a reduction in the number of interventions, developing fewer (but larger) projects which have a strategic impact and above all embedding expertise within the Peace Partnership Groups;
- c) ***impact of RPA*** – the Review of Public Administration was, in part, the catalyst for the development of the Peace Clusters. The delay in its implementation has created uncertainty and strained working relationships. However, irrespective of whether, or not, RPA is pursued the existing Peace Clusters should remain in place as they have developed robust working relationships. Any change could have significant implications on subsequent delivery;
- d) ***public sector squeeze in Northern Ireland/An Bord Snip in the Republic of Ireland*** – the impact of the world recession led to a moratorium on recruitment in the Republic of Ireland and the “squeezing” of Local Authority budgets on both sides of the Border. The moratorium led to significant delays in the delivery of projects in Ireland until Peace Projects were exempted from that moratorium. In Northern Ireland, there are concerns that Peace money could be used to replace other mainstream funding for Peace and Reconciliation. Matters could be compounded on both sides of the Border through the planned closures of the International Fund for Ireland and the Atlantic Philanthropies;
- e) ***continuance of Peace Process*** – the Programme to date has been delivered under a scenario of continuing peace but this has not been without occasional set-backs including:
- i) sporadic dissident Republican activity; and
 - ii) emerging contentious parades.
- Recent activities have occurred in traditional hot spots and in unexpected locations, placing new strains on community relations not envisaged in the original Peace Plans. With the lack of “buy in” to the Eames-Bradley Report on the treatment of victims, there continues to be a difficulty both in the definition of victimhood and how the problems can be mitigated. It is likely that the need for interventions of the type delivered under the Theme will continue for the foreseeable future;
- f) ***migration of ethnic minorities*** – although in-migration of ethnic minorities has largely been reduced, there are increased concerns regarding the impact of the recession. The need for interventions to ensure their integration into mainstream society remains;
- g) ***more vocal Protestant minority in Republic of Ireland*** – the Protestant minority has become more vocal/active in seeking funding, largely as a result of increased confidence. This expectation has arisen at a time when there are budgetary constraints at Programme level;
- h) ***sustainability issues within the voluntary and community sectors*** – an unexpected benefit of the recession has been the influx (in certain areas) of highly qualified unemployed volunteers, who have expressed an interest in working on different projects. This is mainly a Republic of Ireland phenomenon, but adds further pressure on training budgets; and

Conclusions and recommendations**VII**

- i) *change of strategy from Peace II/Extension to core ‘Peace and Reconciliation’ activities solely funded under Peace III* – there was concern that the move away from a ‘largely economic development driven’ form of intervention to core Peace and Reconciliation activities might mean a high degree of alienation from local stakeholders. This has largely been offset by the use of small grants and extensive consultation with local community groups. There should now be a move away from using small grants as a means of assuaging local community pressure. In summary, Programme implementation needs to be of a more strategic nature.

7.8 The original objectives and indicative activities identified in the Operational Programme remain ‘fit for purpose.’ However, the Programme needs to be consolidated and an exit strategy mapped which takes cognisance of the core role of Local Authorities in the delivery of Good Relations Activity.

7.9 In addition to the individual recommendations identified in the previous paragraphs the review of all Action Plan Assessments of Need and of submitted Aid for Peace Interim reports indicates that:

- a) unsustained assumptions of need developed through the initial consultation stage have, in general, not been validated by further research;
- b) where research has been conducted, it typically has not been collated and submitted into relevant Aid for Peace reports;
- c) Action Plans did not seek to prioritise need within the related areas. Consequently a number of Peace Cluster interventions were developed and accorded significant budgets even though potential beneficiary numbers would appear not to merit this level of assistance; and
- d) there is little evidence that either the Aid for Peace approach, or the earlier STEEPLE and SWOT tools, have been utilised in the decision making processes of the Partnership groups.

Identify examples of best practice.

7.10 **Section VI** details examples of best practice which have been developed into comparative case studies. In summary, the case studies cover the following topics:

- a) composition of Partnership Groups;
- b) Partnership development and training;
- c) new delivery mechanisms;
- d) enhanced Cross Border Activities; and
- e) the use of sub Partnership Steering Committees.

Assess the relevance of technical support provided by the Consortium

7.11 There was widespread recognition amongst Peace Cluster Managers that Consortium staff were experienced Peace and Reconciliation practitioners and can be relied upon to provide robust advice on aspects of the Theme

7.12 In general, there was a high degree of satisfaction with the Consortium. Where any dissatisfaction did arise this generally related to confusion as regards the Consortium’s core function and whether it had an ‘advisory function’ or a ‘scrutiny function.’ It is considered that the delivery of both functions is not conducive to developing trust.

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7.13 In terms of moving forward, there was recognition that the role of the Consortium should change since most of the Clusters are robust and no longer require “hand holding.” The Consortium should move away from providing a uniform service to all Clusters, to providing more focused interventions aimed at addressing significant constraints and/or opportunities.

7.14 In summary, we believe that the Consortium approach was fit for purpose but must now adapt to changed circumstances.

Key Conclusion and Recommendations in relation to future interventions

7.15 The Programme to date has made a significant degree of progress through:

- a) embedding innovative approaches to Peace and Reconciliation;
- b) utilising the Aid for Peace approach;
- c) developing new working relationships between local authorities, the voluntary, community and statutory sectors; and
- d) enabling Cross Border working.

7.16 However, there are two limitations in assessing the degree of progress made to date:

- a) the sheer number and diversity of outputs, compounded by the fact that none of them are SMART; and
- b) that the Programme is still at a relatively early stage.

7.17 Although it is difficult to estimate the impact to date, it is likely that the interventions presently being undertaken reflect the strategic ambition of the Theme 1.1 and if effectively delivered will have the anticipated impact as outlined in each Action Plan.

7.18 To enable effective delivery the following actions are recommended:

- a) an Integration Strategy (similar to that developed by Cavan County Council) including an additionality statement be developed by each Cluster, detailing the complementarity of planned interventions under the second phase to mainstream programmes (see paras.2.43a,3.9, 3.11 &7.4);
- b) the STEEPLE toolkit should not be used in defining the assessment of need in any subsequent Action Plan (see para.2.43b);
- c) the SWOT and advanced SWOT be used in defining the assessment of need in any subsequent Action Plan. It is further recommended that Peace Cluster Promoters receive guidelines regarding the successful implementation of the Advanced SWOT into the development of strategic objectives (see para.2.43c);
- d) Peace Building Needs Assessment be updated to reflect all new research and identify any ongoing knowledge gaps. In addition, there needs to be a degree of prioritisation in the Peace Building Needs Assessment, producing a robust assessment of what the significant needs are for the Cluster area (see para.2.44a);
- e) all Peace Clusters make an assessment of how the indicative activities for their respective Plans conform with the descriptions of relevant activities outlined in the guidance for Individual Change Theory and the Healthy Relationships and Connections Theory (see para.2.44b);
- f) in the event that the failure to interpret indicative activities against the respective Peace Building theories was down to lack of knowledge, additional guidance be provided by either NISRA or the Consortium to ensure that all Clusters are able to fully utilise the Aid for Peace approach (see para.2.44b)

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- g) that the Risk Assessment Guidance be amended to include the following points which all Peace Clusters must subsequently adhere to (see para.2.44c):
 - i) a robust list of peace and reconciliation risks;
 - ii) mitigating actions;
 - iii) assessment of likelihood;
 - iv) reporting frequency; and
 - v) identification of a Senior Responsible Officer.
- h) all Peace Clusters provide descriptions of their proposed evaluation mechanism and performance monitoring framework (see para.2.44d);
- i) greater attention be paid to the potential impact on sustainable development and impact on poverty cross cutting themes (see para.3.7);
- j) all targets be SMART including a specified delivery date (see para.4.18a) and that any variances against delivery dates should be reported (see para.4.18c), with detailed monthly spend profiles also being prepared and matching the SMART targets (see para.4.18b);
- k) Clusters consolidate their outputs and so record progress against fewer headline targets (see para.4.18d);
- l) an early exercise be undertaken to identify those ‘common approaches’ within each Cluster Action Plan to define consistent indicative activities and subsequently confirm comparable targets (see para.4.18e);
- m) a review be undertaken of the size of the finance and administration team within the Consortium servicing the contract (see paras.5.16 & 5.20c);
- n) the service offered by the Consortium needs less ‘fire fighting’ and more embedding of expertise (see para.5.20a);
- o) possible development of the Community of Practice Approach, including (see para.5.20b):
 - i) ensuring training needs are met;
 - ii) signposting opportunities for joint delivery;
 - iii) identifying good practice; and
 - iv) acting as the institutional memory for the Theme.
- p) in developing any Future Action Plans, PEACE Cluster Promoters should consider reducing the number of priorities (thereby decreasing the need to vire between them (see para.5.29a));
- q) there is clear identification of who is responsible for defining eligibility of spend (see para.5.29b);
- r) all Peace Clusters report performance indicators on System 2007 (see para.5.29c);
- s) that the composition of the Partnership Group should be reflective of local expertise as well as need, with a focus on including organisations that may deliver projects and ensure the post funding sustainability of the Partnership (see paras.5.33 & 6.4);

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- t) the Sub Partnership steering group model be considered by all Peace Clusters as a useful means for embedding expert knowledge in aspects of Peace and Reconciliation activity by the Partnership Group (see paras.5.34 & 6.12);
- u) in order to enhance the embedding of expertise and opportunities for bridging and bonding between different groups, that Clusters consider the benefits of the consortium and community planning models for future project delivery (see paras.5.56 & 6.7);
- v) the Consortium undertake a training needs audit across the Peace Clusters and develops a programme of workshops to meet those needs (see para.6.6); and
- w) the Consortium undertake additional thematic workshops aimed at addressing common single identity issues and sign post opportunities for their subsequent delivery on a Cross Border basis (see para.6.10).

Detailed Assessment of Additionality**A**

Belfast PEACE Plan	Explanation of Additionality
Theme 1 - Building Shared City Space.	This activity is classified as partially additional as it is expanding in scale interventions already being delivered by the Council.
Theme 2 - Transforming Contested Space.	This activity is classified as partially additional as it is expanding in scale interventions already being delivered by the Council.
Theme 3 – Shared Cultural Space.	This activity is additional to the Good Relations work undertaken by the Council.
Theme 4 – Building Shared Organisational Space.	This activity is additional to the Good Relations work undertaken by the Council.

CAN PEACE Plan	Explanation of Additionality
Objective 1.1: To support the development of civic and community leadership within the cluster area.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Objective 1.2: To improve the confidence, skills and abilities of communities to develop effective approaches to reconciliation and peace building.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Objective 1.3: To support communities to reduce the visible manifestations of sectarianism and racism and to provide or increase the availability of areas/venues that are regarded as shared space across the cluster area.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Objective 2.1: To promote respect, understanding and opportunities for integration between communities of different religious belief, political opinion, ethnic and social background.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Objective 2.2 To increase the integration of marginalised persons and communities into community and civic life.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.

Detailed Assessment of Additionality**A**

Cavan PEACE Plan	Explanation of Additionality
Build Integrated Communities and Support Minority Communities.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Build Good Relations among our Young People.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Provide Enhanced Access to Reconciliation Supports at a local level Conflict Transformation.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Support for the Building of Shared Visions Small Grants.	We believe that this intervention is completely additional to the mainstream activity of the Council.

Donegal PEACE Plan	Explanation of Additionality
Challenging attitudes towards Racism and Sectarianism.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Promote active participation in civil life.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Promote greater community integration within Donegal and on a Cross Border basis.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Promoting equality and embracing diversity.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Supporting conflict resolution and mediation.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Programme Development/Secretariat Support and Sharing the Learning.	We believe that this intervention is completely additional to the mainstream activity of the Council.

Detailed Assessment of Additionality**A**

Leitrim PEACE Plan	Explanation of Additionality
To tackle and challenge the views of those who feel hostile to people of different religious beliefs and to prevent the intergenerational transfer of sectarian attitudes	We believe that this intervention is completely additional to the mainstream activity of the Council.
To assist ex political prisoners, former combatants, those displaced and their families to integrate into society.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To establish and maintain mechanisms that enable people to reconcile and find solutions going forward.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To develop the capacity of Protestant Community to Participate Fully and Equally in Society.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To develop the capacity of travellers to participate fully and equally in society.	We believe that this may be partially additional, as the Council is charged with delivering similar services to Travellers.
To tackle and challenge the views of those who feel hostile to people of different nationalities and cultures and to prevent the Intergenerational transfer of racist attitudes.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To promote two way understanding and appreciation of different cultures.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To support Minority cultures to progress in the community and/or workplace.	We believe that this intervention is partially additional as there are a number of mainstream funding activities which closely complement this intervention (i.e. language training).
To remove, in so far as possible, barriers to full and equal participation in society.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To provide necessary support to the target groups and facilitate their participation in the wider community.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To establish cross border links and social networks.	We believe that this intervention is completely additional to the mainstream activity of the Council.

Detailed Assessment of Additionality

A

Lisburn/Castlereagh Peace Plan	Explanation of additionality
The Future Together –Delivery of interventions targeting young people in areas of demographic change or where there is identifiable need for attitudinal change.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Celebrating Culture and Promoting Inclusion – promoting positive cultural celebration and encouraging civic participation by all.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Working Bridges – Creating conditions for and facilitating practical cross-border cooperation that improves the quality of life for people in the area.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Making a Difference – To the need to get local community organisations to engage with the PEACE III Plans through small grants.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Developing Capacity for Dialogue across Communities – the need to build the capability of local groups to tackle hard issues of sectarianism and racism within their local communities.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.

Louth PEACE Plan	Explanation of Additionality
To Encourage the full emergence and build the capacity of target groups of the Peace Programme to engage meaningfully in sectarian and anti-racist work.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To build and share learning among communities in a safe space to address sectarianism and racism.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To support local communities in appreciating and valuing other cultures.	We believe that this intervention is completely additional to the mainstream activity of the Council.
To support and embed the development of peace building leadership across the county.	We believe that this intervention is completely additional to the mainstream activity of the Council.

Detailed Assessment of Additionality**A**

Monaghan PEACE Plan	Explanation of Additionality
Strategic Priority 1 – Communities Championing Good Relations.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Strategic Priority 2 – Investing in Our Future – Young People.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Strategic Priority 3 – Primary Resources for Reconciliation.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Strategic Priority 4 – Building Civic Partnerships for Reconciliation.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Strategic Priority 5 – To oversee the Administration of the County Monaghan Peace and Reconciliation Plan.	We believe that this intervention is completely additional to the mainstream activity of the Council.

North Down PEACE Plan	Explanation of Additionality
Developing Core & Community Capacity Building.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Enabling Community Engagement and Cross Border Linkages.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Supporting Representative Decision Making Forums & Supporting Mixed Communities.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Supporting Conflict Resolution within and Between Communities and addressing the Physical Manifestation of the Conflict.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Tackling Racism.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.

Detailed Assessment of Additionality**A**

North East PEACE Plan	Explanation of Additionality
Animation Programme.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 1 (Leadership, Citizenship & Good Relations).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 2 (Inter-church, Interfaith Confidence Building).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 3 (Youth & Schools Programme).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 4 (Community & Ethnic Minority Capacity Building & Sharing).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 5 (Community Dialogue & Exchange Programme).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 6 (Community Engagement & Visible Manifestations of the Conflict Programme).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 7 (Cultural Diversity, awareness, respect and enriching programme).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 8 (Ethnic minority employment programme).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 9 (Sports & Leisure, Arts and Culture).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme 10 (Victims Development Programme).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.

Detailed Assessment of Additionality**A**

North West PEACE Plan	Explanation of Additionality
Moving towards acceptance of cultural identity and inclusive celebration.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Influencing young peoples attitude at an early stage through appropriate media.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Promoting shared use of our local facilities.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Assisting protestant participation, especially in disadvantaged urban and rural areas.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Promoting the inclusion of ethnic minorities and other marginalised people and acceptance of multiculturalism.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Addressing the needs of those who have been adversely affected by conflict.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.

Sligo PEACE Plan	Explanation of Additionality
Challenging sectarianism and promoting and further developing Cross Border peace building.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Countering racism and promoting positive attitudes to cultural diversity.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Promoting conflict resolution and mediation.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Supporting active participation by target groups in civic life.	We believe that this intervention is completely additional to the mainstream activity of the Council.
Developing the capacity and leadership skills of the Peace and Reconciliation Partnership Committee.	We believe that this intervention is completely additional to the mainstream activity of the Council.

Detailed Assessment of Additionality**A**

Southern Cluster	Explanation of Additionality
Good Relations Forums.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Small Grants.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Investing in our Future.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Challenge of Change (enhancing acceptance of new communities through training).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Community Engagement.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Celebrating Communities.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Alternative Focus (enhancing community cohesion through training).	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.

Detailed Assessment of Additionality**A**

South West Peace Plan	Explanation of Additionality
Programme A: Challenge Sectarianism & Racism.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme B: Priority Estates and Villages.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme C: Ethnic Minorities.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme D: Cross Border Relationships.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme E: Support for Victims.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.
Programme F: Partnership Structures & Civic Leadership.	This activity is additional to the Good Relations work undertaken by the Council as it is operating on a cross jurisdictional basis.

Detailed Assessment of Targets

B

Detailed Assessment of Need

C

Belfast	Description of Implementation process
Activity	
Peace Building Needs Analysis	This provides a robust assessment of need augmenting what was already stated in the original Action Plan.
Peace Building Relevance Assessment	There was an assessment of each indicative activity against either the individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	The approach has been integrated into the Cluster’s Risk Assessment Matrix and consequently has a reporting mechanism in place (risk matrix identifies Officer responsible for the risk, the frequency it is monitored and mitigating activities). A Conflict Risk Assessment is included in every monitoring report to SEUPB.
Peace and Conflict Effects Assessment	The Peace Plan is broken down by Priority and with an associated method and frequency of assessment identified for each element of the Plan.

CAN	Description of Implementation process
Activity	
Peace Building Needs Analysis	This provides a robust assessment of need augmenting what was already stated in the original Action Plan.
Peace Building Relevance Assessment	Very strong, provides a clear rationale for each intervention and applies each indicative activity to either the individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	There is a detailed consideration of identified risks. However, there is limited comment on mitigating factors . There was no mechanism for reporting nor an identified Senior Responsible Officer to ensure delivery.
Peace and Conflict Effects Assessment	The Peace Plan is broken down by Priority and with an associated method and frequency of assessment identified for each element of the Plan.

Detailed Assessment of Need

C

Cavan	Description of Implementation process
Activity	
Peace Building Needs Analysis	This section reiterates the original Action Plan and does not include the findings of any subsequent research.
Peace Building Relevance Assessment	The relevance assessment did identify the strategic ambitions for the Plan and did identify how aims, objectives and indicative activities all complemented one another. However, the relevance assessment did not comment on the individual change theory and the healthy relationships and connections theory.
Conflict Risk Assessment	A risk assessment was in place. However, there was no mechanism for reporting nor an identified Senior Responsible Officer to ensure delivery.
Peace and Conflict Effects Assessment	Cavan has carried this out and identified actions and outputs but there is no clear method of attribution. The Cluster has identified the following methods to evaluate progress, including participative planning at a design stage of the questionnaire to ensure relevance of questions selected and clarity of meaning, a baseline questionnaire, the questions posed will be repeated at the end of each project to assess attitudinal change, also a sample of small grant projects will be targeted. Both the quantitative and qualitative data will be analysed in three evaluation reports. These will be reported at the beginning, middle and the end of the programme.

Donegal	Description of Implementation process
Activity	
Peace Building Needs Analysis	This provides a robust assessment of need, augmenting what is in the Action Plan.
Peace Building Relevance Assessment	Very strong, provides a clear rationale for each intervention and applies each indicative activity to either the individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	There is a detailed consideration of identified risks. However, there is limited comment on mitigating factors. There was no mechanism for reporting nor an identified Senior Responsible Officer to ensure delivery.
Peace and Conflict Effects Assessment	The Peace Plan is broken down by Priority and with an associated method and frequency of assessment identified for each element of the Plan.

Detailed Assessment of Need

C

Leitrim	Description of Implementation process
Activity	
Peace Building Needs Analysis	This is merely a reiteration of the assessment of need outlined in the original Action Plan.
Peace Building Relevance Assessment	There is some commentary assessing the link between the strategic priority and the programmes, however it does not comment on individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	A risk assessment was carried out however it was not very detailed and did not have an associated mitigating action for each risk. There was also no analysis of the potential likelihood of the risk occurring or of who should manage the risk.
Peace and Conflict Effects Assessment	There was no comment on the proposed evaluation method.

Louth	Description of Implementation process
Activity	
Peace Building Needs Analysis	This section reiterates the information contained in the original Action Plan.
Peace Building Relevance Assessment	The relevance assessment did identify the strategic ambitions for the Plan and how aims, objectives and indicative activities all complemented one another. However, the relevance assessment did not make comment on individual change theory and the healthy relations and connections theory.
Conflict Risk Assessment	A risk assessment was in place however, there was no mechanism for reporting nor an identified Senior Responsible Officer to ensure delivery.
Peace and Conflict Effects Assessment	This includes the following mechanisms: development of a baseline for all peace and reconciliation activity in County Louth, a mid term evaluation to gauge progress and help inform future direction and a final evaluation at the end of the programme to assess impact and establish a new baseline for the second phase of the programme. As part of this framework, various elements will be gathered through ongoing monitoring, the number and quality of applications received, the number of people participating in programmes, research reports and longitudinal studies commissioned by the Partnership, recording of attitudinal change and facilitated discussion among focus groups, the number of cross border partnerships established and log-ons to websites and participation in discussion for a and provision of analysis.

Detailed Assessment of Need**C**

Monaghan	Description of Implementation process
Activity	
Peace Building Needs Analysis	This section reiterates the information contained in the original Action Plan.
Peace Building Relevance Assessment	The relevance section provides a rationale of how each Strategic Priority fits with the individual change theory and the healthy relationships and connections theory.
Conflict Risk Assessment	Risk assessment does not adequately cover all the potential risks involved in the delivery of the Plan. The assessment does not provide mitigating activities nor are there any reporting arrangements.
Peace and Conflict Effects Assessment	The Plan will be assessed using both quantitative and qualitative methods. The quantitative impact will be measured against set targets, whilst the qualitative impact will be assessed using a survey approach. A baseline survey will be issued to participants at the commencement of the project to capture initial attitudes. The survey will be subsequently repeated at the end of the project to assess any attitudinal change amongst the participants. The qualitative and quantitative data will be analysed in three evaluation reports submitted to NISRA throughout the course of the Programme.

North East	Description of Implementation process
Activity	
Peace Building Needs Analysis	This is merely a reiteration of the assessment of need undertaken within the original Action Plan.
Peace Building Relevance Assessment	There was commentary as to the strategic fit of the Plan with the key objectives of the PEACE III Programme, however there was no comment as to the Plan's relevance with either the individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	This is a detailed risk assessment and associated mitigating factors. However, there was no analysis of the likelihood of risks occurring or reporting structures.
Peace and Conflict Effects Assessment	The Peace Plan is broken down by Priority and method identified as to how each element will be assessed. However, there was no mention in the Plan of the frequency of studies and timing of evaluation reports.

Detailed Assessment of Need**C**

North West	Description of Implementation process
Activity	
Peace Building Needs Analysis	There is additional evidence provided (sourced from ongoing research) regarding the importance of cultural traditions, interface issues, marginalisation, the need for shared spaces and capacity to deal with sectarianism and racism.
Peace Building Relevance Assessment	There is commentary assessing the link between the strategic priority and programme activity, however there was no assessment of relevance against either the individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	There is a very detailed list of risks and mitigating activities broken down on a priority basis. However, there is no analysis of the potential likelihood of risks occurring or of the management of the process.
Peace and Conflict Effects Assessment	The Peace Plan is broken down by Priority and with an associated method and frequency of assessment identified for each element of the Plan.

Sligo	Description of Implementation process
Activity	
Peace Building Needs Analysis	This is merely a reiteration of the assessment of need within the original Action Plan.
Peace Building Relevance Assessment	The relevance assessment did identify the strategic ambitions for the Plan, as well as assessing how the aims, objectives and indicative activities all complemented one another. However, the relevance assessment did not comment on the individual change theory and the healthy relationships and connections theory.
Conflict Risk Assessment	A number of risks were identified, however they did not have a mitigating action for each risk, but they did provide a number of wider mitigating actions. In addition, the Promoter stated that risks would be monitored both internally and by the external evaluator
Peace and Conflict Effects Assessment	There was no description of the proposed evaluation methodology.

Detailed Assessment of Need

C

Southern	Description of Implementation process
Activity	
Peace Building Needs Analysis	This is merely a reiteration of the assessment of need outlined within the original Action Plan.
Peace Building Relevance Assessment	There was some rationale as to the nature of the interventions to the PEACE III Programme however, there was no assessment of relevance to either the individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	A limited risk assessment with associated mitigating actions was developed. However, there was no assessment of the likelihood of risk or of its subsequent management.
Peace and Conflict Effects Assessment	The Peace Plan is broken down by Priority and a method and frequency identified as to how each element will be assessed.

South West	Description of Implementation process
Activity	
Peace Building Needs Analysis	There is evidence of additional research been used to augment the assumptions made in the original assessment of need.
Peace Building Relevance Assessment	There is a comprehensive assessment of relevance of indicative activities to both the individual change theory or the healthy relationships and connections theory.
Conflict Risk Assessment	There is a very comprehensive conflict risk assessment. However, there was no assessment of the likelihood of risk or of its subsequent management
Peace and Conflict Effects Assessment	The Peace Plan is broken down by Priority and a method and frequency identified as to how each element will be assessed.