External Review of the International Fund for Ireland
Final Report

December 2010

Appendix One - Programme of Consultation

Appendix Two – Programme Description

Appendix Three – Process Description

Appendix Four – Survey Results

Appendix Five – Case Studies

Acknowledgements

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Disclaimer

This report was prepared solely for the International Fund for Ireland. No other party is entitled to rely on our report for any purpose whatsoever and we accept no duty of care or liability to any other party who is shown or gains access to this report. Only the final copy should be regarded as definitive.

Glossary

AMBIT	American Management and Business Internship Programme
AOH	Ancient Order of Hibernians
BCDA	Ballynafeigh Community Development Association
CBESR	Community-based Economic and Social Regeneration
CEO	Chief Executive Officer
CFNI	Community Foundation Northern Ireland
CiT	Communities in Transition
CRC	Community Relations Council
CSI	Cohesion, Sharing and Integration
DCA	Development Community Association
DEL	Department for Employment and Learning
DEL	Department of Education
DFA	Department of Foreign Affairs
DFP	Department of Finance and Personnel
DSD	Department for Social Development
DVD	Digital Video Disc
ETI	Education and Training Inspectorate
EU	European Union
FAS	Foras Áiseanna Saothair
Fund	International Fund for Ireland
GAA	Gaelic Athletic Association
GRIT	Gerry Rogan Initiative Trust
GVA	Gross Added Value
HGI	Housing Growth Indicator
KEY	Knowledge through Enterprise for Youth
KPBA	Kilkell Parish Bride Association
LET	Learning and Education Together
LINC	Local Initiative for Needy Communities
NDP	National Development Plan
NICVA	Northern Ireland Council for Voluntary Action
NIHE	Northern Ireland Housing Association
OFMDFM	Office of the First Minister and Deputy First Minister
PfG	Programme for Government
PR	Public Relations
PSA	Public Service Agreement
PSNI	Police Service of Northern Ireland
QUB	Queen's University of Belfast
RDC	Rural Development Council
RDS	Regional Delivery Strategy
SEP	Sharing Education Programme
SEUPB	Special EU Programmes Body
SiEP	Sharing in Education Programme
SNP	Shared Neighbourhood Programme

SOA	Super Output Area
Southern border counties	Counties Cavan, Donegal, Leitrim, Louth, Monaghan, Sligo,
TDP	Tyrone Donegal Partnership
UK	United Kingdom
USA	United States of America
VCS	Voluntary and Community Sector
WHP	Wider Horizon Programme
YENI	Youth Enterprise Northern Ireland

EXECUTIVE SUMMARY

Background to Review

1. Deloitte was commissioned by the International Fund for Ireland ('the Fund') to complete an external review of the organisation with a primary focus on activities since 2006.

2. The last review was completed in 2005. The result of this process was a five year strategy entitled "Sharing this Space", commencing on 1st January 2006. This extended the Fund's existing community programmes, with a view to building a sustainable infrastructure for reconciliation operating beyond the Fund's lifetime. Much of the Fund's traditional economic-based activities ceased, with resources diverted towards grassroots community development.

Strategic Context

3. The Fund has been operating in a changing policy and strategic context, most notably: the challenging political situation, as evidenced for example by the length of time it took to bring forward the draft Cohesion, Sharing and Integration (CSI) document; evidence of need to further embed good relations across society; following a period of economic growth, current economic circumstances especially public funding cuts, highlight concern for community infrastructure; research, reflecting on local and international conflict transformation processes, highlights that peace building needs to be an ongoing process; and while the period under review has seen progress (e.g. relative stability of the Assembly in NI) there remain many challenges, some of which are currently increasing.

Funding Analysis

4. Between January 2006 and February 2010, the Fund has supported 334 individual projects in Northern Ireland and the southern border counties with a total financial commitment over the period of £89.6m. In terms of strategy areas: Building Foundations received £25m; Building Bridges £26.3m; Building integration £17.6m; Legacy £14.5m; and £6.2m went on projects from the pre-2006 strategy, during transition to the new strategy.

5. Fund activity has been largely concentrated (90 per cent) in areas formally designated as deprived. This is higher than at the time of the 2005 review (87 per cent).

6. While drawing in other funding and producing employment outcomes, financial leverage and anticipated employment outcomes have reduced compared with the previous strategy. This is expected with the shift in strategic emphasis from economic development to reconciliation.

Conclusions: Outputs and achievements

7. The Fund has been successful in moving the strategic emphasis away from economic development towards sharing and reconciliation. The transition period has been well managed by the Fund. At times this has included a continuum of funding for pre-2006 programmes for particularly challenging issues enabling projects to be completed which were likely to have been abandoned without the support of the Fund.

8. Alongside success in implementing the new strategy there has been a learning process. This has been evident in the evolution of longstanding programmes and development of new ones, translation of the new strategic focus in southern border areas where reconciliation issues are less visible, new skill-sets required in delivery and efforts to evaluate "difficult to measure" impacts. The Fund has acquired and demonstrated considerable knowledge of how programmes focused on sharing and reconciliation can be developed and delivered.

9. At a project and programme level there is strong evidence of Fund making positive contributions towards its strategic objectives (e.g. promoting understanding between communities, reducing sectarianism and promoting cross-community and cross-border contact, dialogue and reconciliation). It is not possible however, to aggregate these at an overall strategic level because of difficulties in determining causality and the limited linkage between project outcomes, programme level objectives and strategic objectives.

10.   The Fund is acknowledged as an important element of the peace process and the potential departure of this important support mechanism would have a considerable impact at this critical time of the peace building process.

Conclusions: Issues related to the new strategy

11.   The Fund's current strategy was developed in line with "A Shared Future", a policy developed in 2007. The Fund's approach continues to be at the leading edge of programmes aimed at sharing and reconciliation between the two communities. The Executive is currently consulting on the replacement CSI programme. While the Fund's programmes are unlikely to be at odds with CSI, the CSI proposals do suggest greater integration of funding programmes and policy areas which the Fund has not considered to date, such as race and hate crime.

12.   Following economic growth, which helped permit the Fund move away from an economic development focus, the economic climate has worsened. Public funding cuts have led to concern across issues including increasing unemployment and impacts on front line service delivery and community infrastructure. These are likely to marginalise certain communities further, creating conditions which will favour elements intent on fuelling conflict. In addition, there is increased risk of the Fund being used to substitute for government cut-backs.

13.   Other funding in this space is scheduled to finish (e.g. EU Peace III programme) or is spending down (e.g. Atlantic Philanthropies). Given public finance cuts, there is uncertainty as to how much funding will be available to deliver the CSI programme. These will reduce potential sources of financial leverage available to the Fund and more broadly create a more challenging environment for reconciliation programmes.

Conclusions: Issues related to management

14.   The overall process of developing, reviewing and approving funding proposals is robust. There is extensive debate and testing of proposals within the process. The main focus of this is during the early stages, in which Board members are actively involved.

15.   The requirement to have an Advisory Committee is written into the Fund's founding agreement. Whilst the current Advisory Committee is a valuable vehicle for sharing information, it does not add strategic value proportionate to the resource of bringing together several senior civil servants.

16.   The use of the delivery agents and development officers is an efficient and effective way to develop proposals and for community organisations to access the Fund, particularly those organisations with limited capacity and knowledge of applying for funding. Reach is extensive, balanced across the communities, and is concentrated in areas of high deprivation.

17.   Although the application stages of the process are robust there are some issues in relation to the ongoing monitoring and evaluation. This is carried out largely by the managing / delivery agent, which is appropriate due to their knowledge and expertise on the ground. However there is limited strategic analysis of outcomes by the Fund and any analysis that is done is largely financial management. Projects are monitored against programme-level objectives and little has been done to link activity impacts to the Fund's strategic objectives.

Recommendations

18.   We have identified strategic and operational recommendations for the near-term continuum of the Fund's strategy. In addition, they should inform thinking beyond this strategy if required.

Overarching Recommendation

19.   It is evident from this review and the current context (i.e. significant and in some cases increasing incidence of segregation, sectarianism and violence) that there is a continued rationale and need for the Fund to provide support to sustain and develop what peace we have. The impact of government spending cuts, uncertainty of budget to implement future policies (including CSI) and the reduced employment opportunities all create a risk of increased community unrest leading in turn to an increased risk of a return to violence.

Recommendations for how the Fund can further develop its programmes to encourage contact, dialogue and reconciliation.

20. The Fund is already encouraging considerable contact, dialogue and reconciliation through its continuum of programmes. To develop this further the Fund should systematically reflect on its activity, and continue to ask whether programmes are involving the most difficult societal issues. The issues raised to us in this review and also recognised in CSI include:

- the relationship between young people and the community;

- the breakdown of relations between some communities and policing;

- sectarianism and interconnected issues of racism and hate crime;

- local leadership (those with the ability to see beyond a "benign apartheid" situation);

- continued high levels of segregation in housing and education; and

- interfaces (including the physical, social and economic issues as well as security issues).

21. To undertake the reflection process, one element could be for the Fund to mobilise and maximise the experience of its wider management and delivery network. Bringing together this on-the-ground knowledge, expertise and relationships (e.g. annually) to discuss what the most difficult societal issues are and how best to tackle these through the available programmes. This debate could link to evidence of progress / regress at society level (e.g. OFMDFM's Good Relations indicators, the soon to start CRC Good Relations Monitor) as well as Fund indicators. On an ongoing basis lessons learned at a Board level should be fed back down to managing / delivery agents and to Government to inform policy and programming.

22. We also recommend increased co-ordination with a wider range of other funders. Co-ordination arguably becomes increasingly important as the funding pool diminishes, and various other funds are spending down. Improved co-ordination should allow for more effective investment in the sector and more shared experiences. Notably the draft CSI document proposes a 'funders group' which would liaise with a Ministerial Group overseeing CSI. The Fund may wish to explore this proposal as part of its consideration of CSI.

Recommendations for any changes to the strategy to make it more relevant and responsive

23. The current Fund activity, although developed under A Shared Future, remains relevant within the developing CSI policy framework. In the 25 years since the Fund's operating principles were set out, the context has changed and issues on the ground such as race / hate crime are increasingly understood to be interconnected with sectarian attitudes. This is recognised in the draft CSI document. While the Fund may already be addressing some of these issues indirectly, it may now be appropriate for the Fund to consider such issues together, as by doing so it may be more effective in addressing sectarian prejudice.

24. The Board needs to continue to give consideration to its role within the southern border counties. There has been a learning process as to how reconciliation is understood in these areas and it is important that this continues, not least in light of contextual challenges relating to dissident activity and economic disconnection.

25. The Fund should consider whether it wants to take a more explicit role in informing policy. This is relevant with the likely reduction of public sector funding to CSI. The Fund can be at the leading edge of this work and continue to inform local and international approaches to peace building, particularly in areas the public sector find politically contentious.

26. The aforementioned systematic reflection process of the Fund, in considering evidence, and whether it is working with the right people on the right range of 'difficult' societal issues, will also help test whether the strategy continues to be relevant and responsive.

27. The Board should consider whether there is sufficient focus and value given to how the Fund integrates its primary focus on relationship building and reconciliation with economic

outcomes in specific areas of disadvantage. We recognise that CBESR is currently focused in this area, however this work could have greater relevance in the context of the current economic conditions. As we have recognised in our analysis, the broader economic climate could contribute to conditions which assist those working against Peace. In this light, heightening activity on economic interventions, for example targeted in areas such as interface areas, on the condition the relationship building and reconciliation goals remain central, would be a relevant strategic response to the changed context.

Recommendations on indicators that might better capture impact

28. Objectives that are set at a programme or project level should clearly link to the overall strategic objectives of the Fund. As this review has found, such links have not been sufficiently explored or articulated. We recommend that the Fund produce a set of strategic level outcome indicators that link directly to the strategic objectives, to help measure the overall strategic impact. Other funders are using such an approach and these could inform the development of a suite of indicators relevant to the Fund's strategic goals. OFMDFM's Good Relations Indicators could be a starting point for this consideration. One method of doing this would be through the design of an evaluation framework which links programme / project activity at the local level to the Fund's strategic level objectives.

29. It is important that impacts on the ground are captured and linked back to the overall strategic objectives of the Fund. We recommend that all evaluations conducted at a programme / project level consider how the impacts contribute to the strategic objectives of the Fund. The evaluation processes should engage managing / delivery agents and help them develop their understanding and embed learning at a programme delivery level. The evaluation's strategic findings should be fully considered by the Board, who can then reflect on lessons learned and disseminate this learning. It may be helpful to articulate a plan for sharing learning, to ensure it happens in a considered and co-ordinated manner. This will help embed learning at all levels of the Fund and assist the Fund in its strategic objective of 'sharing the expertise and learning acquired over 20 years with peace-builders in other regions'.

30. An indicator of the Fund's intervention relates to the financial leverage and job creation. The Fund currently does not systematically follow up in terms of identifying 'actual' financial leverage and job creation versus that identified at economic appraisal stage. We recommend the Fund introduces steps to systematically review these figures with programmes/ projects at evaluation stage to identify actual impact as well as anticipated impact.

Recommendations on how the Fund can improve the documentation, implementation and monitoring of grants in order to assess effectiveness.

31. Part of the success of the Fund to date can be attributed to its proportionate processes and flexibility. It is important not to overly change the process to create levels of bureaucracy and complexity that can create barriers and time delays. As we have recommended above development of an appropriate suite of strategic indicators, explicit consideration of programme contribution to strategic objectives in formal programme evaluations, and development of wider learning processes should assist in assessment of effectiveness.

32. We recommend the Board considers the role of the Advisory Committee with a view to increasing effectiveness. We envisage two options. The first is to make the arrangements for sharing information between the Committee more lean (e.g. meeting with one co-ordinating department and circulating papers to others by email who can raise issues by exception). The second would be to consider increasing the strategic value of the Committee. For example, this could be done by realigning the chairing of the Committee with OFMDFM in Northern Ireland rather than DFP. Additionally, the Committee could be more fully engaged around the Fund's strategic learning process, supporting transfer of learning into the statutory sector.

33. A final issue for the Board is how to manage these issues in the context of a formal spend-down, or at least in the context of uncertainty about whether the Fund will receive additional funding. A core question is when will the Board be in a position to develop and communicate a clear position of the future state of the Fund? This question will become increasingly critical for stakeholders, and will also help the Board determine whether different skill-sets are required for future activity.

1. INTRODUCTION AND BACKGROUND

1.1. Introduction

Deloitte was commissioned by the International Fund for Ireland (referred to as the Fund) to complete an external review of the organisation. This report sets out the findings from the review.

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

1.2. Background

The Fund was established under an international agreement between the Irish and British Governments in 1986. With contributions from the United States of America (USA), the European Union (EU), Canada, Australia and New Zealand, the total resources committed by the Fund to date amount to £648 million / €841 million[1]. The objectives of the Fund are to promote economic and social advance, and to encourage contact, dialogue and reconciliation between Unionists and Nationalists throughout the island of Ireland.

This is an external review with a primary focus on activities since 2006. The findings, conclusions, and recommendations of the review will assist the Board in ensuring that resources are committed in those areas in which it can be most effective, within the context of its stated objectives, and which will leave a clear legacy.

1.3. Terms of Reference

The key aims of the review as identified within the Invitation to Tender are focussed across three areas as set out in Table 2.1 below:

Table 2.1 – Terms of Reference

Outputs and Achievements	Issues Related to the New Strategy	Issues related to Management
- Comment on the implementation of recommendations from 2005 review; - Consider the overall performance of the Fund; - Update previous assessments of the Fund's outputs; - Assess the degree to which the Fund programmes have contributed to bringing about changes in attitudes, behaviours and perception; - Provide recommendations for how the Fund can further develop its programmes to encourage contact, dialogue and reconciliation; and - Make recommendations on indicators that might better capture impact; and - Provide analysis on the likely impact of the closure of the Fund on organisations, groups and communities.	- Does the current Strategy take sufficient account of the changes in Ireland/Northern Ireland in the context of the wider Peace Process? - Assess actual achievement against the objectives of the strategy; - Identify gaps or deficiencies in the achievement of the overall objectives; and - Provide recommendations for any changes to the strategy to make it more relevant and responsive.	- Assess the effectiveness of the Fund for the period under review in the context of its efficient use of resources, to include soliciting proposals, selecting proposals for funding, awarding grants, and monitoring their implementation; - Provide recommendations on how the Fund can improve the documentation, implementation and monitoring of grants in order to assess effectiveness; and - Examine impact indicators that the Fund could use to track changes over time.

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[1] The Fund Annual Report and Accounts 2009

1.4. Overview of Approach

Our approach to the review is summarised in Table 2.2 below.

Table 2.2 – Overview of Approach

Stage	Summary of Approach
1. Project initiation	• Project initiation meeting with the Steering Group on 20th May 2010; and • Production of Project Initiation Document.
2. Project preparation and desk review	• Programme of consultation agreed; • Desk based review of strategic context and Fund information; • Initial review of management information; • Design of review framework including discussion guides for use during stage 3; and • Development of inception report.

3. Internal consultation and management review	• Consultation with
	  - four board members and two previous board members;
	  - eight members of the Secretariat;
	  - three southern border counties development officers; and
	  - 18 programme delivery bodies.
	• Walk through of funding scheme processes;
	• Analysis of management processes; and
	• Meeting with steering group.

4. External consultation	• Telephone survey completed with 100 projects; • Completion of 13 case studies; and • Consultation with 16 external stakeholders.
5. Analysis and reporting	• Analysis of findings; • Production of draft report; • Steering group workshop; and • Production of final report.

1.5. Format of this report

The remainder of this report is structured as follows:

Section 3 – Strategic Context – this section sets strategic context for the research and provides an overview of the Fund programmes;

Section 4 – Fieldwork Data – this section provides an overview of the Fund's administration and processes. We also provide an analysis of activity and performance since October 2004;

Section 5– Consultation Findings – in this section we provide a summary of the consultation findings including survey analysis, stakeholder consultations and case studies;

Section 6 – **Analysis of Performance, Strategy and Management** – this section brings together the data analysis, consultation and views of the review team to present the challenges and emerging opportunities for the Fund; and

Section 7 – Conclusions and Recommendations – this section comprises our conclusions and recommendations for the Fund against each of the terms of reference.

2. STRATEGIC CONTEXT

2.1. Introduction

This section of the report provides an overview of the strategic and policy context within which the Fund has been operating and the key developments over the review period. The section is structured as follows:

- introduction to the Fund;

- during the review period:
    - o the Peace Process context;
    - o the economic context;
    - o community infrastructure; and
    - o policy context.

- looking forward; and

- relevant research.

2.2. Overview: The International Fund for Ireland

2.2.1. Introduction

The Fund was established as an independent international organisation by the Irish and British Governments in 1986. With contributions from the USA, EU, Canada, Australia and New Zealand, total resources committed by the Fund over its lifetime amount to more than £648 million / €841 million.

From its initiation it followed a multi-faceted approach in its pursuit of dual goals of:

1. Promoting economic and social advance; and

2. Encouraging contact, dialogue and reconciliation between Unionists and Nationalists throughout Ireland.

2.2.2. Summary of strategic recommendations from 2005 review

Deloitte was commissioned in 2005 to undertake an external review of the Fund. The terms of reference for the evaluation were comprehensive requiring consideration of the performance of the Fund across three key issues, outputs and outcomes, strategy and management.

The 2005 review was positive on many issues, commending the Fund on its significant contribution in building community capacity, regenerating deprived areas and economic development. It also offered a challenge to the Fund to align more with the concept of 'a shared future' and with it a greater emphasis on reconciliation.

> *"The result of this process (the 2005 review) is a five year strategy entitled Sharing this Space, launching a final phase of activity to promote reconciliation in Ireland. The Fund's existing Community programmes have been extended, with a view to building a sustainable infrastructure for reconciliation operating beyond the Fund's lifetime. As a consequence of this, much of the Fund's traditional economic-based activities have ceased, with resources diverted towards grassroots community development.[2]"*

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[2] The Fund Annual Report and Accounts 2005

Other strategic recommendations from the 2005 review included:

- operate in more tightly defined geographical areas (e.g. 'at risk' area –interfaces, deprived areas);

- maintain and develop strategic relationships with government departments and other funders;

- move away from annual funding to 5 year planning cycle with associated budgets;

- as part of strategic plan – develop a PR and marketing plan; and

- test that no barriers exist to ensuring accessibility within communities most in need.

As part of this review and in line with your terms of reference we have considered the implementation of these recommendations. Further details can be found in section 6.1.

2.2.3. Overview of Strategy and Programmes

The Fund's Strategic Objectives for 2005 – 2010 are:

- helping build and realise the vision of a shared future for the communities in Northern Ireland and both parts of the island;

- promoting understanding between the different communities/traditions in Ireland;

- working with those communities suffering the greatest economic and social deprivation, scarcity of employment and poverty of aspiration using shared economic concerns more systematically as a platform for stronger relations and reconciliation with their neighbours;

- facilitating more integration between the communities;

- dealing with the problems of the economically inactive and long-term unemployed;

- building strong strategic alliances with other agencies and bodies active on the ground, ensuring that efforts are complementary, sustainable and mutually reinforcing;

- helping ensure the long term continuation of its work in Ireland beyond the lifetime of the Fund; and

- sharing the expertise and learning acquired over twenty years with peace-builders in other regions.

In putting emphasis on these objectives the Fund would "seek to capitalise on its independence from the two governments and its consequent acceptability in the most disadvantaged communities across the political spectrum[3]."

In order to achieve their strategic objectives, the Fund created ten programmes of work that are clustered around four core areas of activity, each reflecting a distinct challenge. Figure 3.1 illustrates the ten core programmes and four core areas of activity. The areas of activity are seen as working along a continuum of peace and reconciliation: building the foundations for reconciliation in the most marginalised communities; building bridges for contact between divided communities; moving towards a more integrated society; and looking ahead to ensure sustainability over the longer term.

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[3] Sharing this Space – A Strategic Framework for Action 2006 - 2010

Figure 3.1 – Programme Profile
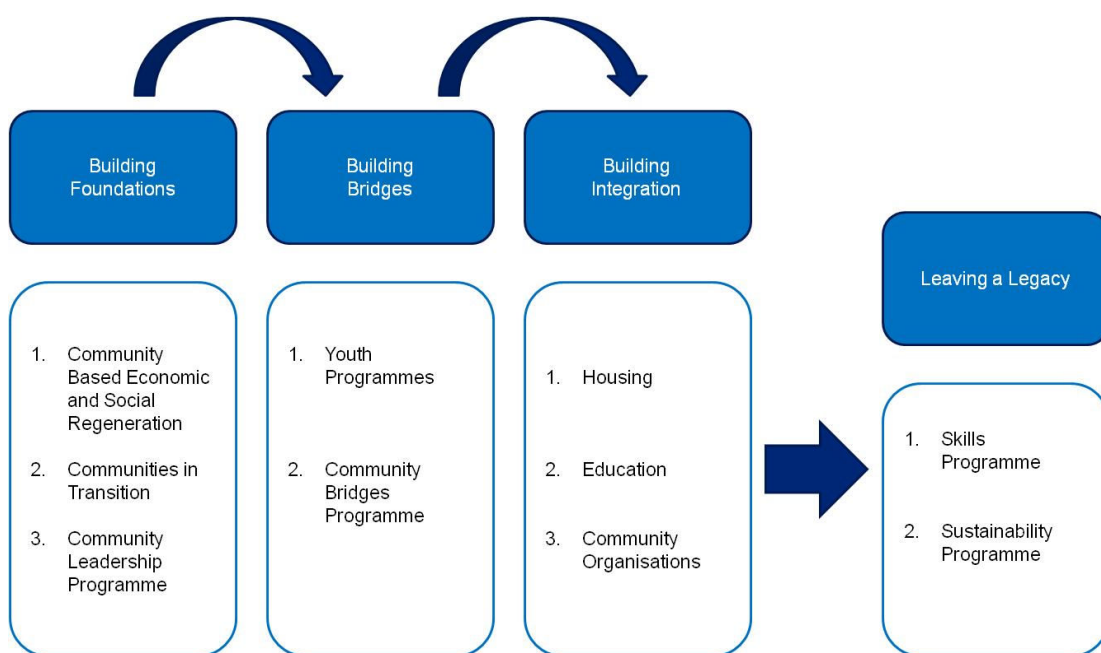
A fuller description of the programmes, their characteristics and managing agents is included in Appendix 2.

2.3. The context during the period of review (2005-2010)

2.3.1. The Peace Process in Ireland, north and south, during the period of review

An ongoing process

The island of Ireland has been on a considerable journey since 1986. On the political front the island has seen a peace process take hold, bringing an historic political agreement (the 'Belfast' or 'Good Friday' Agreement) in 1998, with North-South and East-West dimensions, and devolved government in Northern Ireland in 1999.

Following the Agreement there have often been struggles and setbacks, and there continues to be some degree of fragility to the overall process. This is demonstrated by the fact that the Northern Ireland Assembly was suspended a number of times between 1999 and 2002 and then for a prolonged period between October 2002 and May 2007. As such, the current Fund programme was launched at a time of Direct Rule, and only since May 2007 has the Fund operated with a devolved administration in Northern Ireland.

While there is political progress in the agreement between the leading parties, it is also well documented that there is not a perfect peace and we still have significant levels of sectarianism, division and segregation. There is evidence of this across some key dimensions:

- there remain those who wish to set the process back. This has been evident in continuing, if less frequent, acts of violence. In recent years there have been a number of high profile violent incidents; there has also been community tension, unrest and violence at flashpoint areas associated with the Parades season. This has led to loss of life and injury and more recently significant property damage. Over the period the threat from certain elements, most notably groups often referred to as dissident groups, has grown both in scale and sophistication of activity. While the

dissident activity is associated with republican organisations[4], loyalist paramilitary activity[5] has also been evident;

- the physical legacy of conflict is most evident in those areas where conflict and division was most significant. Deprivation indices and research makes clear that "poverty and conflict have combined to leave many areas with problems of multiple deprivation still divided by the physical barriers which were once seen as short term protection for embattled communities but have now become part of the permanent structural landscape"[6]. For certain communities, the reminders of division are experienced daily and are linked to a range of challenges including unemployment, poor health, anti-social behaviour, limited community capacity, limited access to services. Such communities have not experienced the benefits of peace that others in Northern Ireland have. Southern border counties also continue to experience economic difficulties including high levels of unemployment and a degree of economic disconnect between the North and South;

- how to deal with the past has been a core question over the period of the review. It has included a range of approaches including support for Victims and Survivors Groups, ex-prisoners groups and a range of advocacy and truth recovery processes. The European Peace III programme identified this as a key issue and allocated approximately €50m during its 2007-2013 programme; and

- division remains costly. Whilst quantification of the financial cost associated with division in Northern Ireland has proved difficult, research undertaken by Deloitte in 2006 on behalf of OFMDFM[7] highlighted significant evidence that issues of segregation and conflict continued to influence policy decisions, public service provision and hence resource allocation. Further research[8] for Belfast City Council highlighted distortion in service delivery and access patterns due to the segregated nature of the city. More recently, the PSNI released figures indicating that around £1.1 million was spent on overtime during the four days of rioting in Ardoyne in July 2010.

So have Community Relations been improving?

The following sub-section draws on findings from the OFMDFM good relations indicators developed to illustrate the state of good relations in Northern Ireland and facilitate their monitoring over time. The indicators were first published in 2007, setting the baseline for monitoring in subsequent years.

In relation to *"Priority Outcome 1 – Northern Ireland is free from racism, sectarianism and prejudice"* statistics are available on the number of sectarian incidents and crime between 2005 and 2009. These statistics indicate there was little change between the numbers of sectarian incidents, whilst sectarian crime was down by four per cent. The number of attacks on GAA / AOH and Orange Halls, however, has increased from those recorded at the baseline.

The Northern Ireland Life and Times survey is a key source of information for the indicators. In this survey, a series of questions are routinely asked about political attitudes and community relations. On the issue of attitudes to community relations, respondents were asked to comment on whether 'relations between Unionists and Nationalists were better now than five years ago?' From a baseline in 2005 there has been an overall increase in positive attitudes from 52 per cent in 2005 to 60 per cent in 2009. However, when this was considered

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4 In March 2009 the Real IRA shot dead two soldiers outside Massereene Army Barracks in Antrim. In the same month the Continuity IRA shot dead a PSNI officer in Craigavon. In August 2010 a group called Oglaigh na Eireann detonated a 200 pound homemade explosive device outside Strand Road police station in Derry / Londonderry.
5 In May 2010 the UVF was implicated in a murder on the Shankill Road in Belfast.
6 *"Towards Sustainable Security: Interface Barriers and the Legacy of Segregation in Belfast"* - Page 3, 2008. Community Relations Council
7 "The *Financial Cost of Division in Northern Ireland"* – 2006 Deloitte for OFMDFM
8 "*The Implications of Providing Services in a Divided City"* – 2008 Deloitte for Belfast City Council

between people of different religions Nationalists were consistently more positive than Unionists. The Northern Ireland Young Life and Times Survey[9] asks similarly themed questions of young people relating to community relations, sectarianism, and other social issues. The 2009 survey found that 36 per cent of young people believed relations to be either worse or the same than 5 years ago, whilst 82 per cent of young people indicated that religion would always make a difference to the way people felt about each other in Northern Ireland.

Whilst the above data is limited to survey work, it does serve to demonstrate changes in political and community attitudes. It also highlights that whilst progress has been made against some indicators there would appear to be some way to go to fully embed good relations across society. A small number of high profile incidents during the review period, resulting in sectarian murder[10] combined with continued evidence of segregation (e.g. approx. 90 per cent of social housing is segregated according to NIHE), demonstrate the depth of challenges our society continues to face.

2.3.2. Economic environment

The following sub-section provides a summary of the key economic trends in Northern Ireland and the southern border counties over the review period.

Economic Trends

Northern Ireland and the southern border counties continue to reflect small regional economies for the most part dependent upon public sector and indigenous industry. However, over the period of the review there has also been considerable economic change.

Until 2007, the Northern Ireland economy was performing well, evidenced by falling unemployment, rising exports and increased participation in business start-ups aided by a relatively youthful population. The Southern economy in the first part of the review period was also still on the crest of the 'Celtic Tiger' wave.

More recent times, however, have seen both economies suffer as a result of the global recession. Northern Ireland's Gross Value Added (GVA) showed the lowest growth across the UK in 2008 (3.0 per cent compared to 3.5 per cent average) and experienced the sharpest contraction in business activity of all the UK regions during the 12 months to September 2008. Northern Ireland also continued to be well known for the dominance of the Public Sector in the economy. The Southern economy was the first Eurozone nation to fall into recession during the first half of 2008 as declared by the Central Statistics Office. The financial crisis triggered a property crash and banking crisis which pushed unemployment to 13.4 per cent, with January 2009 recording the highest monthly figure since records began[11].

Despite showing signs of recovery in both regions at a macroeconomic level, there continues to be local level difficulties where weak economic conditions have resulted in pockets of severe income and employment deprivation with resultant high levels of unemployment, including long term unemployment and varying degrees of out-migration. Northern Ireland and parts of the southern border counties are highly dependent on the public sector and as a result are likely to be most affected by ongoing and expected cuts in the public sector.

Labour Market Trends

As with the economic trends outlined in the section above, the labour markets in both Northern Ireland and the southern border counties in the first part of the review period were extremely positive. Up to the summer of 2008, Northern Ireland saw nearly a decade and a half of uninterrupted improvement in the labour market. Employment grew, and unemployment fell, indeed by the end of 2007 and into early 2008, claimant unemployment (i.e. people claiming Jobseeker's Allowance) had slipped to below 25,000, less than a quarter

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[9] ARK. Young Life and Times Survey, 2009
[10] Michael McIlveen murder in Ballymena in 2006 and Kevin McDaid murder in Coleraine in 2009
[11] http://news.bbc.co.uk/1/hi/world/europe/7903518.stm

of its mid-1990s peak. Since then Northern Ireland, along with most of the developed world, has slipped into recession, with sharp falls in employment and rises in unemployment.

When compared, unemployment in the southern border region historically has been higher than the rest of Ireland and Northern Ireland. Table 3.3 quantifies the increasing unemployment over the review period.

Table 3.3 Labour Market Summary

	North (%)	South (%)	UK (%)
Claimant Count Average (2009)	4.5	11.8	4.7
% Change in Claimant Count (2005 - 2009)	+ 71% 2005 = 28,708 2009 = 49,111	+ 176% 2005 = 95,000 2009 = 264,000	+ 76% 2005 = 874,000 2009 = 1,535,000
Employment rate for NI and Labour Force Participation Rate for Ireland (2009)	68.0	68.0	71.0

Source: www.statistics.gov.uk and CSO

How does the economic climate link to wider peace building process?

There is increasing discussion of the potential for the difficult economic circumstances to feed discontent and grow support for those currently perpetrating violence. This is particularly the case within alienated communities (including both republican and loyalist communities) who have not benefitted from the peace dividends and where the young people are becoming increasingly marginalised and disenfranchised as a result of unemployment (recent figures prepared by the Economic Research Institute for Northern Ireland highlight that youth unemployment is disproportionately high in Northern Ireland)[12]. The Fund and its history of reconciliation linked to economic development is in a good position to understand these linkages. More widely there is agreement that the economic climate is more likely to restrict efforts to support and build communities which, for example, are perceived to be associated with dissident activity.

2.3.3. Community infrastructure

The social and community infrastructure, particularly in Northern Ireland, has developed substantially over the past few decades. The voluntary and community sector played a distinctive role in supporting and serving communities during the years of conflict. While the community capacity amongst the Nationalist communities was often stronger and better prepared to access funding, many Unionist communities faced similar problems but didn't possess the community capacity to access support. This was recognised within the Trutz Haase report for the Fund which showed that between 2001 and 2007 the Unionist community share of funding was almost 48.1 per cent[13], higher than for the simultaneous Peace II programme but still lower than the overall population split between the communities.

There are expectations in both jurisdictions that the respective governments will cut funding for certain parts of the voluntary and community infrastructure. This has already been seen within the southern jurisdiction. For example, funding for the Voluntary and Community Sector (VCS) in the south was down between eight and ten per cent in both 2009 and 2010 and is expected to be down between five per cent and twelve per cent in 2011. NICVA also recently

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[12] http://www.erini.ac.uk/Publications/PDF/ERINIMon48Rev.pdf
[13] *"A Community Uptake Analysis of Fund Commitments"* - 2001 – 2007 Trutz Haase

prepared a briefing paper entitled "Smart Solutions in Tough Times[14]" which highlights that 45 per cent of the total income received by the voluntary and community sector in Northern Ireland comes from government sources. Hence public expenditure cuts will likely have an impact on the voluntary and community sector in Northern Ireland also.

2.3.4. Government Policy context during period of review

This subsection provides a high level overview of Government Policy and Strategy relevant to the operation and implementation of the Fund over the review period.

A Shared Future...Cohesion, Sharing and Integration

The most relevant policies to the work of the Fund were those developed in Northern Ireland specific to good relations.

A Shared Future: A Policy and Strategic Framework for good relations was launched in 2005, during a period of Direct Rule. The policy outlined a commitment to a more coherent, coordinated and long-term approach, that places responsibility for improving relations at all levels of public sector delivery. Policy aims are articulated with regard to the establishment, over time, of a 'shared society' defined by a culture of tolerance, and the achievement of reconciliation and trust.

With the restoration of devolution in May 2007, OFMDFM initiated the development of a new strategy that would integrate the race and community relations strategies and would supersede *"A Shared Future"*. Agreement between the First Minister and Deputy First Minister on the Cohesion, Sharing and Integration (CSI) programme was announced in February 2010. The time lapsed (over three years) illustrates the political difficulty in developing this policy area (and its links to other major policy decisions). The draft programme was released for public consultation on 27th July 2010 with the consultation programme set to run into the autumn.

The draft CSI programme aims to *"build a strong community where everyone, regardless of race, colour, religious or political opinion, age, gender, disability or sexual orientation can live, work and socialise in a context of fairness, equality, rights, responsibilities and respect".[15]* In taking forward the government's commitment, a ministerial panel is to be established under the draft proposals. Notably the draft CSI document, and good relations more broadly, is increasingly recognising the need to address other prejudices in society, for example race, as these are often interlinked to 'traditional' sectarian prejudices.

The Fund is referenced several times within the CSI programme in relation to its contribution to date across the region. CSI also provides the framework in looking forward through which the key aims of the Fund are to be achieved with particular reference to good relations, cultural diversity, education, shared housing, supporting local communities and interfaces. These key areas represent much of the focus of the Fund over the review period.

The Fund also complemented higher level policy, north and south

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

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

The Fund has the potential to directly contribute towards a number of the Public Service Agreement (PSA) targets and aims, for example Fund supported activity can readily be linked to the following PSAs:

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[14] *"Smart Solutions in Tough Times Providing Value for Money frontline services"* - NICVA 2010
[15] "*Programme for Cohesion, Sharing and Integration"* – OFMDFM July 2010

- PSA 3 - Increasing Employment;

- PSA 7 – Making People's Lives Better;

- PSA 10 – Helping Children and Young People to achieve through education; and

- PSA 12 – Housing, Regeneration and Community development.

Shaping our Future - Regional Development Strategy for NI 2025 (RDS) is the overarching strategic document at the top of the planning policy hierarchy, the purpose of which is to guide development of Northern Ireland to 2025. The Strategy takes a holistic approach to planning, appreciating the need to consider economic, social, transportation and environmental issues in conjunction with land use planning. Supporting a competitive regional economy, achieving a more cohesive society, developing an integrated transport system and caring for the environment are the fundamental principles of the document.

In June 2008 the Department for Regional Development published the first five-year review of the RDS which contained two documents. The first document relates to the adjustments to the Regional Development Strategy and the second is a supporting document setting out the procedures followed in the Review and outcome of the consultation exercise undertaken.

Despite the new direction of the Fund strategy from economic development towards reconciliation there remains a number of key areas within RDS that are relevant to the Fund's programmes, for example:

- RDS includes a focus on Rural Northern Ireland - It places emphasis on the need to create and maintain thriving rural areas. The policy promotes the creation of new business opportunities in small towns and villages. It appreciates how new businesses can leverage further investment and can help create employment opportunities near existing residential areas.

- RDS includes a focus on Meeting Housing Need – it includes proposals on how to manage housing growth in response to changing housing need and the need to establish a long-term balanced supply of housing land by regularly reviewing housing projections and adjusting Housing Growth Indicators (HGIs).

- RDS includes a focus on Economic Development - across Northern Ireland. It emphasises the need for a balance across the region and the creation of widespread job opportunities to tackle unemployment. Chapter ten also highlights the need to ensure that new jobs are created in areas that are accessible to all. The RDS advocates the provision and maintenance of adequate infrastructure to support economic development of the region.

The **National Development Plan: Transforming Ireland (2007-2013)** (NDP), entitled Transforming Ireland – A Better Quality of Life for All, is a seven-year plan setting out the economic and social investment priorities needed to realise the vision of a better quality of life for all across the island of Ireland. NDP integrates strategic development frameworks for regional development, for rural communities, for all-island co-operation, and for protection of the environment with common economic and social goals. The investment framework and strategy of this NDP will assist and enhance physical and spatial planning. In total €184 billion has been committed to the plan.

Given the broad range of investment, the NDP can promote economic and social change in Northern Ireland and the southern border region, thus providing a supportive environment for addressing peace and reconciliation. The Fund is specifically referenced within Section 5 of the NDP with reference to all-island co-operation. In particular, in promoting programmes across the key areas of regeneration and reconciliation the Fund can complement the activities of NDP by encouraging inclusion in society and facilitating greater social and economic engagement on a cross-border and cross-community basis.

2.4. Looking forward

The key factors affecting current and forward looking strategic context are illustrated in Figure 3.2 below. These are developed further in this section.

Figure 3.2 – Strategic Context

A funding cliff?

The Fund shares similar goals and values to other funding programmes throughout Ireland. For example, these include The Atlantic Philanthropies (through its Rights and Reconciliation Programme is active in both jurisdictions on this island), the SEUPB's Peace III programme is focused on Northern Ireland and the six southern border counties, OFMDFM (good relations division) and the Department of Foreign Affairs (through its Reconciliation and Anti-Sectarianism Fund across the region).

The funding environment is changing. It is likely we are currently at the height of funding dedicated to interventions related to peace building and reconciliation. Unprecedented public sector spending cuts in both jurisdictions will undoubtedly bring further job losses and pressure on frontline service. In addition, other funders are also planning to withdraw. These include Atlantic Philanthropies (planning to complete spending by 2016) and EU Peace funding (expecting to complete allocations in 2013 and spend in 2015).

These funding pressures are also likely to have potential implications for the Fund in terms of future leverage success. This is considered in more detail in section 4.6.

Sustainability

We understand that expenditure on all fund projects will cease at the end of 2013 (and allocation of funds will need to be in advance of this) and associated with this, there is a strong emphasis on long term sustainability. The last review found a high proportion of initiatives expected to be continued without Fund support under a self-sustainable income

generating basis – therefore the Fund has a strong track record on encouraging sustainable change. However, this must be considered in the context of the old strategy (i.e. focussed on economic development) with sustainability more tangibly related to economic interventions than those associated with reconciliation. It should be recognised some projects meet their need and sustained activity is not appropriate.

We recognise sustainable impact can be found in a range of dimensions, including:

- community infrastructure;

- equity investment in companies (reinvestment sustaining employment, developing skills etc.);

- voluntary and community organisations with the skills and capabilities required to move into income generating activity (including contracts for service delivery) and away from reliance on grants; and

- long-lasting relationships (cross-community, cross-border, between voluntary / community and private sector, international donors etc.).

Instability on the ground

As recognised earlier in this section, there is evidence of an increasing security threat and continuing instability on the ground (e.g. within interface communities). This has become a more visible element of the context in which the Fund operates. The trend suggests this will remain a significant contextual factor going forward.

Policy development

The draft CSI document is currently out for consultation. It includes many of the activities that the Fund is currently supporting. As more detail is added to the policy, questions arise for the Fund as to how it wants to relate to this policy going forward. In the near term how can the Fund's experience help refine and shape the CSI policy document and its implementation? Secondly how does the Fund relate to this policy, for example is it positioned to support elements which government will find most difficult to deliver (e.g. where the Fund has existing credibility and relationships within communities)?

Future of Fund

There is some discussion of whether the Fund will continue beyond 2013. This review has been undertaken on the understanding the Fund will complete as planned in 2013. That said, the review can also be used to inform any approach to the potential of further funding.

2.5. Contextual research – Peace building processes

The conflict transformation process on the island of Ireland has learned from other conflicts and is increasingly sharing experience internationally. This is explicitly referenced in the draft CSI programme which highlights the need for an "effective outward-looking dimension" in terms of "learning from the experiences of others and to continue to share our own experiences with areas such as the Middle East, the Balkan States and others emerging from conflict". The 2006-2010 Fund strategy includes an objective of "sharing the expertise and learning acquired over twenty years with peace-builders in other regions."

The approaches to peacebuilding, identification of lessons, and the transferability of lessons, have been debated within research literature locally and internationally. Key themes arising from this discourse are relevant to the context in which the Fund is operating.

While many commentators agree that a peace agreement is a key step, the post-agreement period is increasingly emphasised. It is important to recognise this period as critical for

building a strong, yet flexible system that can hold up against challenges. Roger MacGinty[16] finds that most peace accords in the past decade have resulted in a dysfunctional rather than quality peace, often without reconciliation between antagonistic groups. This sense of ongoing process to build and sustain peace can be demonstrated at various levels as explained below.

John Paul Lederach[17] , while learning is to be considered, recognises a formulaic approach will not be sufficient. He highlights "peace needs to be imagined while still remaining grounded in the realities of the conflict" and stresses the need to "connect past, present and future". This 'imagination' is considered an ongoing, creative process that is needed across a range of conflict resolution dimensions:

- parties need to recognise the expanded network of relationships in which they exist, including interconnectedness to their enemies;
- understanding their enemies from their enemies' point of view. In other words, they need to recognise that the situation is more complicated than good versus bad or right versus wrong;
- parties should embrace creativity, recognising the potential for change - the existence of progress - and work to create a new social reality, even if they cannot yet envision the final product; and
- willingness to take risks (e.g. being ostracised) in the name of peace.

In thinking through the specific process of reconciliation, Hamber and Kelly[18] described it as following conflict, believing it to be a voluntary act which cannot be imposed. They envisaged the process as five interwoven and related strands relating to a shared vision, dealing with the past, building positive relationships, cultural and attitudinal change, and substantial social, economic and political change. This understanding was adopted by the EU Peace Programme in Ireland. Hamber and Kelly[19] noted 'programmes ...now have to convey their reconciliation vision more clearly and improve their practice, or fail to be funded.' This highlights the ongoing reflection on technical elements and application of learning involved in a conflict transformation process.

For the Fund, much of the national and international research can be observed in the experience with the Irish peace process. These critiques can also be taken to inform current practice and strategy. Not least it confirms the contribution of the Fund in the ongoing process.

2.6. Summary of key contextual messages

The section above has served to highlight the changing strategic and policy context within which the Fund has been operating in the period since 2005. The key messages include:

- the challenging political situation, as evidenced for example by the length of time it took to bring forward the draft CSI document;

- more work is required to fully embed good relations across society at a time of the potential for an increasing security threat;

- having been through a period of economic growth, recession has followed. The associated public funding cuts (current and predicted), alongside expected spend down in non-governmental peace funding indicates some level of concern for community infrastructure;

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[16] *"No War, No Peace, The Rejuvenation of Stalled Peace Processes and Peace Accords"* - Political and International Studies Collection (2006)
[17] "*The Moral Imagination: The Art and Soul of Building Peace"* - John Paul Lederach (2005)
[18] *"Reconciliation – A Working Definition"* – Hamber and Kelly (2004) Democratic Dialogue
[19] *"The Challenge of Reconciliation: Translating Theory into Practice, From A Sustainable Peace? Research as a contribution to peace-building in Northern Ireland"* – Hamber and Kelly (2008) Published by The Northern Ireland Community Relations Council.

- research, reflecting on the local peace process, and from across other conflict transformation processes, highlights that peace building needs to be an ongoing process, and while lessons can be taken from elsewhere, there is no blueprint to follow that is guaranteed to work; and

- while the period has seen progress (e.g. relative stability of the Assembly in NI) there remain many challenges, some of which are currently increasing.

3. ANALYSIS OF FUNDING

3.1. Introduction

This section describes the administration of the funding and a brief overview of the funding processes. It also provides details of the analysis of the funding awarded since 1st October 2004.

The views of managing agents / development officers and case studied projects in relation to administration and processes are contained in section 5. Further analysis of the processes involved in the allocation of funding is presented in section 6.

3.2. Administration of the Funding

Secretariat

The Fund is administered by a Secretariat operating from offices in Belfast and Dublin. The office resources (e.g. staff, pensions, administration, expenses etc) are provided by the Department of Finance and Personnel in the North and Department of Foreign Affairs (DFA) in the South respectively. The Fund's Board comprising a chair plus six members is appointed jointly by the British and Irish Governments.

Equity / Investment Companies

The Fund's founding document included a requirement to set up venture capital companies in the North and South. These companies (Enterprise Equity) have had considerable success in stimulating the venture capital market. North and South companies have now independent investment managers. As investments are realised, the proceeds will be returned to the Fund to support its normal programming activities.

Application approval process

There are several stages to the application approval process which are set out in Table 4.1 below. A process diagram can also be found in Appendix Three. Table 4.1 demonstrates the various stages at which the application will be reviewed and decisions made to recommend approval or rejection. The longest part of the process is when managing agents / development officers are working with local groups to develop applications. At this stage the Secretariat will also be involved to provide advice and guidance to the managing agents/ development officers to ensure the projects indentified fit in with the strategy. The whole process is likely to take at least three months but can be longer depending on the initial stage of development, the capacity of the organisation and the work required with project promoters to produce an application form.

Table 4.1 Indicative Application approval process

Group Involved	Activity	Output	Time frame
Delivery/ Managing Agent Secretariat / Development officer	Work together to identify potential projects. Agents work with groups to produce application form	Application produced and sent to Programme Team	Variable dependent on the stage of development and on the capacity of the organisation
Programme Team	Initial assessment of: • Eligibility • Criteria • Applicant criteria • Way forward	Either: • Defer back to agents to challenge back on certain points; or • Send to DBM recommending approval or rejection	3 weeks
Designated Board Members	Review application	Either: • Defer (back to agent); or • Approve if under £100,000; or • Reject	2 weeks
Advisory Committee	At this stage, the Advisory Committee considers applications and how they complement and align with government policies	Assess and make recommendation to the Board in light of consistency with government policies	2 weeks
Board	Final assessment of applications	Either: • Defer (back to agent); or • Approve; or • Reject	Board generally meets three times a year

3.3. 'Bridging the gap'

The period October 2004 to 31st December 2005 has not been the subject of a specific external review and does not form part of the new Fund strategy which came into operation in January 2006. Section 4.3 considers this period.

Number of projects

Table 4.2 below provides a breakdown of the number of projects supported across Northern Ireland and the southern border areas in the period October 2004 to December 2005.

Table 4.2 Total number of projects supported by programme (October 2004 – December 2005)*

Programme	North	South and Joint	Total	Total %
Urban Development	55	-	55	28.8
Wider Horizons Programme	-	37	37	19.4
Community Bridges	16	8	24	12.6
Tourism	10	11	21	11
Rural Development	12	4	16	8.4
Business Enterprise & Technology	12	4	16	8.4
Special Projects	8	-	8	4.2
Border Towns and Villages	-	5	5	2.6
Flagship Projects	1	2	3	1.6
LET	-	2	2	1
CRISP	1	-	1	0.5
Integrating Education	1	-	1	0.5
Community Leadership	-	1	1	0.5
KEY	-	1	1	0.5
Total	**116**	**75**	**191**	**100.0**

* data provided excludes Investment Companies and economic appraisal / technical assistance data

Source: International Fund for Ireland database – February 2010

Between October 2004 and the 31st December 2005, the Fund supported 191 projects in Northern Ireland and the southern border counties. Over the time period more than half (60.8 per cent) of projects are funded within the Urban Development, Wider Horizons and Community Bridges Programmes. The range of programmes reflect a twin emphasis on socio-economic development and reconciliation.

Financial Support

This subsection considers the financial allocation across programmes between October 2004 and 31st December 2005. The financial support across the programmes in this period is presented in Table 4.3 below.

Note: These figures are presented in GBP using an exchange rate when required of 0.707 which was the exchange rate on 1st January 2005[20].

Table 4.3 Total financial commitment by programme (October 2004 – December 2005)*

Programme	North £	South and Joint £	Total £	Total £ %
Urban Development	4.4m	-	4.4m	13.3
Wider Horizons Programme	-	4.0m	4.0m	12.1
Community Bridges	2.0m	1.0m	3.0m	9.1
Tourism	0.6m	0.9m	1.5m	4.5
Rural Development	1.5m	0.6m	2.1m	6.4
Business Enterprise & Technology	3.0m	0.4m	3.4m	10.3
Special Projects	1.3m	-	1.3m	3.9
Border Towns and Villages	-	0.7m	0.7m	2.1
Flagship Projects	5.0m	0.5m	5.5m	16.7
LET	-	1.2m	1.2m	3.6
CRISP	0.1m	-	0.1m	0.3
Integrating Education	0.6m	-	0.6m	1.8
Community Leadership	-	1.7m	1.7m	5.2
KEY	-	3.5m	3.5m	10.6
Total	**18.5m**	**14.5m**	**33.0m**	**100**

* data provided excludes Investment Companies and economic appraisal / technical assistance data

Source: International Fund for Ireland database – February 2010

Table 4.3 indicates the total financial commitment over the period October 2004 – 31st December 2005 across Northern Ireland and the southern border counties to be £33.0m. The largest proportion of funding committed relates to Flagship projects (16.7 per cent).

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[20] *Exchange rate taken from: http://www.x-rates.com/cgi-bin/hlookup.cgi*

Despite amounting to more than 60 per cent of the project numbers over the period, the Urban Development, Wider Horizons and Community Bridges programmes equate to just over one-third of the financial commitment (34.5 per cent) reflective of the relatively smaller quantum of funding per project in these programmes.

3.4.   Projects Supported by Strategy Area

Since the new strategy has been in place, the majority of projects funded have been under the programmes identified under the new strategy described in Figure 3.1. However, there has been a period of transition between the old and the new strategy resulting in several pre-2006 strategy programmes being approved in the period post-2006.

Financial Support

There are a number of ways to analyse financial information of Fund activities including an assessment of budgetary allocations, financial commitments and actual spend on projects. For this section, we use information on budgetary allocations and financial commitments (i.e. the amount of money committed by the Fund over the lifetime of the project). The financial support across the strategy areas is presented in Table 4.4.

Note: These figures are presented in GBP using an exchange rate when required of 0.789 which is the average of the exchange rates on 1st January of each year within the review period (2006 – 2010).[21]

Table 4.4 Total financial commitment supported under each Strategy Area (January 2006 – February 2010)*

Strategy Areas	North £	South and Joint[22] £	Total £	Total £ %
Building Foundations	16.9m	8.1m	25.0m	27.9
Building Bridges	13.2m	13.0m	26.3m	29.4
Building Integration	14.8m	2.7m	17.6m	19.6
Legacy	12.8m	1.7m	14.5m	16.2
Pre-2006	5.6m	0.6m	6.2m	6.9
Total	**63.2m**	**26.1m**	**89.6m**	**100**

* the data provided excludes Investment Companies and economic appraisal / technical assistance data

Source: International Fund for Ireland database – February 2010

Table 4.4 indicates the total financial commitment over the period January 2006 – February 2010 across Northern Ireland and the southern border counties to be £89.6m. The largest proportion of funding has been committed to the Building Bridges (29.4 per cent) and Building Foundations (27.9 per cent) strategy areas reflective of the numbers of projects funded under these strands (see Table 4.5).

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[21] *The exchange rates on 1 Jan for each year being considered were as follows: 2006 = 0.689; 2007 = 0.674; 2008 = 0.736; 2009 = 0.961 and 2010 = 0.886. http://www.x-rates.com/cgi-bin/hlookup.cgi*
[22] *This includes 42 projects funded through both North and South Secretariat*

Legacy projects despite representing just over five per cent of the total number of projects (17 projects in total) account for 16.2 per cent of the funding commitment. This highlights the significant spend per project on Legacy projects over the period (the average size of a Legacy project is £0.9m compared to £0.3m for Building Foundations and Building Bridges and £0.4m for Building Integration). The opposite is true of the pre-2006 projects which despite representing more than a quarter of the total number of projects (see Table 4.5 below) accounts for less than seven per cent of the funding committed over the period (pre-2006 projects on average are funded less than £0.1m).

Number of projects

Table 4.5 below provides a breakdown of the number of projects supported across Northern Ireland and the southern border areas since the introduction of the new strategy on 1st January 2006.

Table 4.5 Total number of projects supported under each Strategy Area (January 2006 – February 2010)*

Strategy Areas	North	South and Joint[23]	Total	Total %
Building Foundations	56	34	90	26.9
Building Bridges	66	22	88	26.4
Building Integration	29	21	50	15.0
Legacy	14	3	17	5.1
Pre-2006	81	8	89**	26.6
Total	**246**	**88**	**334**	**100**

* data provided excludes Investment Companies and economic appraisal / technical assistance data
** 46 of these were the provision of additional assistance to existing projects
Source: International Fund for Ireland database – February 2010

Between January 2006 and February 2010, the Fund has supported 334 individual projects in Northern Ireland and the southern border counties. As indicated in Table 4.5, the majority of projects were supported under the Building Foundations (26.9 per cent) and Building Bridges (26.4 per cent) strategy areas.

To date, more than a quarter of all projects funded (26.6 per cent) have been programmes from the pre-2006 strategy, however as shown in Table 4.4 only 6.9 per cent of funding was committed to these projects. In addition, when this information is analysed further we can see the number of projects committed each year has been reducing as follows:

- 29 projects in 2006 (12 of which involved the provision of additional assistance to existing projects);

- 21 projects in 2007 (ten of which involved the provision of additional assistance to existing projects);

- 20 projects in 2008 (ten of which involved the provision of additional assistance to existing projects); and

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[23] *This includes 42 projects funded through both North and South Secretariat*

- 18 projects in 2009 (14 of which involved the provision of additional assistance to existing projects).

This indicates that although pre-2006 projects continued to be funded in the post-2006 period the number of projects being committed has reduced since the introduction of the new strategy. More than half of the projects identified as pre-2006 projects funded in this period (46 projects) involved the provision of additional assistance to existing projects.

3.5. Projects supported by Programme

Table 4.6 provides a summary of the total number of projects supported and financial commitments under each of the Fund's programmes.

Table 4.6 Total number of projects supported and financial commitment under each programme (January 2006 – February 2010)*

Programme	No. of projects	% of total	Amount Approved (£)	% of total
CBESR	82	24.6	20.8m	23.2
Community Bridges	73	21.9	15.0m	16.7
Integrating Community Organisations	35	10.5	3.8m	4.2
Legacy	17	5.1	14.5m	16.2
Education	13	3.9	12.3m	13.7
Youth - Wider Horizons	9	2.7	3.8m	4.2
Community Leadership	6	1.8	2.0m	2.2
Youth – LET	2	0.6	2.8m	3.1
Youth – KEY / KEY START	2	0.6	4.3m	4.8
Youth - GRIT	2	0.6	0.4m	0.4
Communities in Transition	2	0.6	2.2m	2.5
Shared Future Neighbourhood	1	0.3	0.7m	0.8
Integrating Housing	1	0.3	0.8m	0.9
Pre-2006	**89**	**26.6**	**6.2m**	**6.9**
Rural Development	6	1.8	0.3m	0.3
Business Enterprise	12	3.6	0.9m	1.0
CRISP	24	7.2	0.3m	0.3
Police	1	0.3	0.2m	0.2
Special Projects[24]	17	5.1	2.6m	2.9
Tourism	10	3.0	0.7m	0.8
Urban Development	17	5.1	0.9m	1.0
Border Towns	2	0.6	0.3m	0.3
Total	**334**	**100**	**89.6m**	**100**

* the data provided excludes Investment Companies and economic appraisal / technical assistance data
Source: International Fund for Ireland database – February 2010

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[24] *Special projects include a significant number of projects receiving additional assistance from the Fund*

Table 4.6 demonstrates that the largest number of projects (24.6 per cent) and proportion of funding (23.2 per cent) have been under the CBESR programme. Community Bridges is the second largest in terms of number of projects (21.9 per cent) and financial commitment (16.7 per cent).

The Integrating Community Organisations programme whilst having a relatively large number of projects (10.5 per cent) received less than five per cent of the funding. The Legacy and Education programmes have significantly higher proportions of funding compared to the number of projects supported.

3.6. Financial Leverage

Note on methodology:

In sections 4.6 and 4.7 we use information provided by the Fund to analyse the financial impact of the Fund activities over the review period. The approach taken is in line with previous assessments undertaken during the Deloitte review in 2005.

The figures presented in these sections have been analysed by Deloitte from information provided by the Fund. The Fund record project information in a comprehensive database at the time the project is approved. All job figures included in this report are therefore anticipated rather than actual figures and are primarily based upon independent economic appraisal. The employment effects outlined in section 4.6 should therefore be understood as potential job figures.

Indirect jobs refer to potential jobs which may indirectly result from Fund support. When specific projects are funded these projects will often lead to additional income and expenditure which in turn may induce further indirect employment. These indirect jobs are also provided to us from the Fund database and should be considered only as potential rather than verified jobs.

A critically important 'success' measure for any funder is the ability to leverage additional resources. The Fund has historically been viewed as 'the first money on the table' and at the time of the previous review achieved an overall ratio of 1:2 (i.e. for every £1 committed by the Fund a further £2 is committed from other public and private sources).

Table 4.7 below indicates the leverage success over the review period using information provided by the Fund database.

Table 4.7 Funding analysed by Strategy Area between Fund Commitments and Additional Leveraged Funding (January 2006 – February 2010)*

Strategy Areas	Total Fund Commitment £	Other Funds £	Total £	Leverage Ratio
Building Foundations	25.0m	15.3m	40.3m	1:0.6
Building Bridges	26.3m	10.1m	36.3m	1:0.4
Building Integration	17.6m	10.3m	27.8m	1:0.6
Legacy	14.5m	20.2m	34.7m	1:1.4
Pre-2006	6.2m	13.0m	19.2m	1:2.1
Total	**89.6m**	**68.9m**	**158.3m**	**1:0.8**

* the data provided excludes Investment Companies and economic appraisal / technical assistance data
Source: International Fund for Ireland database – February 2010

Table 4.7 indicates that a total of £68.9m has been leveraged from other sources across the Fund's Strategy Areas over the review period. In total, this has resulted in an overall ratio of 1:0.8, which means that for every £1 spent by the Fund an additional £0.8 is leveraged from other public / private sector sources. The change in leverage ratio is likely a consequence of the shift in emphasis away from economic development to a 'less tangible' reconciliation emphasis and reflects the more limited sources of funding for this activity. Further analysis in relation to this is presented in section 6.

3.7. Employment associated with the Fund supported projects

Another output measure related to the Fund activities relates to the potential employment impacts as a result of Fund commitments. At the time of the previous review in 2005 the Fund had created the potential for around 55,000 additional direct and indirect jobs across the local areas where support was delivered. However, 77 per cent of these jobs were created within the old strategy's Economic Development priority reflective of the 'employment intensive' nature of these activities which may have had job creation as a prime objective.

Table 4.8 below provides a summary of the employment associated with each strategy area using information provided by the Fund database over this review period.

Table 4.8 Employment Impacts (January 2006 – February 2010)*

Strategy Areas	Direct Jobs	Indirect Jobs	Total Jobs
Building Foundations	1334	430	1764
Building Bridges	143	4	147
Building Integration	40	1	41
Legacy	63	16	79
Pre-2006	192	86	278
Total	**1772**	**537**	**2309**

* the data provided excludes Investment Companies and economic appraisal / technical assistance data
Source: International Fund for Ireland database – February 2010

In total using data presented by the Fund, there have been potentially 1,772 direct jobs created as a result of funding over the review period. At the same time, the assistance provided by the Fund in turn could potentially generate additional impacts and expenditure in the local area. Through the employment multiplier effect, this additional income and expenditure induces further indirect employment, resulting in a further 537 jobs (approx. 1 indirect job for every 3 direct jobs)[25].

One of the strategic objectives of the Fund is to deal with the problems of the economically inactive and long-term unemployed. It is clear, from the above table that there has been significant impact as a result of Fund intervention over the review period.

3.8. Community Uptake Analysis

Disadvantaged Communities

A further output measure related to Fund activity includes the proportion of projects targeted towards disadvantaged communities (Multiple Deprivation Measures in the North and New Measures of Deprivation in the South[26]). At the time of the previous review, 87 per cent of all projects had been targeted towards areas of disadvantage. In project terms this amounted to 4,575 projects out of the total of 5,236 projects.

Table 4.9 below provides a summary of the number of projects identified as locating within disadvantaged communities using information provided by the Fund database over this review period.

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[25] This is a standard ratio that has been applied by the Fund since 2000.
[26] *New Measures of Deprivation for the South - Haase, T & Pratschke, J. (2008)*

Table 4.9 Disadvantaged Areas (January 2006 – February 2010)*

Strategy Areas	Disadvantaged	Other	Total	Disadvantaged %
Building Foundations	85	5	90	94.4
Building Bridges	85	3	88	96.6
Building Integration	37	13	50	74.0
Legacy	15	2	17	88.2
Pre-2006	76	13	89	85.4
Total	**298**	**36**	**334**	**89.2**

* the data provided excludes Investment Companies and economic appraisal / technical assistance data
Source: International Fund for Ireland database – February 2010

Table 4.9 indicates that 89.2 per cent of all projects funded within the review period have been targeted towards disadvantaged communities (identified as such by managing / delivery agents using the Multiple Deprivation Measures for the North and the New Measures of Deprivation for the South). This demonstrates a greater concentration in deprived areas than activity reviewed in 2005.

In project terms, 298 out of the 334 projects funded over the period are contained within designated disadvantaged areas. More than 90 per cent of projects are funded within the Building Foundations and Building Bridges Strategy Areas within areas designated as disadvantaged.

Community Uptake

The Fund commissioned Trutz Haase in 2008 to undertake a Community Uptake analysis of Fund Commitments between 2001 and 2007. The analysis used 'proxies' in order to apportion project funding between the two main communities in Northern Ireland. In order to complete this analysis the postal address of the project applicant or project was used to associate the project with a particular postcode area, which in turn was linked to Super Output Areas (SOAs). Census data at SOA level was then used to estimate community uptake. The key findings from the analysis are presented below:

- in Northern Ireland, the Nationalist share of Fund commitments was estimated to be 49.0 per cent, compared to a Unionist share of 51.0 per cent;

- comparing the community shares between the Fund commitments and those under Peace I and Peace II (2000-2006) indicated that the share for the Unionist community of Fund commitments was 3.6 per cent higher than the Peace Programmes;

- the conclusion drawn with respect to the community shares of Fund commitments in Northern Ireland was that the greater estimated share of funding received by the Nationalist community reflects the higher levels of deprivation in Nationalist areas according to the 2005 Multiple Deprivation Measures (i.e. the ten per cent most disadvantaged SOAs according to Multiple Deprivation Measures in 2005 are 71.5 per cent Nationalist); and

- the report concluded that it was not possible to estimate a prospective benefit of the programme to any one community in the southern border counties on the basis of

statistical procedures alone. However, using a similar methodology to Northern Ireland in terms of indentifying the targeting of social disadvantage of the Fund the analysis indicated that absolute funding is 2.3 times higher in the three most disadvantaged deciles of urban and rural areas than in the three most affluent deciles, and per capita funding in the most disadvantaged decile is 3.3 times higher than in the most affluent ten per cent[27].

3.9.   Summary of key messages from funding analysis

The key messages from the funding analysis include:

- in terms of application process, the longest stage is at the outset when managing agents / development officers are working with local groups to develop applications. At this stage the Secretariat will also be involved to provide advice and guidance to the managing agents / development officers to ensure the projects indentified fit in with the strategy. The whole process is likely to take at least three months but can be longer depending on how long it takes a managing agent to identify a project and work with project promoters to produce an application form.

- in the period October 2004 to 31st December 2005, the Fund supported 191 projects in Northern Ireland and the southern border counties. Over the time period more than half (60.8 per cent) of projects are funded within the Urban Development, Wider Horizons and Community Bridges Programmes. The total financial commitment over the same period amounts to £33.0m. The largest proportion of funding committed relates to Flagship projects (16.7 per cent). Despite amounting to more than 60 per cent of the project numbers over the period, the Urban Development, Wider Horizons and Community Bridges programmes equate to just over one-third of the financial commitment (34.5 per cent) reflective of the relatively smaller proportion of funding per project in these programmes.

- between January 2006 and February 2010, the Fund has supported 334 individual projects in Northern Ireland and the southern border counties with a total financial commitment over the period of £89.6m. The largest proportion of funding has been committed to the Building Foundations (27.9 per cent) and Building Bridges (29.4 per cent) strategy areas reflective of the numbers of projects funded under these strands. As noted in section 4.7 the vast majority (89.2 per cent) of funded projects have been located within areas designated as disadvantaged.

- since the new strategy has been in place the majority of projects funded are across the four key strategy areas. However, there has been a period of transition between the old and the new strategy. As a proportion of total spend projects linked to the old strategy but approved since 2006 account for less than seven per cent of funding committed over the period. In addition, more than half of these incidences relate to additional assistance to existing projects rather than develop new projects.

- financial data would indicate that a total of £68.9m has been leveraged from other sources across the Fund's strategy areas over the review period. In total, this has resulted in an overall ratio of 1:0.8, which means that for every £1 spent by the Fund an additional £0.8 is leveraged from other public / private sector sources.

- Fund activity has been very largely concentrated in areas formally designated as deprived. Almost 90 per cent of all projects are in such areas (compared with 87 per cent at the time of the 2005 review).

- financial leverage and anticipated employment outcomes have reduced compared with the previous strategy. This is to be expected with shift in strategic emphasis from economic development to reconciliation.

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[27] "*A Community Uptake Analysis of Fund Commitments*" - Trutz Haase (2001 – 2007)

4. FIELDWORK DATA

4.1. Introduction

The purpose of this section of the report is to present the key findings from the internal and external stakeholder consultations undertaken as part of the review. This section also deals with findings of a survey of 100 project recipients of funding. The survey was designed to assess the contribution of projects towards promoting reconciliation and also sought to identify the added value of funding in respect of both additionality and sustainability. Thirdly key messages from a series of case studies are provided.

A summary of the stakeholders and project case studies are presented in Appendix One.

4.2. Consultation with Stakeholders

This section includes feedback from Fund staff, Board members and stakeholder organisations including managing agents. The findings are considered across a number of subsections as follows:

- Context;

- Performance and Impact;

- Processes; and

- Looking Forward.

This section reports on the views of stakeholders consulted and does not reflect Deloitte's opinion, which is contained in our analysis in section 6. In the interest of confidentiality we have sought not to identify individual stakeholders' opinions throughout this section. However, in order to gauge the level of opinion we have largely used the following system to group opinion: "one", "a few", "a minority", "a majority" or "all". This should support the reader in understanding how many stakeholders shared an opinion.

Context

Stakeholders were asked to comment on contextual issues and developments relevant to the Fund over the review period and their implications.

In response, consultees discussed wider perceptions of the Fund, the new Fund strategy as well as specific contextual issues including the economic recession, the wider political situation and continuing threats to political stability.

General perceptions of the Fund

The majority of consultees highlighted the "significant contribution of the Fund to the peace process" with particular reference to the "positive perceptions of the Fund within both communities". Specifically, the majority of external stakeholders discussed the importance of the 'international' dimension of the Fund. It was also viewed as having a high level of "independence" and "autonomy" from government whilst continuing to have valuable "close connections".

In terms of its strategic positioning Board members and Secretariat staff believed the Fund had been successful in supporting a spectrum of activity including communities and areas considered to be 'hard to reach' and at the 'sharp-end' of conflict transformation processes. However, a minority of external stakeholders questioned whether the Fund had taken enough risks in specific areas. For example one stakeholder asked about the Fund's intervention with young people in areas associated with dissident activity and asked how such interventions were distinct when compared with mainstream government activities.

A few also asked if over time, processes and procedures had developed which have reduced the Fund's ability to take risks. This debate was seen as key to any discussion of what the Fund should focus on in the future.

Overall, the Fund was perceived by stakeholders to be a "success story" and was viewed as having the capability to engage with marginalised communities on both sides of the border.

Awareness and views of the Fund Strategy

There was a good degree of awareness amongst stakeholders of the high level strategic aims of the Fund. In particular, consultees were clear on the Fund's movement away from being focussed on economic development towards contact, dialogue and reconciliation under the new strategy.

The large majority of consultees indicated support for this change in strategic direction. However, a small number of stakeholders questioned whether there was a sufficiently clear connection between the high level strategic aims and the work on the ground. In particular, these consultees believed that the Fund should articulate more clearly how the various activity streams contributed together to overall reconciliation goals.

In a wider sense, stakeholders at all levels discussed the challenges faced by the Fund in moving from a hard economic focus to reconciliation. Whilst a few stakeholders identified these challenges in terms of the "length of time" taken by the Fund to make this change, others talked positively about the Fund "embracing the change" and "really getting to know the communities". Board members and Secretariat staff all identified the challenges faced by the Fund in moving into the new strategy but there was a general consensus that whilst this was a "difficult journey" it was a "journey that was needed".

In relation to the southern border areas, a few consultees most familiar with this region commented on the "challenges in interpreting how the Fund would operate" as reconciliation issues were less recognised. Development officers and Secretariat staff discussed this challenge in terms of "supporting people to understand what reconciliation means for them" and whilst recognising the challenges at the outset of the new strategy believed progress had been made and more individuals / communities in the southern border communities were beginning to connect with the Fund.

A few stakeholders questioned the reduced focus on economic development, especially given the current economic climate. In particular, they argued if someone went through a reconciliation process, but at the end of it was left unemployed and without skills, they were more likely to return to "un-reconciled" attitudes and behaviours.

Economic Climate

The wider economic climate and pressures resulting from government cut-backs were presented by the majority of stakeholders as a key contextual issue. In particular, stakeholders discussed the "increasing need" for intervention because of the drawback of public spending and the resultant impact on deprivation with "those already in deprivation most likely to suffer as a result of cut-backs". Some stakeholders feared this created the conditions in which "anger and violence" could be nurtured.

A few stakeholders commented on implications in the context of the reduction in funding from other sources, including EU funding and Atlantic Philanthropies as well as the potential closure of the International Fund for Ireland. Specifically, stakeholders discussed the need for funders to take steps to focus on sustainability issues, co-ordination and learning and disseminating lessons.

Political Context

The majority of stakeholders highlighted the "new context" presented by the wider political progress in recent times such as agreement on the draft CSI programme and the devolution of policing and justice.

A few stakeholders discussed the "ongoing threats" to political stability over the review period with specific reference to "dissidents" and "violence". Again, a limited number of stakeholders questioned whether the Fund was willing to undertake "political risks" in these areas. Within these limited number of stakeholders there was a belief that the Fund had "avoided anything too political". Board members and Secretariat staff however believed that the Fund due to its "unique position" had been able to engage with communities that government and other funders were not able to get to. The majority of stakeholders agreed with this but, a minority questioned whether the Fund used the "uniqueness" and "flexibility" to its full capability. In mentioning this stakeholders discussed 'hard edged' issues including projects in areas with known dissident activities.

Performance and Impact

Stakeholders were asked to provide comment on the performance and impact of the Fund. In particular, to provide views on the Fund's perceived strengths and weaknesses, its contribution to wider objectives and its overall impact.

Difficulty in Measuring Impact

Stakeholders were largely in agreement around the difficulty in measuring impact relating to contact, dialogue and reconciliation activities. Stakeholders were of the opinion that output measures in terms of the "numbers of projects supported" were much easier to measure than impacts and outcomes. The shift in strategic emphasis also meant that as well as moving away from easier to measure outcomes (workspace, employment, leverage etc) new methodologies for measuring more complex relationship building and reconciliation outcomes had to be developed and applied.

Views on Performance

Feedback in consultations regarding the Fund's performance and impact was largely positive. Stakeholders observed the Fund has "credibility within communities" and is "respected for its independence". Specifically, the majority of stakeholders discussed the "structure and continuum" of programmes providing in some cases the scope for communities with limited infrastructure to get a "foot up".

A key message from the majority of stakeholders was the contribution of the Fund to the 'bigger picture', specifically the quantum of activity "helping embed stability on the ground" through projects and programmes engaged on relationship building and leadership development. A few stakeholders also highlighted the role of the Fund in "creating space for political progress at a regional level".

Other stakeholders specifically referenced Fund programmes in connecting with groups / communities who were historically "outside of the process". This included reference to the Orange Order and GAA through the Maximising Community Space programme but also reference to communities, for example, in southern border areas who had not engaged with other funding processes in the past. The "open-call" nature of the majority of programmes through managing agents was viewed as a positive and accessible approach.

Views on impacts / outcomes

Whilst recognising the difficulties in measuring impact, stakeholders did articulate a number of impacts they have directly witnessed as a result of Fund intervention or have been informed about through various media including programme / project evaluations. This included reference to:

- **increased confidence** – supporting individuals / organisations and communities to get involved in activities / projects which have developed confidence. As a result of increasing confidence stakeholders also referenced "increased participation in more intensive" peace-building work as confidence has developed. This was particularly referenced in terms of cross-community work between individuals / organisations who had never worked outside of a single identity basis.

- **increased capacity** – in terms of increased capacity, a few stakeholders discussed the increased confidence of individuals / communities to develop, which in turn had supported increased skills and participation. In particular, specific programmes such as Community Leadership and Integrating Community Organisations were referenced in terms of developing the communication skills, leadership, decision making of individuals which in turn had served to support capacity building at a community level.

- **developing relationships / partnerships** – the majority of stakeholders referenced relationship development as a proxy for increased capacity / confidence. The majority of managing agents discussed the development of relationships between themselves and other communities / organisations that had not been in place previously. In addition, stakeholders discussed relationships / partnerships between communities / organisations within specific localities that had been developed as a result of Fund programmes as well as increased relationships between communities / organisations and statutory bodies that "had not been possible" before the increased capacity / confidence gained as a result of a Fund programme.

Board members and Secretariat staff highlighted independent evaluations of programme activity as demonstrating the value and impact of Fund intervention.

Contribution to wider objectives / influence of wider policy

The performance and impact of the Fund was also discussed by stakeholders in relation to its contribution to wider objectives of government and society. In addition, there was also some comment from managing agents in relation to the impact of the Fund on their own development and thinking.

Stakeholders made reference to two of the more "strategic" areas of Fund activity relating to housing and education. In relation to education, stakeholders recognised the impact of the project activity on the ground, however, they were less clear about the impact on wider policy. It was also acknowledged just how difficult the education arena has been with slow progress on a number of strategic themes (e.g. Education and Skills Authority). In comparison, a few stakeholders highlighted the fact that the Shared Neighbourhood Programme had been referenced within the Independent Commission on the Future of housing in Northern Ireland[28] as evidence that the programme has made a positive impact in relation to housing policy.

Managing agents discussed the impact of the Fund on their own development and thinking. In particular, one managing agent suggested that they were beginning to apply the "innovative model" developed through the Fund programme they deliver on other programmes whilst others identified the models applied in their case as being "best practice". However, similar to the wider policy level comments, a few stakeholders were less certain that lessons were being learnt and applied by managing agents at an organisational level.

Processes

Stakeholders were also asked for their thoughts and opinions in relation to processes associated with Fund activity. This included views on the Fund's application / decision making processes, evaluation and monitoring and relationships at various levels with stakeholders.

Approval processes / decision making

The majority of stakeholders were aware of the Fund's project approval and decision making processes with the majority indicating that processes were robust and provided substantial opportunity for challenge. Board members and Secretariat staff indicated that procedures had developed over time with the majority of work taking place in the initial stages between "project inception and programme team meetings". A few stakeholders, including Board members and observers, indicated that whilst this initial level of work was welcome it did "limit the opportunity for debate at Board meetings" as projects have already largely been "tested and refined". However, Board members also stated that they have opportunity to feed into

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[28] http://www.cih.org/northernireland/housingcommission/

the debate on applications during the Designated Board Member stage and therefore there is reduced need for further debate at the final Board Meeting stage.

There was also comment from a limited number of stakeholders with regards timing of the approval process questioning whether the "thoroughness of the processes reduces the capacity of the Fund to be fleet of foot" in responding to situations or opportunities.

Flexibility

The majority of stakeholders, including those from other funding organisations discussed the "flexibility" of the Fund as being perhaps its "greatest and most distinctive strength". In particular, examples were provided of specific projects where the Fund's flexibility afforded it the opportunity to "move at the pace of the project and community". This was viewed as being most critical at times of particular "tension" or "conflict" when other funders would have had to withdraw.

Brokering Role

The majority of stakeholders also discussed the "critical brokering" role the Fund has played at times with other funding bodies / organisations with particular reference to the Fund being "first money on the table". Board members and Secretariat staff agreed with the importance of this role, particularly given the challenges faced as a result of the economic climate. As noted above regarding flexibility, the Fund's perseverance with keeping money on the table was also crucial in some instances. In addition to the leverage role, the Fund's role in actually getting "other funders motivated" was identified by a few stakeholders.

Monitoring and evaluation process

A limited number of stakeholders were less clear about the role of the Fund in terms of monitoring and evaluation processes. Whilst the decision making and application processes for project approval were viewed as robust, a few stakeholders believed that a "culture of evaluation and learning" was not sufficiently emphasised within the Fund. This was highlighted by these stakeholders as a key requirement for the Fund within its 'sunset period' to ensure vital lessons are learned and articulated.

Secretariat staff discussed the "important role" of managing agents and development officers in terms of monitoring projects from inception to completion.

Advisory Committee

The Advisory Committee is comprised of senior officials from the British and Irish governments and assists the Fund Board. The majority of stakeholders who commented on the Committee recognised its important role historically for the Fund. Almost all considered that role to have changed, in the sense of reducing in importance. Some added the suggestion that its Northern Ireland representatives should be better aligned with OFMDFM "due to its policy remit", rather than its alignment with DFP, which is considered "historic".

Relationships

Throughout the consultations we discussed the nature of relationships at various levels, for example, through the Fund's Board, with managing agents, with the public sector and wider communities.

The first set of relationships considered are relationships with organisations or individuals who are either full members or observers on the Board. This includes observers from international donor countries including USA, EU and Canada. This relationship allows these countries to "help monitor their funding". A few stakeholders highlighted the specific expertise of the board in terms of accounting, human resources and finance but there was less clarity in terms of peace-building and reconciliation expertise.

The Fund has relationships with a number of managing agents across the range of programmes including RDC, CRC, YENI, NICVA and CFNI in the North and Junior

Achievement in the South. The Fund has also engaged a team of development officers across three localities in southern border counties. These agents act as local contact points and assist prospective applicants to identify and develop proposals. At a departmental level, a number of programmes are also delivered through departmental liaison teams including DEL, DE and NIHE. Stakeholders were generally positive about the role of managing / delivery agents with specific reference to agents being "experienced and knowledgeable" with a few indicating the success of the Fund overall was due in part to these agents. However, a limited number raised concerns with regards the "accessibility" of funding to marginalised communities who do not have developed relationships with these agents and do not have capacity to access the Fund directly.

In terms of other funders, a number of mechanisms are in place to ensure connection at an operational level. For example, representatives of the Fund act as observers on the Peace III Monitoring Committee, whilst staff from SEUPB attend certain meetings of the Fund programme team. However, stakeholders were less clear of how relationships were developed at a strategic level. A few stakeholders believed this was important in the context of reduced funding pots, notably in relation to EU funding. The Fund has linked with Atlantic Philanthropies around its Education Programme. This is viewed as a positive model of strategic collaboration between funders.

Looking forward

Consultees were finally asked to comment on the way forward in relation to the Fund specifically with regards the implications of key contextual issues including tightened government funding.

Leaving a Legacy

In line with the impacts highlighted in the previous section, stakeholders also identified a number of other sustainable outcomes which could be considered legacies. These included those more associated with the economic programmes of the pre-2006 strategy (e.g. capital, workspace etc). Other "legacies" referenced by stakeholders included relationships / partnerships, community capacity and leadership development.

The majority of stakeholders recognised the importance of the Fund leaving a legacy and were positive with regards the "movements already made by the Fund in this direction". However, for a few stakeholders another important "legacy" related to the lessons that could be learned from a peace-building perspective to ensure future generations do not return to the violence or "go down that road again".

Views on Fund direction

A number of stakeholders asked the question whether there was "an opportunity or need" to focus more on the "hardest to reach communities". In the majority of cases stakeholders were not suggesting a re-focus of activities but rather suggesting the existing programmes consider addressing specific communities that remain "out of reach of other funders and government". Examples of this included those communities who do not have the capacity to access funding on their own, getting beyond 'gatekeepers' to access issues on the ground and marginalised young people.

As discussed within the context section, tightening government funding and reductions in other sources of funding for related sectors were highlighted as likely to have an impact on the scope of the work of the Fund in looking forward. However, the majority of stakeholders were of the opinion the Fund should ensure it does not fall into the trap of being a "funder of last resort", specifically ensuring it does not "bridge the gap left behind by government".

The wider impacts of the recession were also highlighted by a few consultees. Several consultees specifically picked up on the recession creating "increased difficulties" within deprived areas, with areas suffering disproportionate levels of unemployment. As a result, a few stakeholders commented on the potential impact on young people who could "easily get led into the wrong activities" as a result of disengagement or boredom.

Lessons for other peace-builders

Consultees were also asked for lessons that could be learned from the Fund experience which can be applied by peace-builders in other regions.

Importantly, the majority of stakeholders initially made reference to the fact that lessons could and should be learnt for other peace-builders but it was important to recognise the "uniqueness" of the conflict in Ireland. As a result, whilst the narrative and principles could be shared it was important to ensure that "methodologies were tailored" for other peace-building regions according to their own requirements.

In relation to the principles, stakeholders made reference to the importance of "independence" in bringing support from all communities and supporting the Fund to work in the "harder to reach" communities. In addition, the engagement of "experienced and knowledgeable" managing agents was also highlighted.

In looking forward, stakeholders commented on the "need for strategic learning". Whilst there was recognition of lessons being learnt at programme level there was less clarity as to learning and reflection at a Board level. At a programme level, Secretariat staff and managing agents discussed the lessons learnt through evaluations. In addition, how some programmes had been "reflected upon and refined", for example, the AMBIT Community Leader programme which started as a business development programme had shifted towards a more thematic approach to community leadership training introducing elements of reconciliation. The majority of stakeholders agreed that programme level experience and lessons were valuable but questioned whether a similar process was being applied systematically at a strategic Secretariat/ Board level in order to maximise learning and recycle that within the operation.

4.3. Survey with Project Promoters

As part of our research, a telephone survey was carried out with 100 project managers. As the Fund's strategy changed in 2006, an attempt was made to ensure a high proportion of projects surveyed were funded under the 2006 strategy programme themes. However some projects that were developed under the previous strategy (i.e. pre-2006) have been approved and funded during the period of this evaluation and therefore are also included in the survey. In this section projects funded under the new strategy are referred to as 'post-2006 programmes' and those that were funded under the previous strategy are referred to as 'pre-2006' programmes (even though they have been operating after 2006).

In an attempt to ensure a high proportion of projects funded under post-2006 programmes were included in the survey, all of these projects were contacted first. Once this list was exhausted the pre-2006 project managers were contacted. Out of the 100 respondents, 77 were managers of projects funded under post-2006 programmes and 23 were managers of projects funded under pre-2006 programmes.

The key results from the survey are summarised below. A full set of results can be found in Appendix Four.

Responses

Figure 5.1 below shows the split of respondents across the pre and post-2006 programmes. This compares favourably with the actual distribution of projects across the Fund's programmes (see Table 4.6).

Figure 5.1
Split of respondents

Rural Development - DARD (Pre - 2006)	1
Special Projects (Pre-2006)	2
Business Enterprise & Technology (Pre - 2006)	2
Actions to Encourage Reconciliation (Pre - 2006)	2
Sharing Education (Post-2006)	4
Rural Development - RDC (Pre - 2006)	5
Legacy (Post-2006)	6
Urban Development (Pre - 2006)	11
Integrating Communities (Post-2006)	13
Community Bridges (Post-2006)	24
Community Based Economic and Social Regeneration (Post-2006)	30

Source: Deloitte Survey 2010

Context

It was clear from the findings that the majority of projects' operations have been impacted by at least one contextual change

Figure 5.2

Contextual changes that have impacted on projects' operations

other	3
Increase in level of community tension	22
none	24
Organisational change, that is, for the organisation delivering the project)	29
Political stability, for example, the level of maturity of NI Assembly/ Executive	31
Reduction in level of community tension	36
Economic, for example, recession	51
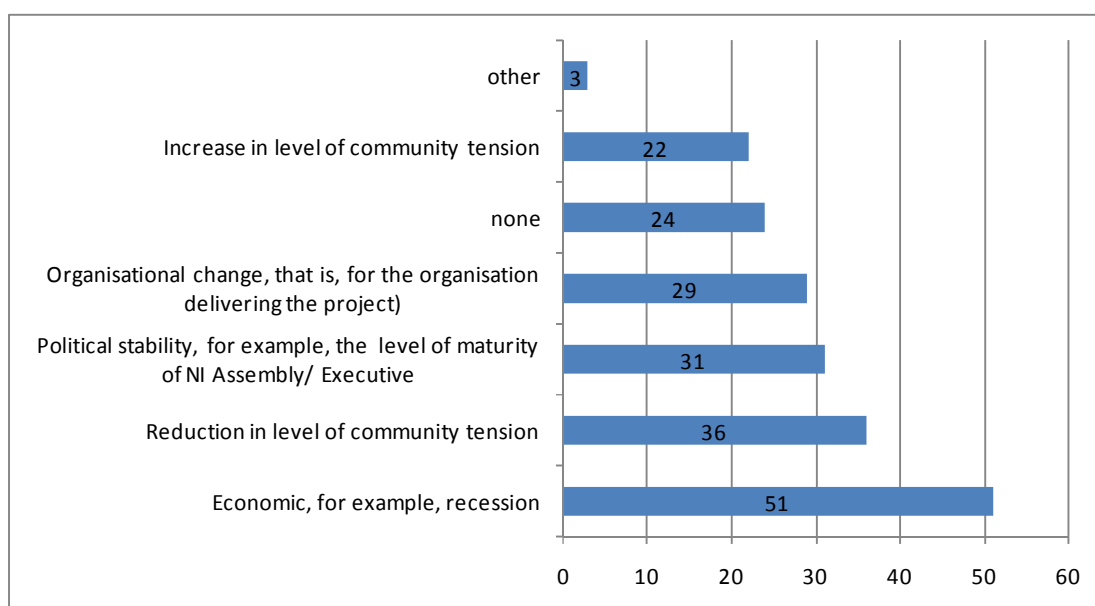
Source: Deloitte Survey 2010

A range of contextual issues have impacted projects' operations. The most common issue has been the economy (51 per cent of projects). Other issues included political stability and changes in levels of community tension. However the findings also paint a complex picture because while 36 per cent stated that their project had been impacted by a reduction in the level of community tension, a further 22 per cent stated conversely that an increase in community tension impacted on their project.

Outcomes and outputs

Nearly all projects surveyed reported making a contribution to the overall aim of reinforcing progress to a peaceful and stable society. Projects funded under the post-2006 programme themes are more likely to have targets in place to measure this contribution than those funded under the pre-2006 programmes. The main impacts realised to date for all projects was 'new or enhanced community relations'. The shift in strategy focus can be seen by looking at the least commonly stated impact for projects funded under pre-2006 and post-2006 programmes which has shifted from 'new or enhanced cross border relationships' to 'dealing with the problems of the economically inactive and long-term unemployed'.

Figure 5.3

Anticipated Outputs
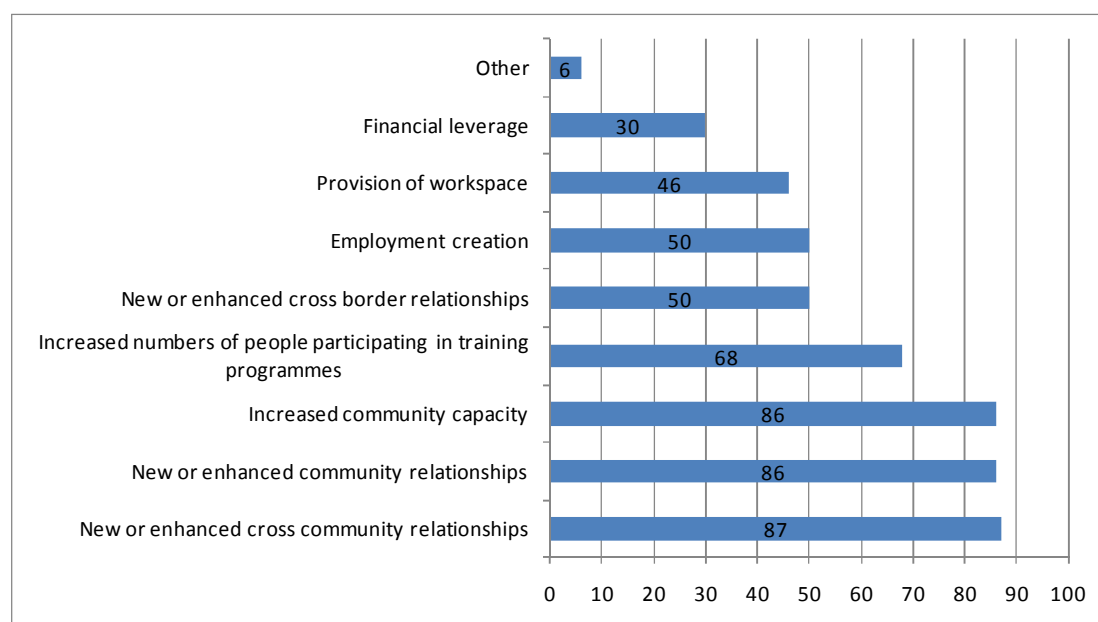
Source: Deloitte Survey 2010

The key points from the survey in relation to outcomes and outputs are listed below.

- As can be seen from Figure 5.3, 'new or enhanced cross community relationships', 'new or enhanced community relationships' and 'increased community capacity', were the most common outcomes for all projects.

- As would be expected, the majority of projects funded under pre-2006 programmes, signalled that the anticipated outputs of the project were 'employment creation' or 'provision of workspace'. While the new strategy aimed to move away from these two outputs, nearly half of all projects funded under post-2006 programmes stated that 'Employment creation' (n=36, 47 percent) and 'provision of workspace' (n=31, 40 per cent) were anticipated outputs.

- Ninety-seven respondents agreed that their project contributed to the overall aim of reinforcing progress towards a peaceful and stable society to 'a great extent' or to 'some extent'. Two projects under the pre-2006 programme 'Urban Development' were the only ones deemed to be 'not contributing' to the overall aim of reinforcing progress towards a peaceful society which reflects the shift in strategy pre and post 2006.

- Just over half of all respondents (n=58) have set targets to measure the project's contribution to reinforcing progress towards a peaceful and stable society. Out of this number, five were projects funded under pre-2006 programmes and 53 were funded under post-2006 programmes. This indicates that those under the new strategy were encouraged and better equipped to set such targets.

Figure 5.4

Impacts realised to date
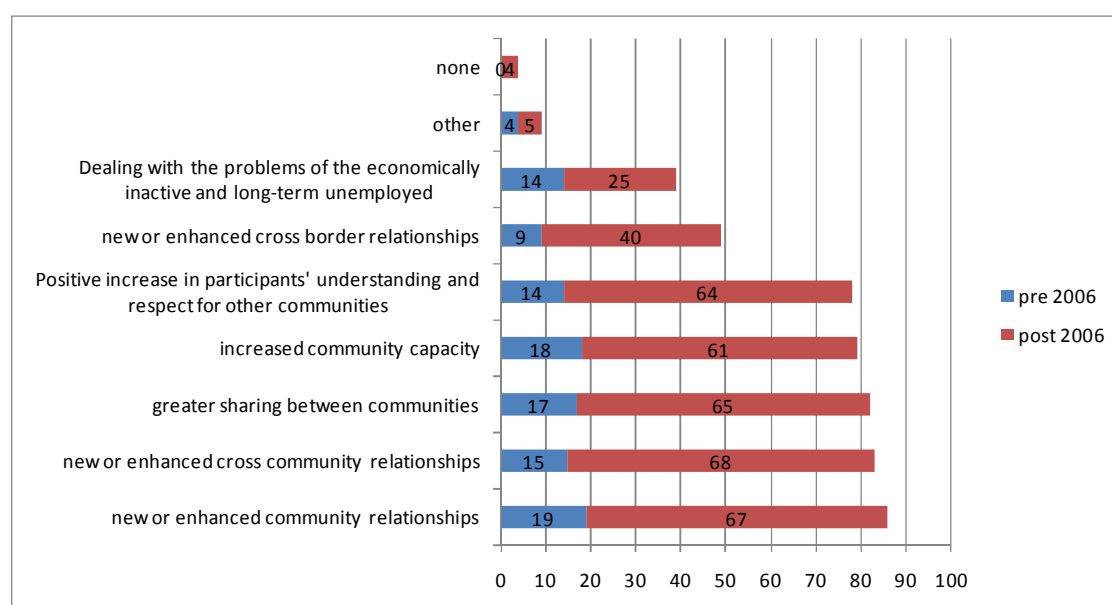
Source: Deloitte Survey 2010

- As shown in Figure 5.4 the most commonly realised impact to date (86 per cent) was 'new or enhanced community relationships' for projects funded under both pre and post-2006 programmes.

- The least commonly realised impact for projects funded under pre-2006 programmes was 'new or enhanced cross border relationships' and this has shifted to 'dealing with the problems of the economically inactive and long-term unemployed' post-2006, again signalling the shift in emphasis of the strategy.

- Respondents were asked what evidence they had of these impacts. The most commonly attributed category of evidence for projects funded under pre-2006 programmes was 'new or increased sharing of 'space'' which is reflective of the previous strategy. Post-2006, this has changed to both 'new, enhanced or sustained cross border and cross community relationships', and 'testimony of individuals'.

The survey highlighted that in the significant majority of cases, the funding received from the Fund was additional as projects would not have been able to go ahead without it. While the Fund is eager to ensure projects are sustainable once funding stops, almost all project managers surveyed felt that there would be a significant impact on their organisation once it finishes and a large number of organisations' other activities would have been affected without it.

Figure 5.5

Effect on project if financial assistance from the Fund had not been secured
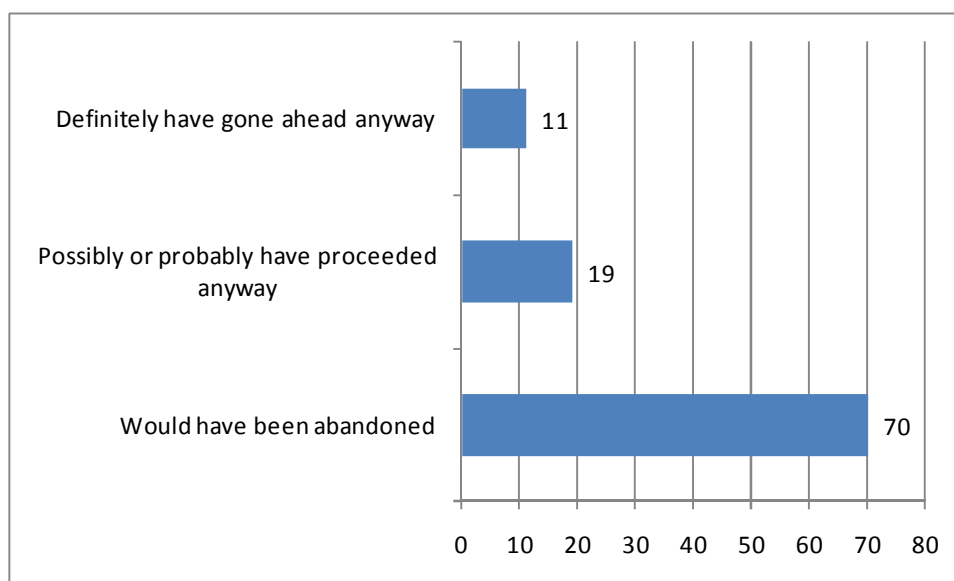
Source: Deloitte Survey 2010

The key points from the survey in relation to additionality are listed below.

• Seventy per cent of projects managers said that the project would 'have been abandoned' if they had not received financial assistance from the Fund, 19 per cent said possible or probably abandoned and 11 per cent would definitely have gone ahead.

• Proportionately, those projects under the 'Community Based Economic and Social Regeneration', and 'Integrating Communities' banners had the highest number of projects which would have to be abandoned without financial assistance from the Fund. In contrast, of the 24 'Community Bridges' projects, five would have definitely proceeded and four would have possibly or probably proceeded.

• The majority of projects that were financially supported by the Fund under pre-2006 programmes stated that the biggest benefit of the funding was the ability to 'start the project more quickly'. For projects funded under post-2006 programmes, this changed to the ability to 'increase the quality of inputs used for the project, for example, more specialist equipment, skills and expertise' In addition to this, a large majority of respondents stated that the award allowed them to expand the scope of the project to either produce 'more of the same outputs' or 'produce a wider range of outputs.

• Respondents were asked how the funding affected the organisation's activities and while the majority (46 per cent) stated it would not have had an effect, 34 per cent stated that

the organisation would have been unable to maintain previous activity.i.e. that the award allowed them to continue with previous activity as well as the funded project

Funding

- The survey asked respondents if co-funding was required for the project. The majority of projects (n=77) did require co-funding for both pre and post 2006 projects. The most common source of co-funding was 'Government funding' followed by 'Groups' own resources'.

Views of the Fund

The large majority of survey respondents felt that "there was something distinctive about the Fund". In addition, almost all stated the Fund is managed well, however just under half felt there was some room for improvement.

The key points from the survey in relation to views of the Fund are listed below.

- The most commonly viewed characteristic of the Fund by projects funded under pre-2006 programmes had been 'an independent and credible approach with strong international backing.' This has shifted for projects funded under post-2006 programmes to 'a willingness to innovate and to break new ground in support of reconciliation'.

- Seventy-four respondents think that there is something distinctive about the Fund. There were a wide range of reasons given for this but examples of frequent reasons given included:

  - the flexibility of the Fund
    "they are more flexible with their funding in regards of what it can be spent on [and] they are more willing to meet the needs on the ground level".

  - the Fund is seen as innovative and a risk taker
    "*have been known to take risks and be willing to put [the] first money on the table to help leverage funding from other sources".*

  - less bureaucracy compared to other funders
    "I think it lacks a lot of the bureaucracy than some of the [other] funding organisations...others have lost sight of the fact they are working with community groups"

  - the support given to the projects by the managing agents and secretariat:
    "The support of staff throughout the process [has] been very important and very very helpful for me"

- Figure 5.6 below shows that ninety-one respondents stated that the Fund manages the process well, however just under one half (n=43) felt there was some room for improvement. Only one respondent did not feel the Fund manages the process well. Respondents were asked what could be improved and a range of answers were given. The main themes were:
    - o Clearer communication between the Fund and the grantee;
    - o A clearer view of roles and responsibilities of Fund personnel;
    - o Quicker decision making and payments;
    - o More consistency in personnel;
    - o More flexibility (some stated this has reduced).

Figure 5.6

Views on how well the Fund manages the process of delivering financial assistance
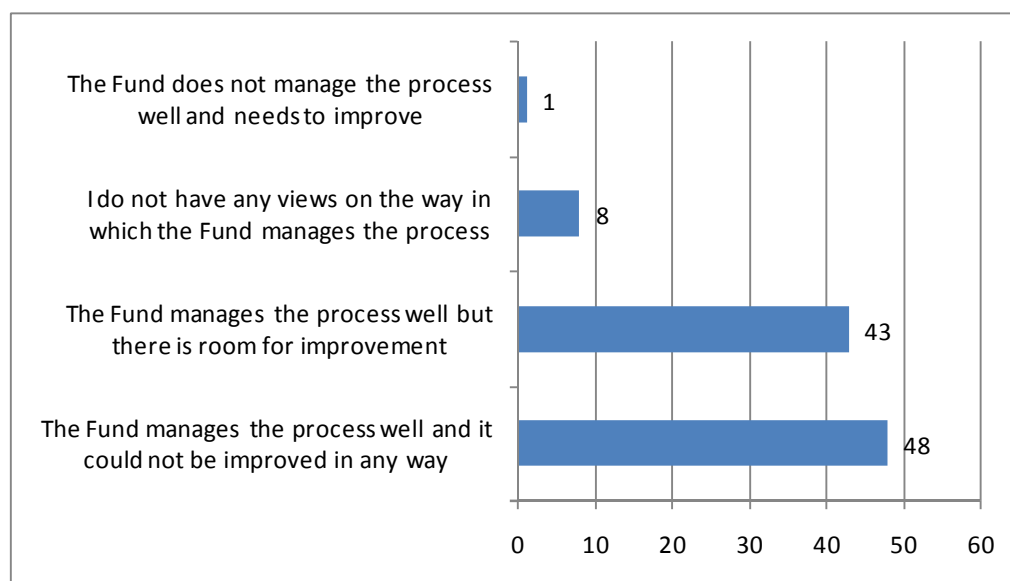
Source: Deloitte Survey 2010

Sustainability of Projects

Just over half of the survey respondents are still in receipt of funding. When funding does finish, most feel they will get funding from other sources or be able to support the work through income generation.

Figure 5.7

Is your project still receiving assistance from the Fund?
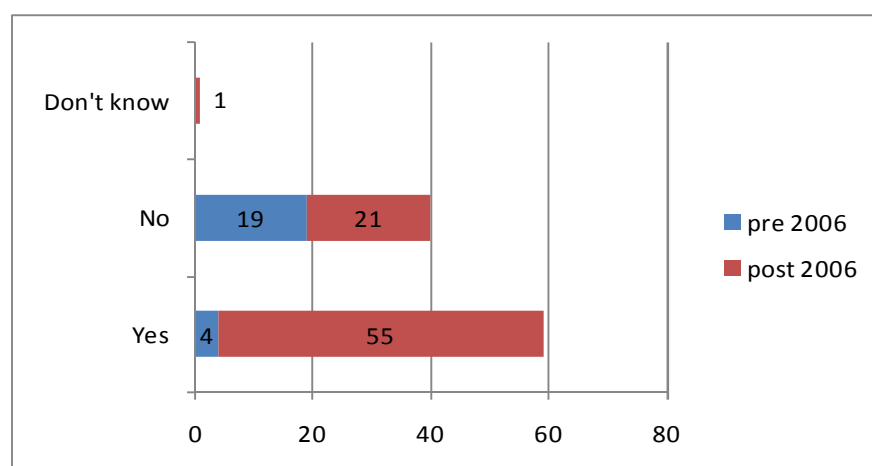
Source: Deloitte Survey 2010

The key points from the survey in relation to sustainability are listed below.

- Seventy-one per cent of projects funded under post-2006 programmes projects are still receiving funding (n=55), 17 per cent of projects funded under pre-2006 programmes are still receiving funding (n=4).

- Of those that are still receiving funding (n=59), the majority (38 per cent) stated that their projects will 'hopefully be receiving other funding' when the Fund finishes and just 22 per cent stated the project will be revenue generating and will therefore continue as self-sustainable.

- Of those projects that are not still in receipt of funding, 36 project managers stated the organisation is now self-sustainable i.e. one that is generating revenue.

- The results show that 91 per cent of all respondents felt that there would be a significant or very significant impact on organisations which have benefitted from support to date if the Fund were to stop operating.

- Fifty per cent of organisations will experience at least significant impact to their sustainability once the support from the Fund ceases. Most affected in this category are 'Community Based Economic and Social Regeneration' and 'Community Bridges' with 64 per cent and 59 per cent of organisations experiencing significant impact to their sustainability, respectively.

4.4. Case Studies

In order to further validate the findings from the stakeholder consultations and to demonstrate in more detail some of the work undertaken by the Fund we have completed 13 case studies describing a number of projects the Fund has supported in recent years.

The projects were selected in agreement with the project steering group and involved a site visit and follow up telephone calls in order to gauge the level of satisfaction and outcomes / impacts of the Fund.

In this section, findings from the case studies are set out under key themes. In Section 6, further evidence from the case studies is included to help support our analysis. Full case studies are presented in Appendix Five.

A wide range of projects have been funded by the Fund and this is reflected in the 13 case studies completed e.g. strategic level projects, to large scale legacy projects to on-the-ground community level projects. A list of the projects visited is included in Table 5.1.

Table 5.1 Projects Visited for Case Study

Project Name	Programme	Strategic Theme	Amount of Funding
Crossfire Trust	CBESR	Building Foundations	£290,847
Kilkeel Parish Bridge Assciation	CBESR	Building Foundations	£121,695
Balor Community Development Association	CBESR	Building Foundations	€255,064
Organic Centre	CBESR	Building Foundations	€362,192
Seacourt, Craigyhill & Anteville	Communities in Transition	Building Foundations	£2,150,000 across ten areas
Local Initiative for Needy Communities (LINC)	Community Bridges	Building Bridges	£192,971
Wider Horizons	Youth Programmes	Building Bridges	£4.2m per annum
KEY	Youth Programmes	Building Bridges	£4,154,524
Sharing In Education Programme (Strategic level)	Education	Building Integration	£1,967,191
Shared Neighbourhood Programme – Annadale	Housing	Building Integration	£865,000
DENNET Interchange	Integrating Community Organisations	Building Integration	£189,039
174 Trust	Sustainability	Leaving a Legacy	£1,410,632
Glencree Centre for Peace and Reconciliation	Legacy	Leaving a Legacy	£2,067,107

Below is a distillation of key messages from the case studies. Further evidence from case studies can be found in the analysis section and appendix.

Funding

- The Fund has allowed many of the projects case studied to leverage additional funding from other sources and some viewed the Fund as 'the first one at the table'. For example the 174 Trust has been able to secure c. £1m from the Heritage Lottery Fund following commitment from the Fund of £1.4m. The Wider Horizons Programme has also received approximately £1.7m per annum from DEL and FAS in the current review period against Fund commitments of £4.2m per annum. A few of the projects case studied identified the Fund as "the only one at the table" due to changes in the funding environment.

- A majority of projects operating in both the North and South expressed some confusion as to what is happening with the future of the Fund and they do not feel that there has been enough communication from either managing agents or the Fund on this subject. Some project managers connect this uncertainty with difficulties in planning strategically for the future. With a few others there seems to be some denial / lack of understanding that funding is coming to an end.

- All of the programmes/ projects case studied were of the opinion that Fund support was additional. Whilst some of the programmes/ projects received financial leverage in all

cases this was as a result of Fund intervention in the first instance. All programme/ project promoters stated that without Fund support the activities / services offered would not have been delivered, certainly at the same scale.

Context

- All programmes / projects case studied had been affected in some way by contextual changes. The most commonly quoted change was the economic downturn/ recession and the impact this has had on available funding sources. Programmes/ projects based in the south all referenced the challenging economic climate as a key concern both at present and in looking forward. They also stated that this has had an impact on the people they are trying to help particularly because of redundancies and the decreased likelihood of finding employment.

- Another contextual change quoted by the majority of programme/ project promoters was the increased dissident activity. Some were of the opinion that this was linked to the economic recession because with less employment options, there is an increased risk that young people may be encouraged to get involved in this type of activity. Programme/ project promoters therefore saw the increased need to provide 'an alternative'.

- The majority of programme/ project promoters also stated that they have seen an increase in marginalisation and isolation in communities and there is a need to target these individuals who need support. For example, the Wider Horizons Programmes has moved towards targeting 'harder to reach' and disadvantaged young people (i.e. in terms of alcohol / drug misuse, mental health issues etc).

Impact / Outcomes

- Due to the wide spectrum and diversity of projects visited, a wide range of impacts has been identified.

- One of the most frequently reported impacts was capacity building either at an individual level, an organisation level or a community-wide level. Within capacity building there were several different elements that were identified:

  o creating the volunteering culture – it has been recognised in a few projects that funding will not last forever and therefore volunteers will be needed to carry on the work. This was particularly evident in the Communities in Transition project visited in Seacourt where local people had come together to form a Community Forum. They understood that while money could be used to fund a Community Development Worker, it would be better to develop a culture of volunteering so that when funding did finish, the volunteers could still continue. The Kilkeel project whilst not directly aiming to generate a volunteering culture has engaged with a number of young people who were now more interested/ motivated to help out at both youth clubs involved in the project.

  o leadership – A few of the projects visited have provided training to community leaders. For example people from the two communities that came together for the integrated community organisations project in Donnemana and Park village (representatives from Dennett Interchange Ltd & Learmount Community Development Group) were provided with training on how to run a steering group effectively before becoming members of the multi-functioning group.

  o training – providing training to the local communities e.g. the Communities in Transition programme in Craigyhill and Anteville is run in partnership with Larne Enterprise Development Company which provides spaces for individuals from these two estates on training courses they run.

- All CBESR projects visited spoke about creating a 'structured space' for dialogue. In particular both projects based in the South (Organic Centre and Balor DCA) talked about bringing people together through a shared interest (i.e. Organic food / cooking and Arts) in the first instance and then using this forum effectively to promote contact and dialogue.

- The importance of the relationship between delivery agents/ development officers and programme/ project promoter was very clear. For many programme/ project promoters the delivery agent/ development officers are 'the face' of the Fund and projects have often built up a reliance on them in terms of their experience and knowledge to effectively support them through to completion.

Future

- The future sustainability of projects varied with some project managers stating that the project is unlikely to be mainstreamed and therefore not sustainable post-funding. Other projects were hoping to be self-sustainable either through revenue generation (e.g. 174 Trust plan to rent out office space) or volunteering (e.g. Communities in Transition areas). Other programmes such as those with Housing and Education elements hope to influence future policy.

- The CBESR project promoters in both the North and South stated that while the projects themselves may not be sustainable the outcomes hopefully will be because of the relationships that have been developed at a community/ individual level.

- All programme/ project managers were of the view that there is still a widespread need for peace and reconciliation work to continue. This is particularly evident in areas that are marginalised and isolated. There is agreement that there still exists the conditions for returning to violence to some extent and that it is important to support communities to ensure this does not happen.

- Many programme/ project promoters in the North are aware of the CSI consultation document and there are varying views of this. For example, QUB is planning to respond to this consultation process because the policy is very important to their work. However one project promoter did state that from their experience of working on the ground, communities do not want CSI because they simply do not want to change.

- Programme/ project promoters were asked what they thought the future focus should be on and there was a variety of responses such as young people, marginalised groups, education and training.

Distinctiveness of the Fund

- Programme/ project promoters generally agree that the Fund is more flexible than other funding programmes. This flexibility allows them to tailor activities to suit the needs of the targeted groups.

- The Fund is viewed as separate and distinct from government funding which some programme/ project promoters have stated allows them to open dialogue with groups that traditionally do not engage. For example, the success of the SNP in the Annadale area was partly to do with being able to engage with the Orange Order in the area.

- The prevalent view within case studies was use of delivery agents/ development officers is an effective way to manage the Fund (in most cases) because it utilises the experience and relationships of these organisations.

Issues

- A few of the programme/ project promoters we spoke to were unclear on how their project fits in with the overall strategy of the Fund.

- In order to run the Sharing in Education Programme (SiEP), the Fund has established a Liaison Unit in the Department of Education (DE). This is following Board approval in 2008 to appoint DE as the Fund's managing agent for the SiEP. It is hoped that the strategic relationship between DE and the Fund will be strengthened with the ultimate aim to shape education policy. During the consultation period there have been conflicting views as to how effective this has been to date. From the Fund/DE Liaison Unit perspective it is relatively early for them to have influenced policy but they do hope to gather evidence from SiEP projects in order to affect policy change. One project delivered under the SiEP is the Sharing Education Programme (SEP) by QUB. QUB believe however that the Fund/DE Liaison Unit creates an additional layer that slows down decision making. They also believe that in the first phase of SEP, the Fund was fairly flexible with funding so that if, for example, an activity that was in the original budget was no longer required, other activities could be done that weren't in the original budget as long as it still met the objectives of the programme. It is felt by QUB that the value of the flexibility allowed, no longer exists within the programme. DE has confirmed that flexibility is an option, but that this has to be managed in a way that is clearly auditable and within the procedures which have been clearly set by the Fund with regard to virement between budget lines and which are detailed in the project Letter of Offer.

4.4.1. Summary

This section has distilled evidence from consultations, survey and case studies. The section has represented the views of stakeholders consulted and does not reflect Deloitte's opinion, which is contained in our analysis in Section 6. Further, fuller evidence in relation to the survey with project promoters and case studies is available in the appendices.

5. ANALYSIS OF PERFORMANCE, STRATEGY AND MANAGEMENT

5.1. Introduction

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

- Outputs and Achievements;

- Issues related to the New Strategy; and

- Issues related to Management.

The conclusions and recommendations in section 7 are drawn from this analysis.

5.2. Outputs and Achievements

Implementation of 2005 Strategic recommendations

"Comment on the success or otherwise of the implementation of the high-level and strategic recommendations contained in the 2005 Deloitte MCS Ltd Review"

Deloitte was commissioned in 2005 to undertake an external review of the Fund focussed across three core strands of (i) outputs and impacts (ii) strategy and (iii) management. The Final report outlined a number of high level and strategic recommendations as presented in section 3.2.2.

Our analysis and consultation process has identified that positive progress has been made in the implementation of recommendations from the previous evaluation. Table 6.1 below provides commentary against each of the strategic recommendations.

Table 6.1 Implementation of 2005 recommendations

Strategic Recommendation	Progress
1. The Fund should align more with the concept of 'a shared future' and with a greater emphasis on reconciliation	• In our assessment the Fund has been successful in terms of its changed emphasis towards sharing and reconciliation. There has been a 'tail' of funding from the previous strategy but this has declined and has made up a small proportion of overall spend. Our review observed evidence of the strategic change in Minutes of Board discussions, delivery mechanisms and awareness of this change among external stakeholders. New programmes and activities demonstrate the new strategy (e.g. re-imaging and 'sharing' programmes in housing and education).
2. Operate in more tightly defined geographic areas (e.g. 'at risk' area – interfaces, deprived areas etc)	• Analysis suggests positive progress against this recommendation with 89.2 per cent of all projects funded in the review period targeted towards designated disadvantaged communities in both Northern Ireland and the southern border counties. This demonstrates a greater concentration on deprived areas than evidenced during the 2005 review using the same methodology. The case studies in this review observed first hand projects operating in, or drawing participants from geographic areas characterised by interfaces, contested spaces and deprivation.
3. Maintain and develop strategic relationships with government Departments and other funders	• Through the majority of the Fund's programmes (for example, Communities in Transition (CFNI), Wider Horizons Programme (DEL/FAS), Shared Neighbourhood Programme (NIHE) and Sharing in Education Programme (DE)) the Fund has developed and maintained relationships with government Departments. The Fund has linked with Atlantic Philanthropies around its Education Programme, in a strategic funding collaboration and has also developed strong relationships with the delivery agents including CRC, NICVA and RDC). However there continues to be value in developing these relationships particularly during this time of austerity, as well as potentially developing new relationships (e.g. the Association of Charitable Foundations).
4. Move away from annual funding to 5 year planning cycle with associated budgets	• The Fund has demonstrated that the majority of programmes are funded over a 3 year period rather than annual funding. This includes CBESR, Communities in Transition, KEY, LET and Shared Neighbourhood Programme.
5. As part of the strategic plan – develop a PR and marketing plan	• The Fund sets the strategic direction for all PR and Marketing issues, via two Designated Board Members, with assistance from the Secretariat and the Fund's PR Company. While no formal marketing and PR plan has been developed, the processes in place are delivering good PR outcomes and feedback throughout the consultation period identified a positive PR image of the Fund across the range of stakeholders.
6. Test that no barriers exist to ensuring accessibility within communities most in need	• Feedback from stakeholders and project promoters suggest the Fund has been accessible and has worked alongside communities requiring support. This has been supported particularly through managing agents in Northern Ireland (who already have excellent networks, and can credibly widen these) and development officers in southern border counties who have worked hard in developing networks and access. 'Supporting' evidence of accessibility is the fact the Fund has increasingly been focussed in designated disadvantaged communities, and secondly the Trutz Haase report found balanced coverage across the two communities.

Overall Performance

"Assess the overall performance of the range of programmes supported by the Fund in relation to its strategic objectives in the 5-year period to end December 2009"

In this section we provide a high level assessment of overall performance. In section 6.3 (and Table 6.2) we present further analysis and assessment of the achievements against each of the objectives of the strategy.

The Fund has successfully implemented a revamped range of programmes, some of which have been newly developed and others have been revised for the new strategy. This implementation has been undertaken despite an unhelpful policy context, in particular the limited political buy-in to the Shared Future policy framework, following the restoration of devolved government in 2007.

Overall, the Fund has committed over £122m to more than 520 projects in Northern Ireland and the southern border counties in the period October 2004 – February 2010. In relation to the new strategy, between January 2006 and February 2010 the Fund has supported 334 projects with more than £89m committed. The largest proportion of this funding has been committed to the Building Bridges (29.4 per cent) and Building Foundations (27.9 per cent). Projects from the pre-2006 strategy make up less than seven per cent of funding committed during this review period. In addition the number of these projects has been reducing year on year. Significantly the majority of projects (89.2 per cent) funded since 2006 have been located within designated areas of disadvantage, showing an increase from 87 per cent within the 2005 review period.

Feedback from stakeholders and project promoters would indicate that the Fund continues to have a strong standing within all communities in Northern Ireland and the southern border counties. Using the reach of its managing agents (who tend to be the main 'face' of the Fund) and the flexibility of its funding the Fund has successfully worked with communities and projects that are located in the most deprived areas including several communities known to be challenged by continuing paramilitary influences. The Fund has developed and supported a number of innovative community development models including Communities in Transition, Community Leadership Programme and the Integrating Community Organisations Programme for which there is evidence of reconciliation benefits between different communities in Northern Ireland and to some extent in the southern border counties.   There is less evidence within the southern border counties because the need is often not perceived and there is a lack of clarity about what 'reconciliation' means in this context.

While the review has gathered a range of evidence on the overall performance against the Fund's strategic direction, there is limited systematic evidence from programmes. This is because projects and programmes have to date been measured against programme level objectives and therefore it is difficult to link the impacts to the strategic objectives.

At a more strategic level, there are also likely potential knock on contributions to the regional economy as a result of funding of this scale. Potentially, through engaging marginalised individuals in peace-building and reconciliation work there is a likely knock-on impact in terms of reduced instability within the peace process and consequent benefits for the economy (e.g. increased tourism / international investment etc). Although difficult to attribute directly to the Fund, its interventions have contributed to positive attitudinal and behavioural change on the ground, which have likely reduced tension and created more space for discussion at the political level. This is especially the case when the target areas and communities are considered.

Update Fund Outputs

"Update previous assessments of the Fund's outputs across a broad spectrum to include employment creation, financial leverage exerted by the Fund, number of young people participating in training programmes and delivery of cross-community and cross-border initiatives aimed at promoting conflict resolution, peace-building and reconciliation"

A critically important 'success' measure for any funder is their ability to leverage additional resources. Using information provided through the Fund database a total of £68.9m has been leveraged from other funding sources across the Fund strategy areas. In total this has resulted in an overall ratio of £1:£0.8 (i.e. for every £1 committed by the Fund, 80p is leveraged from other private / public sources). While this has reduced since the previous review period (£1:£2 in 2005) this must be considered against the context of a strategic change in emphasis away from economic development to 'less tangible' reconciliation and shared future focus. This may reflect the more limited funding for this type of activity from other funders across the public and private sector, or indeed the more limited likelihood of financial payback.

In relation to employment associated with Fund supported projects, our analysis would indicate that potentially 1,772 direct jobs and 537 indirect jobs have been created as a result of Fund activity. This could potentially generate additional impacts and expenditure in the local areas / communities. In recognising the change in emphasis of the Fund away from economic development towards reconciliation these figures represent a significant achievement of the Fund over the review period. Indeed, given economic recession, employment creation may be considered a more valuable outcome than previously.

The Fund operates several programmes with a particular focus on young people including KEY, KEY Start, LET, Wider Horizons Programme and GRIT. At the heart of all of the activities provided under these programmes is reconciliation, however, activities range from study and work training to cultural learning pursuits and confidence / self-esteem building activities. Evidence from our case studies and recent evaluations undertaken in relation to these programmes would indicate that a significant number of young people are participating in these programmes. Specific figures are presented below:

- **LET –** In 2009, 600 young people (aged between 12 and 13 years) attended the LET programme camps with more than 3,000 participating in the programme over the review period. LET is accessible by both communities and on a cross-border basis.

- **KEY –** In 2009, 900 young people (aged between 14 and 16 years) took part in the KEY programme with more than 4,000 participating in the programme over the review period.

- **KEY Start –** the Key start programme is focussed on young people (aged 14 – 16 years) in alternative education. Over the review period more than 200 young people were involved in the programme.

- **Wider Horizons Programme –** the Wider Horizons Programme is targeted at young adults (aged between 18 and 28 years). In 2009, 26 projects were delivered, involving almost 600 young adults with more than 3,000 young people participating in the programme over the review period.

- **GRIT –** GRIT is a pilot programme aiming to assist 16 – 18 year olds to make more positive plans for their future. In 2009, more than 120 young people took part on the programme.

Other programmes such as the Shared Education Programme, Communities in Transition Programme, CBESR and Community Bridges have also had a significant impact on young people as part of the wider activities of the projects on the ground.

In total the youth programmes identified have engaged with more than 10,000 young people of different ages from both communities and on a cross-border basis. The Fund does not have any specific targets for engagement; however, this figure is substantial. This is especially the case when findings from case studies and independent evaluations are considered which highlight the facilitation of friendship, greater tolerance and understanding and improved confidence / self-esteem of young people to contribute positively to society.

Contribution to positive change in attitudes, behaviour and perception

"Assess the degree to which Fund supported programmes have contributed to bringing about positive changes in attitude, behaviour, and perception, supplemented by any available research on the outcomes"

The scale of resources, and therefore the critical mass of projects funded offer significant potential to contribute towards peace and reconciliation outcomes. However, the challenge for the Fund is measuring these impacts in line with the overall strategic aims of the organisation. The scale and range of projects and the disparate nature of the activity, makes the extent of change difficult to quantify. On their own, many of the projects will be too local or too small to create any substantial change in wider society. However, grouped together it could potentially be quantified in terms of overall statistics. This is considered further in relation to potential impact indicators in section 7.

From our analysis of data, surveys, case studies and consultations with stakeholders we have identified a number of areas where the Fund supported programmes have contributed to positive changes in attitude, behaviour and perceptions, these are:

- **Positive Survey Results**

  Overall, more than 85 per cent of all projects surveyed (sample = 100) identified new or enhanced community relations, new or enhanced cross-community relations and increased community capacity as the most common outcomes associated with Fund initiatives.

- **Promoting cross-community (including cross-border) contact, dialogue and reconciliation**

  Combining the findings from our survey which identified a significant level of additionality with a significant level of cross-community and cross-border activity would indicate that opportunities for this type of work are taking place which would not have happened in the absence of funding.

  We recognise that it can be difficult to measure and demonstrate "reconciliation" however a number of the programme level evaluations have considered this specifically in relation to cross-community and cross-border activity. The evaluation of Phase One of the Shared Neighbourhood Programme highlighted that the programme has created neighbourhoods that are cross community and are safe to live in. *"The religious breakdown of the Phase One estate waiting lists, illustrate their attractiveness to both Unionists and Nationalists.....NIHE data, community surveys and community consultations all indicate that the Phase One estates are relatively free from hate crimes."*

  The evaluation of the Re-Imaging Communities Programme found that through the removal of "*sectarian aggression and racism in the form of murals, paramilitary memorials, emblems, flags and territorial colours..... the result has been the creation of spaces that are less-intimidating and therefore more welcoming to all sections of the community."*

Case Study Example 1

From our SNP case study in the Annadale area of Belfast there is evidence of not only cross-community working but cross-community living. The area is a community of mixed religion and ethnicity as well as being identified as an 'Area at Risk' because there was a high level of segregation. Through SNP, discussions were undertaken with a number of community representatives from a wide range of organisations such as Ballynafeigh Community Development Association (BCDA), the Annadale Residents Association, Engage with Age, the Chinese Welfare Association, Churches and the Orange Order. A number of cross-community activities took place to improve community relations and a Good Relations Strategy has been put together. While there is still work to do, one indicator of the impact SNP has had to date in the area, is the Orange Order has been keen to engage and are supportive of the funding application (from a range of local groups) to a programme which could de-militarise the facade of the Annadale flats (which has been approved).

- **Removing Sectarianism**

Removing sectarianism is perhaps the most challenging outcome to evidence with regards Fund activities. This is reflected in limited explicit evidence of removing sectarianism in programme level evaluations. However, the promotion of cross-community (including cross-border) contact, dialogue and reconciliation and resultant cultural learning and understanding as evidenced above, creates the conditions within which sectarianism is less likely to occur.

Case Study Example 2

The CBESR project in Kilkeel provides evidence of the potential of Fund activity to support the removal of sectarianism. Kilkeel has suffered underlying sectarian issues for many years. Parades are often viewed a demonstration of 'ownership of the town' and the source of much contention. The Loyal Order and Hibernian parades often see protests whilst local residents indicate that sectarian fighting and attacks are commonplace at the weekend.

Since it began in March 2009 the project has targeted over 150 young people (aged 12 – 18 years) from both sides of the community via a range of residential, trips, workshops and activities. While the young people will not have experienced the full extent of the conflict for themselves, they will be influenced by their communities' experiences and more importantly, the fears, mistrust and prejudices of their families and friends. These activities have provided opportunities to learn about each other, develop friendships and potentially break the cycle of sectarian thinking.

- **Develop confidence and self-esteem in young people**

As is evidenced in the section above the youth programmes supported by the Fund have engaged with more than 10,000 young people in various activities within the review period. Whilst this volume of activity itself does not indicate the 'quality of intervention' it does represent a sizeable population nonetheless.

In terms of specific evidence of outcomes the evaluation of the Sharing Education Programme included results from pupil and teacher surveys. The surveys clearly show cross-community contact and developing self-confidence in young people. When pupils were asked to reflect on the 'best things' about participating in the SEP, responses included:

- **'Increased my confidence'**: 45 per cent of pupils, 37 per cent of which ranked this first i.e. the 'best thing'; and

- **'Making friends with pupils from a different community background'**: 38 per cent of pupils, 41 percent of which felt this was the 'best thing'.

The evaluation of 'the impact of mutual understanding interventions on participants on the Fund's Wider Horizons Programme' highlights the promotion of cross-community and cross border contact with participants who are aged 18-28, *"The level of cross-community and cross-border contact among past participants up to two years after the end of the programme is 80 per cent. Indeed 93 per cent of the Northern participants have maintained cross border and cross-community contact."*

The evaluation also found there was "*a very high success level with personal development....demonstrated through: increase in confidence; improved self-value and self-esteem; improved social skills; improved communication skills..."*

The evaluation of the KEY and LET programmes demonstrated the positive change in young people's confidence levels. The evaluation found that "*after the programme, the review stated that a 'remarkable' 93% of participants 'strongly agreed' or 'agreed' that they were now 'more motivated' and 96% 'strongly agreed' they were 'more confident"* and *"Parents, particularly those of shy children, saw clear improvements in confidence, communication skills and taking responsibility."*

Case Study Example 3

Through our case study with the 174 Trust, the project promoter spoke about the change in attitude, perceptions and behaviours of local people. This change has now created the context to allow the renovation of a former Presbyterian church in a predominantly nationalist area to create a shared space for the people of North Belfast and beyond to come together and take part in joint activities that celebrate their diversity and shared heritage.

Impact of the closure of the Fund on organisations, areas and communities

"Provide an analysis and assessment on the likely impact of the closure of the Fund on organisations, areas and communities that have benefited from support from the Fund"

The impact of the Fund's support on organisations, areas and communities extends wider than financial support and there is evidence of the Fund's involvement acting as a catalyst to obtain support from other funders and statutory agencies. There is also evidence from particular programmes (e.g. Communities in Transition etc) that aside from leveraging funding, the Fund has raised the profile of organisations, areas and communities and created the conditions to foster multi-agency approaches to addressing local and societal needs. We have already outlined evidence of the potential impact of tightened government funding, combined with the economic recession, in relation to the funding space in which the Fund operates and the reduction of available "leverage" opportunities. Indeed, in this review process people have told us "*rather than the first money on the table, the Fund is more and more likely to be the only money on the table*".

In relation to deadweight, we asked project promoters (based on our sample of 100 projects) to identify *"the effect on the project if financial assistance from the Fund was not available*". The survey results highlighted that in the significant majority of cases, the funding received was additional as 70 per cent of projects believed their projects would have been abandoned. In addition, half of the project promoters interviewed who were still receiving financial assistance (50 projects) believed that removal of funding related to the project would likely have a significant or very significant impact on the organisation. Whilst the above results are self-reported by projects, these findings would indicate a significant level of additionality as regards Fund activity. Its closure therefore is likely to have a significant impact both on projects and a significant proportion of organisations delivering projects.

The Fund is also clearly valued and viewed as a "friendly" funder, as evidenced through our survey analysis, which works alongside communities in ways that are appropriate taking into account local need and at times moving at a pace suited by the community. In this sense they are perhaps more accessible to communities with limited infrastructure (e.g. southern border counties) than other funders and government (who are considered to have more complicated bureaucratic processes, and due to time pressure to spend, are less willing to take time to work with communities or on projects where risk of time delay is greater).

There is likely to be a disproportionate impact on those communities who previously had not been able to connect with funding processes and as a result may become increasingly "disconnected" when the Fund closes. These communities are also more likely to rely on public sector services and so there is likely to be a two-fold impact due to the wider public sector cuts.

Recommendations on how the Fund can support further initiatives to encourage contact, dialogue and reconciliation and on indicators that might better capture the impact of the Fund from the outset are presented in Section 7.

5.3.   Issues related to the New Strategy

Context of the wider peace process

"Assess the extent to which current Fund strategy takes account of the changes in Ireland / Northern Ireland in the context of the wider peace process"

While the period overall has seen some progress (e.g. the relative stability of the Assembly in Northern Ireland) there remain challenges, not least demonstrated by the continuing paramilitary violence, civil disturbances (often involving the very young) and evidence of continued division and lack of trust between communities. Over the period of the review there have been developments within Government policy and strategy, for example devolution of policing and justice. For most of the review period, the primary strategy of relevance to the Fund was A Shared Future, which the Fund Strategy was developed to align with. More recently the draft Cohesion, Sharing and Integration (CSI) policy has been agreed between First and Deputy First Minister and is currently out for public consultation.

In our view, despite the Fund's current strategy being developed in line with A Shared Future, it remains towards the leading edge in delivering programmes aimed at sharing and integration between communities. The current Executive is currently consulting on the CSI programme, a replacement for A Shared Future. For some commentators, the CSI policy document is vague and to that degree, it is unsurprising that the range of Fund supported programmes and activities can easily fit with this policy. Notably one issue given increased attention by CSI is race and homophobia.

There is significant uncertainty as to how much funding will be available to deliver CSI, given public finance cuts. Also given that current funding to CRC is just in the region of £3m, the chances are that resources to support this work will continue for a number of years to come in the main from non Executive funds. In this respect we would highlight three forward looking strategic questions for the Fund to consider given contextual changes:

- How does the Fund want to inform and support implementation of the emerging policy framework, CSI?

- How does the Fund reflect on the dramatically changed economic context and the predicted economic situation? In particular, does the change in economic context undermine efforts towards its strategic goals?

- Looking forward, where will the strategy take the Fund by 2013 (its planned spend down date)? If it does complete at this stage, what will it leave behind, what will be its legacy? If there is an extension to the funding support, how does it use this opportunity?

We consider these issues further in Section 7 when we look forward and provide recommendations for consideration of the Fund.

Achievement against strategy objectives

"Assess actual achievement against the objectives of the strategy"

Table 6.2 below provides an outline of the strategy objectives alongside achievements over the review period.

Table 6.2 Achievements against the Strategic Objectives

Strategic objectives	Achievements
1. Helping to build and realise the vision of a shared future for the communities in Northern Ireland and both parts of the island	There is evidence from stakeholder consultations that through particular projects, both at community level (e.g. LINC) and strategic level (e.g. SNP) that in certain areas sharing of facilities and resources between communities has been facilitated. In the SNP evaluation, it was recognised the programme was delivering cross-community living, not just cross-community working.
2. Promoting understanding between the different communities / traditions in Ireland	Evidence from stakeholder consultations, survey findings and case studies show that there has been work done to date to promote understanding between the different communities / traditions in Ireland. See case study 4 and 8 below. Survey results found that 87 out of the 100 respondents stated that one of the impacts they anticipated achieving was a 'positive increase in participants understanding and respect for other communities'.
3. Working within communities suffering the greatest economic and social deprivation, scarcity of employment and poverty of aspiration using shared economic concerns more systematically as a platform for stronger relations and reconciliation with their neighbourhoods	By working through managing agents, some stakeholders are of the viewpoint that this has allowed the Fund to access communities that are often unable to avail of funding sources due to lack of capacity infrastructure which has compounded issues of economic and social deprivation. The managing agents work with local communities to develop funding proposals and often have existing relationships and experiences that allow them to access these target areas. See case study 4 below. The location of projects funded also provide evidence of this, with 89.2 per cent of projects located within designated disadvantaged areas.
4. Facilitating more integration between the two communities	Survey results found that 87 out of the 100 respondents stated that one of the impacts anticipated was a 'greater sharing between communities' . Evidence from stakeholder consultations and case studies show that programmes such as SEP and SNP are working to promote integration between the two communities (and in some cases other communities).
5. Dealing with the problems of the economically inactive and long-term unemployed	The combination of the number of projects funded within designated disadvantaged areas and the number of those who have been either directly or indirectly employed as a result of Fund activity indicates that the Fund is having a direct impact on employment within these deprived areas. Findings from the survey demonstrate evidence that projects are working towards this objective. Thirty-nine out of 100 survey respondents stated that to date their project has 'dealt with the problems of the economically inactive and long-term unemployed' with a further 50 stating that they hope to achieve this impact.

Strategic objectives	Achievements
6. Building strong strategic alliances with other agencies and bodies active on the ground, ensuring that efforts are complementary, sustainable and mutually reinforcing	There is evidence of positive relationships being formed and maintained at a strategic level with government bodies through specific programmes such as SNP (see case study 1 above) and SEP, although the effectiveness of the DE relationship is still to be proven (see case study 6). There is also evidence of on-the-ground alliances being formed with communities and statutory agencies within projects such as SNP and CiT (see case study 5 below). It will become increasingly important to have strong links with other funders to ensure spend-down situations within a difficult wider economic climate are communicated and handled optimally.
7. Helping ensure the long term continuation of its work in Ireland beyond the lifetime of the Fund	Outcomes such as increased community capacity, enhanced leadership, greater levels of volunteerism and new relationships between communities and other communities and public agencies indicate activities and impact will continue beyond the formal intervention of the Fund. In addition, the Fund has supported the development of capital projects that continue to be used and sustained which provides more evidence of the continuation of their work. Evidence from the survey undertaken demonstrates that only a small number of projects surveyed are likely to be self-sustainable (i.e. without other funding support) once support from the Fund finished. .
8. Sharing the expertise and learning acquired over twenty years with peace builders in other regions	The Fund indicated its intention, in the Sharing this Space Strategy, to share its expertise with other regions emerging from conflict. Fund representatives, the Chairman and Joint Directors General, have met with delegations from: Iraq; Sri Lanka; Croatia; Israel and Palestine; East Timor; and Cyprus. Some of the delegations visited Dublin and Belfast, and the Fund representatives have also visited some of the delegations in overseas locations.

Case Study Example 4

The partnership between Dennett InterChange Ltd and Learmount Community Development Group within the Integrating Community Organisation Case Study highlights positive evidence against the strategic objective to promote understanding between the different communities / traditions in Ireland. Through some initial partnership working the groups recognised that although they have political and sectarian differences they have similarities in relation to Community Development practice. Therefore they believed the next step in addressing political differences was joint project working using the Community Development Model.

The partnership originally commenced at an earlier point in 2007, outside and prior to the *Integrating Communities* programme. However, since taking part in this programme, both groups have been able to share their inherent expertise and skills to form an integrated and strong steering group with equal representation from both communities.

This committee has to date worked successfully and arranged a number of activities to begin to create greater community cohesion. The Committee alternates the role of Chair and has considered good practice in governance as a key target in their role. This has subsequently developed the skills of those group members leading on the project and helped build trust and confidence. In discussion, the group identified a number of activities which to date have taken place and identified further plans in the future of the project including the development of a logo, arrangement of a cross-community parent / child pantomime trip, arrangement and production of a timetable of history workshops aimed at developing mutual understanding and a number of other cross-community events including musical events involving young people.

In achieving their outcomes and planning ahead, both groups identified how important it has been to work cohesively, with trust and mutual understanding as a Committee as a first step, before taking major steps within their community. They are targeting activities which impact on mutual understanding and reconciliation across all age groups and gender. Future plans include activities which will continue to target and address issues of cultural and political alienation identified in both communities.

Case study Example 5

From our CiT case study in three estates in Larne which were all identified as Neighbourhood Renewal Areas,it was evident that the programme has specifically targeted areas where there has been little or no community development in the past and where community tensions have held back such development. Local people have been involved from the outset to identify local needs and putting together an action plan to address these needs.

Case study Example 6

In order to achieve strong alliances with other agencies and bodies and to support and inform policy development the Fund has been developing relationships at a strategic level in certain areas such as Housing and Education. As part of our case study process, it was decided that one case study would focus on the strategic level relationships between the Fund and the Department of Education (DE). Following Board approval in 2008, DE was appointed as the Fund's managing agent for all education programmes and projects. In order to run the Sharing in Education Programme (SiEP), the Fund established a Liaison Unit in DE. It is hoped that the strategic relationship between DE and the Fund will be strengthened with the ultimate aim to shape education policy. Conflicting views of how effective this has been to date were given by the Sharing Education Programme (SEP) delivered by QUB. From the Fund/Liaison Unit perspective it is relatively early for them to have influenced policy but they do hope to gather evidence from SEP, and other SiEP projects, to use to lobby policymakers. However consultations with QUB highlight that the Fund/Liaison Unit has predominantly been a monitoring body instead of policy relationship builder. In addition, according to QUB there are many challenges within education at the moment and with the Community Relations budget having been cut by approximately 70 per cent there is little optimism, from the QUB team, that policy can be influenced sufficiently to take the work done in the education sector by the Fund beyond its lifetime. DE's role is specified within the formal Agreement between the Department and the Fund and covers a strategic approach in the development of projects as well as a monitoring role. Decisions in respect of policy development are for Ministers. It is DE's view that lessons from previous and current Fund supported projects are of value in helping inform future policy development.

Case study Example 7

Through our CiT case studies there is evidence that relationships have been built between local people and statutory agencies such as NIHE and PSNI to ensure they are involved in the process and fully understand the needs of the community. For example, one local person we met with from the Seacourt Estate in Larne described a situation before CiT intervened, where PSNI, NIHE and other statutory bodies were planning to spend money in the area on alley gates (under the Creating Common Ground Scheme). There had been no attempt to involve local people in the decision making and as a result there was community resistance to the alley-gating scheme – *"If [they] had put up fences and gates it would've knocked community relations back by five years"*. CiT persuaded the statutory agencies to allow a member of the local community to be involved. Due to this involvement no alley gates were erected and instead a play park was created. Prior to this the local community had felt a lot of *"mistrust, frustration and suspicion"* towards the statutory agencies. However through CiT the statutory agencies for the first time began to work with the local community.

Case study Example 8

Two case studies focussed on projects in the southern border counties. Both projects are funded through the CBESR programme, one located in Donegal and one in Rossinver. Although the projects had different activities they both started with the same ethos, that is, to engage with individuals in relation to a 'shared interest' (i.e. one project through the medium of Art and the other using organic gardening). This shared interest was then used to promote contact and dialogue on both a cross-community and cross-border basis.

Gaps

"Identify any gaps or deficiencies in the achievement of the overall objectives"

Feedback from stakeholders and project promoters would indicate that there is limited evidence of joined up working between Fund programmes and current operational approaches at management agent / development officer levels do not encourage transfer of learning or knowledge between programmes. At an informal level, some delivery agents may share experiences, for example the development officers in the South do meet and consult, however there is no evidence of shared learning between and amongst other delivery agents.

At a project and programme level there has been considerable time spent evaluating and this has proven worthwhile in recognising impacts. However, at a strategic level the connection between programmes activity and strategic objectives has not been considered or evaluated to date. The collective impact of programmes under each strategy area would support the Fund and others to understand better the assessment of overall performance. In particular we feel this strategic data would further inform debate and learning opportunities for Board members and donors.

Feedback from stakeholders supported greater capturing of lessons / learning at a strategic level especially in light of potential spend-down of the Fund. The capturing of such institutional learning will help maximise the opportunity to share learning with other peace building interventions internationally. One instance where this is occurring is the evaluation of the Community Bridges Programme and Learning Plan that is currently being completed by the Community Relations Council, the agent for the programme. This particular example shows what can be achieved where the lessons learned from a Programme are captured and shared.

In line with your invitation to tender recommendations for changes to the strategy in terms of relevance and responsiveness to the current social, political and economic challenges facing Northern Ireland and the southern border counties are presented in Section 7.

5.4.   Issues related to Management

"Assess the effectiveness of the delivery of the Fund's programmes for the period under review in the context of the efficient use of resources, to include soliciting proposals, assessing proposals for funding, awarding grants, and monitoring their implementation"

Based on evidence provided both through stakeholder consultations and case studies, our analysis is that the overall process of developing, reviewing and approving funding proposals is robust. There is extensive debate and testing of proposals within the process. The focus of this is in the early stages, in which Board members are actively involved. Almost all proposals that get as far as the Board meetings are approved.

A few project managers (via the survey) and delivery agents discussed the length of time between initial identification of a project through the application process to project inception. Our overview of this process (see Section 4) shows this largest proportion of time is likely spent by delivery agents and the Secretariat working with community organisations to develop funding proposals. This varies considerably depending on the capacity of the organisation and complexity of proposal, however it is deemed appropriate that this stage of the application process is the most time intensive and should vary from application to application. Further reasons for the slowdown in the process can be attributed to the reduced number of Board meetings at which funding proposals are approved, and arguably to the number of stages within the approval process (see Section 4). In our opinion the process itself would appear to be robust, however may seem lengthy from a community perspective.

One area within the process that does need to be revisited is the Advisory Committee. This is made up of British and Irish government senior officials whose remit is to ensure that the Fund's resources are allocated in a way that is complementary to the wider policy context. However, due to the robust systems and procedures built up by the Fund over time, and its wider connections with the public sector, there is now less risk associated with it. The requirement to have an Advisory Committee is written into the Fund's founding agreement, however while it is a valuable vehicle for sharing information, it does not appear to add strategic value proportionate to the resource of bringing together multiple senior civil servants. There is a need, therefore to either create value from this process or to lessen the resource commitment required (e.g. through virtual meetings). As the strategy is now focused on sharing and reconciliation at a community level (as opposed to economic development), one way to increase the value of the Advisory Committee could be to realign the chairing role to OFMDFM in Northern Ireland instead of DFP.

The use of the delivery agents (e.g. NICVA, RDC, CRC) is an effective way to solicit proposals and for community organisations to access the Fund, particularly those organisations with limited capacity and knowledge of applying for funding. Due to this and because of the managing agents' relationships with and knowledge of communities, the Fund has demonstrated 'good' reach. This is evident in the balanced split of communities in receipt of funding and the high concentration of activity in deprived areas.

One possible opportunity to strengthen the managing agent approach, would be to systematically create opportunities for sharing experience and knowledge between the different agents. This could help maximise potential of the connections between strategic areas (Building Foundations, Building Bridges, Integrating and Leaving a Legacy).

With regards to monitoring the implementation of funding proposals at a practical level this is carried out largely by the managing agent, which is appropriate due to their knowledge and expertise on the ground. However there is less visible monitoring done by the Fund and any that is done is largely financial management. This has led to projects being monitored against programme-level objectives (as evidenced by the programme evaluations) and little has been done to link impacts to the strategic objectives of the Fund. More needs to be done therefore to set in place procedures for more robust monitoring against the Fund's strategic objectives, collecting lessons learned at a board level and feeding these back down to managing / delivery agents.

Recommendations relating to management issues are presented in section 7.

5.5.   Summary of Key Messages from the Analysis

- Our analysis and consultation process has identified that positive progress has been made in the implementation of recommendations from the previous evaluation.

- Overall, the Fund has committed over £122m to more than 520 projects in Northern Ireland and the southern border counties in the period October 2004 – February 2010. In relation to the new strategy, between January 2006 and February 2010 the Fund has supported 334 projects with more than £89m committed.

- Financial data would indicate that a total of £68.9m has been leveraged from other sources across the Fund's strategy areas over the review period. In total, this has resulted in an overall ratio of 1:0.8, which means that for every £1 spent by the Fund an additional £0.8 is leveraged from other public / private sector sources.

- Fund activity has been very largely concentrated in areas formally designated as deprived. Almost 90 per cent of all projects are in such areas (compared with 87 per cent at the time of the 2005 review).

- Financial leverage and anticipated employment outcomes have reduced compared with the previous strategy. This is to be expected with shift in strategic emphasis from economic development to reconciliation.

- Based on evidence provided both through stakeholder consultations and case studies, our analysis is that the overall process of developing, reviewing and approving funding proposals is robust.

- Consultation and evidence from case studies and managing agents / development officers coupled with results from the survey demonstrate that projects and programmes are having a positive impact on the ground in relation to people's behaviour, attitudes and perceptions. Survey results showed for 83 per cent of projects, impacts realised to date included 'new or enhanced community relationships' and for 78 per cent a 'positive increase in participants' understanding and respect for other communities' had been realised.

- The use of the managing agents / development officers is an effective way to solicit proposals and for community organisations to access the Fund, particularly those organisations with limited capacity and knowledge of applying for funding. Due to this and because of the managing agents / development officers' relationships with and knowledge of communities, the Fund has been able to reach communities that are not often reached by other funding sources. This is evident in the split of the two communities in receipt of funding.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1. Introduction

The purpose of this section of the report is to highlight our overall conclusions, providing the Fund with an understanding of the emerging lessons from the programme of activity over the review period and recommending ways of applying and building upon them in the future.

6.2. Overall Conclusions

The conclusions drawn from the evidence presented in the review are provided below against the overall terms of reference for the review.

6.2.1. Outputs and Achievements

- The Fund has been successful in moving the strategic emphasis away from economic development towards sharing and reconciliation. The transition period has been well managed by the Fund. At times this has included a continuum of funding for pre-2006 programmes for particularly challenging issues enabling projects to be completed which were reported by project promoters as likely to have been abandoned without the support of the Fund.

- Alongside the Fund being successful in implementing the new strategy there has been a learning process. This learning process has been evident in the adaptation and evolution of longstanding programmes (e.g. AMBIT, Wider Horizons), translation of the new focus in southern border areas where such issues are less visible and articulated, development of new programmes (e.g. in housing and education), skill-sets required in delivery (e.g. with delivery agents and development officers in southern border counties) and efforts to monitor and evaluate "difficult to measure" impacts. Over the review period the Fund has acquired and demonstrated considerable knowledge of how programmes focused on sharing and reconciliation can be developed and delivered.

- At a project and programme level there is clear evidence of how the Fund is making positive contributions towards its strategic objectives including promoting understanding between communities, reducing sectarianism and promoting cross-community and cross-border contact, dialogue and reconciliation. It is not possible however, to aggregate these at an overall strategic level because as with many programmes in this area there are major problems in determining causality and also because there is limited formal linkage between project outcomes and programme level objectives back to the strategic objectives. To measure the overall strategic impact of programmes, the Fund could try to identify the correlation between its activities and progress at a wider societal level (for example, OFMDFM's Good Relations Indicators would suggest progress in relation to a number of Fund compatible indicators).

- International involvement has for many years been and continues to be a key ingredient in the wider peace process. The Fund is acknowledged as an important element of the peace process and the potential departure of this important support mechanism would have a considerable impact at this critical time of the peace building process.

6.2.2. Issues related to the New Strategy

- The Fund's current strategy was developed in line with "A Shared Future", a policy developed before devolution in 2007, and the Fund's approach is at the leading edge in delivering programmes aimed at sharing and reconciliation between the two communities. The current Executive wanted to develop its own agreed strategy and is currently consulting on the replacement CSI programme. For some commentators, the CSI policy document is "high level" and "vague", However, while the Fund's programmes are unlikely to be at odds with CSI outcomes, the CSI proposals do suggest greater integration and cohesion of funding programmes and the introduction of policy areas which the Fund has not considered to date, such as race and hate crime.

- Having been through a period of economic growth, which undoubtedly helped permit the Fund move away from an economic development focus, recession has followed. The anticipated public funding cuts alongside expected spend down in non-governmental Peace funding has led to a significant level of concern across a range of interconnected issues including increasing unemployment, impacts on front line service delivery and cuts in community infrastructure (e.g. funding for the voluntary sector in Ireland has fallen between eight and ten per cent each year in 2009 and 2010). These issues are likely to marginalise certain communities further, creating conditions in already disadvantaged communities which will favour those elements intent on fuelling conflict. In addition, there is increased risk of the Fund being used to substitute for government cut-backs.

- Alongside these policy and economic challenges, international government funding on peace-building is soon to exit the scene. The EU Peace III programme is scheduled to be the final Peace programme. The Atlantic Philanthropies is also spending down its money. In addition given the predicted scale of cuts in Northern Ireland public finances, there is considerable uncertainty as to how much funding will be available to deliver the CSI programme. This is likely to have implications on potential sources of financial leverage available to the Fund. As has been highlighted above, the wider reduction in funding is likely to create a more challenging environment for reconciliation programmes.

6.2.3. Issues related to Management

- The overall process of developing, reviewing and approving funding proposals is robust. There is extensive debate and testing of proposals within the process. The main focus of this is in the early stages, in which Board members are actively involved. Almost all proposals that get as far as the full Board meeting are approved.

- The requirement to have an Advisory Committee is written into the Fund's founding agreement. Whilst the current Advisory Committee is a valuable vehicle for sharing information, it does not add strategic value proportionate to the resource of bringing together a largish number of senior civil servants. There is a need, therefore to either create value from this process or to lessen the resource commitment required (e.g. through virtual meetings). As the strategy is now focussed on sharing and reconciliation at a community level (as opposed to economic development), one way to increase the value of the Advisory Committee could be to realign the chairing of the Committee with OFMDFM in Northern Ireland rather than DFP as it is currently.

- The use of the delivery agents (e.g. NICVA, RDC, CRC) and development officers (in southern border counties) is seen as an efficient and effective way to develop proposals and for community organisations to access the Fund, particularly those organisations with limited capacity and knowledge of applying for funding. Community reach and impact is extensive and viewed as balanced across the communities. In addition there is a high concentration of projects in areas of high deprivation, a key strategic objective for the Fund.

- Although the application stages of the process are robust there are some issues to be addressed in relation to the ongoing monitoring and evaluation. This is carried out largely by the managing/ delivery agent, which is appropriate due to their knowledge and expertise on the ground. However there is limited strategic analysis of outcomes by the Fund and any that is done is largely financial management. Projects are monitored against programme-level objectives (as evidenced by the programme evaluations) and little has been done to link activity impacts and to the strategic objectives of the Fund. The Fund should take the opportunity to develop more robust monitoring and analysis against the Fund's strategic objectives, collecting lessons learned at a Board level and feeding these back down to managing / delivery agents and critically to Government to influence policy and programming.

6.3. Recommendations

Based on our analysis of findings, we have identified a number of strategic and operational recommendations. These recommendations are for the Board now in the context of near-term continuum of the Fund strategy. However, they should have value in informing future thinking in terms of direction beyond this strategy if required.

6.3.1. Overarching Recommendation

Continued Need for Intervention

It is evident from this review and the current context in which the Fund is operating (i.e. significant and in some cases increasing incidence of segregation, sectarianism and violence) that there is a continued rationale and need for providing support to sustain and develop Peace in Northern Ireland and the southern border counties. Looking forward, the impact of government spending cuts, uncertainty of budget to implement future policies (including CSI) and the reduced employment opportunities for the wider public all create a risk of increased community unrest leading in turn to an increased risk of a return to violence. These factors all support a strong argument to intervene and sustain what Peace we have and to continue to build on it.

6.3.2. Recommendations in line with terms of reference

Within the terms of reference, Deloitte was asked to consider certain recommendations within the scope of this report. These will be looked at in turn.

Provide recommendations for how the Fund can further develop its programmes to encourage contact, dialogue and reconciliation.

The Fund is already encouraging considerable contact, dialogue and reconciliation through its continuum of programmes. To develop this further the Fund should systematically reflect on its activity, and continue to ask whether programmes are involving the most difficult societal issues. The issues that have been raised to us in this review and also are recognised in CSI include:

- the relationship between young people and the community;

- the breakdown of relations between some communities and policing;

- sectarianism and interconnected issues of racism and hate crime;

- local leadership (those with the ability to see beyond a "benign apartheid" situation);

- continued high levels of segregation in housing and education; and

- interfaces (including the physical, social and economic issues as well as security issues).

To undertake the reflection process, one element could be for the Fund to mobilise and maximise the experience of its wider management and delivery network. Bringing together this on-the-ground knowledge, expertise and relationships (e.g. annually) to discuss what the most difficult societal issues are and how best to tackle these through the available programmes. This process could be strengthened through linking such debate to evidence of progress/regress at society level (e.g. OFMDFM's Good Relations indicators, Northern Ireland Life and Times Survey, the soon to start CRC Good Relations Monitor) as well as Fund indicators.

In addition to this we also recommend increased co-ordination with a wider range of other funders. Co-ordination arguably becomes increasingly important as the funding pool diminishes, and various other funds are spending down. Improved co-ordination should allow for more effective investment in the sector and more shared experiences. Notably the draft CSI document proposes a 'funders group' which would liaise with a Ministerial Group overseeing CSI. The Fund may wish to explore this proposal as part of its consideration of CSI.

Provide recommendations for any changes to the strategy to make it more relevant and responsive

We recognise a lot of progress has taken place with regards the Fund's strategy in terms of its movement away from an economic development focus towards sharing and reconciliation. In the near term, as discussed previously, the current Fund activity, although developed under A Shared Future, remains relevant within the developing CSI policy framework. In the 25 years since the Fund's operating principles were set out, the context has changed and issues on the ground such as race / hate crime becoming are increasingly understood to be interconnected with sectarian attitudes. CSI has recognised this with an increased focus on racism and hate crime, and the heightened understanding of interconnections between these forms of prejudice and sectarianism. In its programme activity the Fund may already be addressing some of these issues indirectly. However it may now be appropriate for the Fund to consider such issues together with more traditional sectarian prejudice and to recognise that by doing so, it may be more effective in addressing sectarian prejudice. The Fund's Board should give consideration as to how funding support relates to these issues.

The Board also needs to continue to give full consideration to its primary role of sharing and reconciliation within the southern border counties. There has been a learning process as to how reconciliation is understood on the ground in these areas during the review period and it is important the Fund continues to build on this learning. There are also major contextual challenges for the southern border counties relating to both dissident activity and economic disconnection.

The Fund should consider whether it wants to take a more explicit role in informing policy. Traditionally the Fund has worked within Government policies but there is an opportunity for the Fund to also influence policy through its experience in project development. This is particularly relevant around CSI and the almost certain reduction of public sector commitment to funding this work. The Fund can potentially be at the leading edge of this work and continue to inform both local and international approaches to peace building, particularly in areas which the public sector finds politically contentious.

As discussed earlier (under recommendations related to how the Fund can further develop its programmes) the systematic reflection process of the Fund, bringing together the various sources of information to consider whether it is working with the

right people on the right range of 'difficult' societal issues (as described above), will also help the Fund to test whether the strategy continues to be relevant and responsive.

A final recommendation with regard to relevance and responsiveness is for the Board to consider whether there is sufficient focus and value given to how the Fund integrates its primary focus on relationship building and reconciliation with economic outcomes in specific areas of disadvantage. We recognise that CBESR is currently focussed in this area, however this work could have greater relevance in the context of the current economic conditions. As we have recognised in our analysis, the broader economic climate could contribute to conditions which assist those working against Peace (and against the goals of the Fund). In this light, heightening activity on economic interventions, for example targeted in areas such as interface areas, on the condition the relationship building and reconciliation goals remain central, would be a relevant strategic response to the changed context.

Make recommendations on indicators that might better capture impact

Objectives that are set at a programme or project level should clearly link to the overall strategic objectives of the Fund. As this review has found, such links have not been sufficiently explored or articulated.

We recommend that the Fund produce a set of strategic level outcome indicators that link directly to the strategic objectives. Other funders (e.g. Aid for Peace Indicators under Peace III) have begun to use indicators to capture the impacts of similar peace and reconciliation work and the Fund should research these to help inform the development of a suite of indicators relevant to the Fund's strategic goals. We would recommend using OFMDFM's Good Relations Indicators as a starting point for this consideration. One method of doing this would be through the design of an evaluation framework which links all of the programme / project activity at local level to the Fund's strategic level objectives.

It is important that impacts on the ground are determined at the outset of project proposals and then captured and linked back to the overall strategic objectives of the Fund. We therefore recommend that all evaluations conducted at a programme / project level consider how the impacts realised contribute to the strategic objectives of the Fund. The evaluation processes should engage managing/ delivery agents in such a manner to help them develop their understanding and embed learning at a programme delivery level. The evaluation's strategic findings should be fully considered by the Board, who can then reflect on lessons learned and disseminate this learning. It may be helpful to articulate a plan for sharing learning, to ensure it happens in a considered and co-ordinated manner. This will help embed learning at all levels of the Fund (developing its institutional memory) and assist the Fund in its strategic objective of 'sharing the expertise and learning acquired over 20 years with peace-builders in other regions'. This is recognised as important for the Fund as it prepares to spend down, or in the context of a new phase of funding.

Finally, an important indicator of the Fund's intervention as identified in Section 4 relates to the financial leverage and job creation. However, the Fund currently does not systematically follow up with programmes/ projects in terms of identifying 'actual' financial leverage and job creation versus that identified at economic appraisal stage. We recommend the Fund introduces steps to systematically review these figures with programmes/ projects at evaluation stage to identify actual impact as well as anticipated impact.

Provide recommendations on how the Fund can improve the documentation, implementation and monitoring of grants in order to assess effectiveness.

Part of the success of the Fund to date can be attributed to its proportionate processes and flexibility. It is important not to overly change the process to create levels of bureaucracy and complexity that can create barriers and time delays (as perceived in other funding systems). As we have recommended above development

of an appropriate suite of strategic indicators, explicit consideration of programme contribution to strategic objectives in formal programme evaluations, and development of wider learning processes should assist in assessment of effectiveness.

We recommend the Board considers the role of the Advisory Committee with a view to increasing effectiveness. We envisage two options:

- The first is to make the arrangements for sharing information between the Committee more lean, (i.e. meeting with one co-ordinating department and circulating papers to other departments by email (who then can raise issues by exception); and

- The second would be to consider how to increase the strategic value of the Advisory Committee. For example, this potentially could be done by realigning the chairing of the Committee with OFMDFM in Northern Ireland rather than DFP as it is currently. Additionally, the Committee could be more fully engaged around the Fund's strategic learning process. This could be a valuable process in supporting the continued transfer of learning from the Fund into the statutory sector in light of the Fund potentially winding down.

One of the issues we would raise with the Board is the question of how to manage these issues in the context of a formal spend-down of the Fund, or at least in the context of uncertainty about whether the Fund will receive additional funding. As already mentioned, this uncertainty was observed in our fieldwork. The core question is when will the Board be in a position to develop and communicate a clear position of the future state of the Fund? Being able to answer this question will become increasingly critical for stakeholders including organisations receiving support, co-fundersand those seconded to serve on the Secretariat. Answering this question will also help determine whether different skill-sets are required for future activity.

Appendix One – Programme of Consultation

The research has had face to face consultations with the following people / organisations.

Consultation Group	Consultee
Board Members	• Dennis Rooney – Chairman • Anne Henderson • Adrian Johnston • Mary Southwell
Previous Board Members	• Jackie Hewitt • John McDaid
Secretariat	• Sam Corbett • Ken Gibson • John Carson • Brian Davidson • David Barry • Kevin Coyle • Rory O'Leary • Seadhna MacHugh
Development Officers	• Paddy Harte • Gwen Lanigan • Catherine Ryan
Building Foundations Programme	• Una McKernan (NICVA) • Joy Hadden (RDC) • Monina O'Prey (CFNI)
Building Bridges programme	• Joe Hinds (CRC) • Carol Fitzsimmons (YENI) • Lorraine McDowell (Arts Council) • Michael Brown / Tommy McVeigh (DEL) • Sally McCone (GRIT)
Building Integration	• Jennifer Hawthorne (NIHE) • Richard Walker (QUB) • David Bell (DE)
Pre 2006 Programmes	• Frank McGrath / Ian Snowden (DSD) • Trevor McBriar (DETI) • Liam McKeating (Invest NI) • Andy Best (NITB)
External Consultations	• Colin Jack / Evelyn Hoy (OFMDFM) • Jack O'Connor (DSD-VCU) • David Costello / Ralph Victory (DFA) • John Hunter (Advisory Committee Former Chair) • Stephen Peover (Advisory Committee Current Chair) • Martin Fraser (Dept of Taoiseach)
Other funders	• Shaun Henry (SEUPB) • Padraic Quirk (Atlantic Philanthropies)
Other stakeholders	• Peter Sheridan (Co-Operation Ireland • Duncan Morrow (CRC) • Paddy McGinn (Pobal) • Seamus McAleavey (NICVA) • Grainne Kelly (Incore)
International donors / Board observers	• Bob Watters (USA) • Jose Palma Andres (EU) • Brian Doherty (Canada)

Appendix Two – Programme Description

All programmes are characterised by:

- A clear focus on reconciliation as the over-riding objective;

- An independent and credible approach with strong international backing;

- A cross-community, cross-border approach;

- A willingness to take risks on behalf of local communities;

- Early support for community initiatives;

- Cooperation with other funders and leverage of funds from other sources;

- A willingness to innovate and to break new ground in support of reconciliation; and

- A responsive approach to donor priorities.

A brief description of each programme is outlined below.

Building Foundations

Community-based Economic and Social Regeneration (CBESR) Programme– aims to address the root causes of deprivation and unemployment, using common economic concerns in the most deprived rural and urban communities as a platform for future cross-community activities. It operates in urban and rural areas where communities are at risk.

Communities in Transition (CiT) programme – aims to strengthen social cohesion and community infrastructure within divided and marginalised communities where legitimate leadership is weak. The expectation is that growing self confidence will establish a basis for cross community dialogue and reconciliation.

Community Leadership programme – aims to facilitate the development of community leadership and capacity in some of the most divided communities and to make them sustainable.

Building Bridges

Youth Programmes – aims to address obstacles to mobility and contact at individual level by bringing together young people of different ages from both communities and on a cross border basis for the purpose of study and work-training. Under this programme there are four sub-programmes with the overarching objective of reconciliation:

- **Learning and Educating Together (LET)** brings 12-13 year olds together for outdoor, cultural and learning pursuits;

- **Knowledge through Enterprise for Youth (KEY)** brings 14-16 year olds together to develop business skills. The **KEY Start** Programme is based on the same principles as KEY and it is aimed at 14-16 year olds in alternative education;

- **Wider Horizons – provides job-training and w**ork experience to 18-28 year olds from deprived backgrounds in both c**ommunities and on either side of the border;** and

- **Gerry Rogan Initiative Trust (GRIT) Programme -** assists 16-17 year olds to consider the implications of their decisions and actions; encourage them to take a more positive view of themselves and their future; examine their own and each other's identity and background; and make positive plans for the future.

Community Bridges – aims to help communities to use ground breaking projects to develop community relations and reconciliation.

Building Integration

Education – the Fund supports work aimed at identifying best practice in integrating education and at introducing some of these elements more widely across the education sector. This programme aims to make schools welcoming to people of all backgrounds, encouraging diversity and better reflecting the overall community mix.

Housing – this strand is delivered through the Shared Neighbourhood Programme (SNP). The Fund takes a strategic approach aimed at contributing to a peaceful, inclusive and pluralistic society by supporting and encouraging shared neighbourhoods across Northern Ireland.

Integrating Community Organisations - The Programme aims to encourage community organisations from each side of the community to work together in a spirit of co-operation. Where groups are already working together, the Programme aims to deepen the level of co-operation and encourage if possible a merger. For groups that come to the initiative without a partner, the Programme helps them to develop close links with a group from the other community.

Leaving a Legacy

Skills Programme: aims to ensure that the lessons, experiences and skills acquired over more than 23 years of peace building are handed on.

Sustainability Programme: the Fund recognises that international support cannot be maintained indefinitely therefore this programme aims to identify and fund projects that will have a long-term and sustainable impact on peace building and integration in Northern Ireland and the southern border counties.

Programme delivery

Each of the programmes are either managed directly by the Fund or by managing/ delivery agents who are best placed to support projects funded. Table 3.1 shows the managing agent for each programme.

Table 3.1 Managing Agents

Strategy Area	Programme		Managing/ Delivery Agent
Building Foundations	CBESR		Rural Development Council (North) & Secretariat Development Officers (South)
	CiT		Community Foundation Northern Ireland
	Community Leadership		NICVA
Building Bridges	Youth Programmes	LET	Young Enterprise Northern Ireland and Junior Achievement Ireland
		KEY & KEY Start	Young Enterprise Northern Ireland and Junior Achievement Ireland
		Wider Horizons	Department for Employment and Learning and Foras Ainseanna Saothair
		GRIT	GRIT
	Community Bridges		Community Relations Council
Integrating	Housing		Northern Ireland Housing Executive

Strategy Area	Programme	Managing/ Delivery Agent
	Education	Queens University of Belfast
	Integrating Community Organisations	Rural Development Council
Leaving a Legacy	Skills Programme	Rural Development Council (North)
	Sustainability	Development Officers (South)

Appendix Three – Process Diagram

Delivery Agent

Work with local community to identify potential projects

Application developed

Secretariat

Work with Delivery Agents to develop potential projects

At least 3 months

Programme Team

Meet Eligibility criteria?

No → Challenge

Yes → Recommend

Defer

3 weeks

Designated Board Members

Reject

No ← Meet criteria?

More Info required

Under £100k?

Yes → Approve

No

Yes → Recommend

3 weeks

Advisory Committee

Consistent with gov. policies

Yes

2 weeks

Board

Recommend

More Info required → Defer

Reject

No ← Approve? → Yes → Approve

Appendix Four – Survey Results

Table 1
Council Areas covered by projects pre and post 2006

Area	pre 2006	post 2006	Total
ANTRIM	3	11	14
ARDS	1	6	7
ARMAGH	2	10	12
BALLYMENA	2	8	10
BALLYMONEY	2	7	9
BANBRIDGE	2	6	8
BELFAST	0	25	25
CARRICKFERGUS	1	5	6
CASTLEREAGH	0	6	6
COLERAINE	1	8	9
COOKSTOWN	1	6	7
CRAIGAVON	2	7	9
DERRY	4	16	20
DOWN	2	6	8
DUNGANNON / SOUTH TYRONE	4	6	10
FERMANAGH	2	7	9
LARNE	1	3	4
LIMAVADY	3	4	7
LISBURN	2	4	6
MAGHERAFELT	2	6	8
MOYLE	1	7	8
NEWRY / MOURNE	1	4	5
NEWTOWNABBEY	1	5	6
NORTHDOWN	1	3	4
OMAGH	3	4	7
STRABANE	2	5	7
CAVAN	0	3	3
LOUTH	0	4	4
DONEGAL	0	11	11
MONAGHAN	0	6	6
LEITRIM	0	3	3
SLIGO	0	3	3
Total	**46**	**215**	**261**

Table 1 indicates that the majority of post 2006 projects (n=25) were based in Belfast. However it also shows that there is a good spread across the council areas in Northern Ireland and the Southern Border Counties.

Figure 1
Aims of funded organisations pre and post 2006
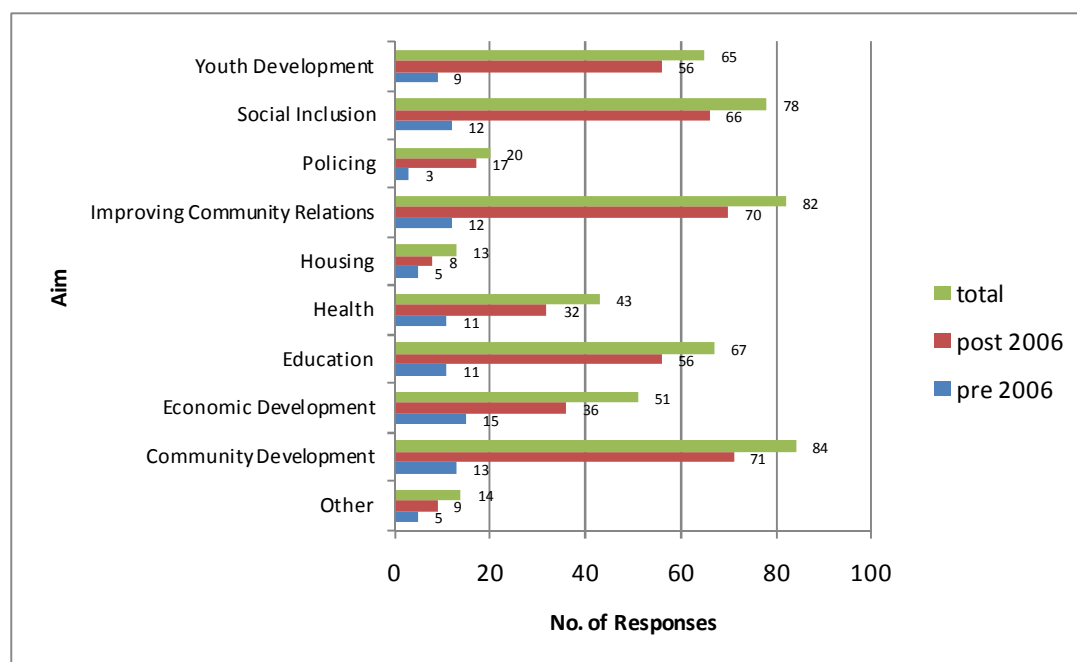
Respondents were asked to explain the aims of their organisation. Community Development and Improving Community Relations are the most common aims amongst the funded organisations post 2006. The least common aim of respondents was Housing. It should be noted that organisations were able to choose more than one aim. Figure 2 below details the primary aim which the organisation identifies with.

Figure 2
Primary aim of organisation
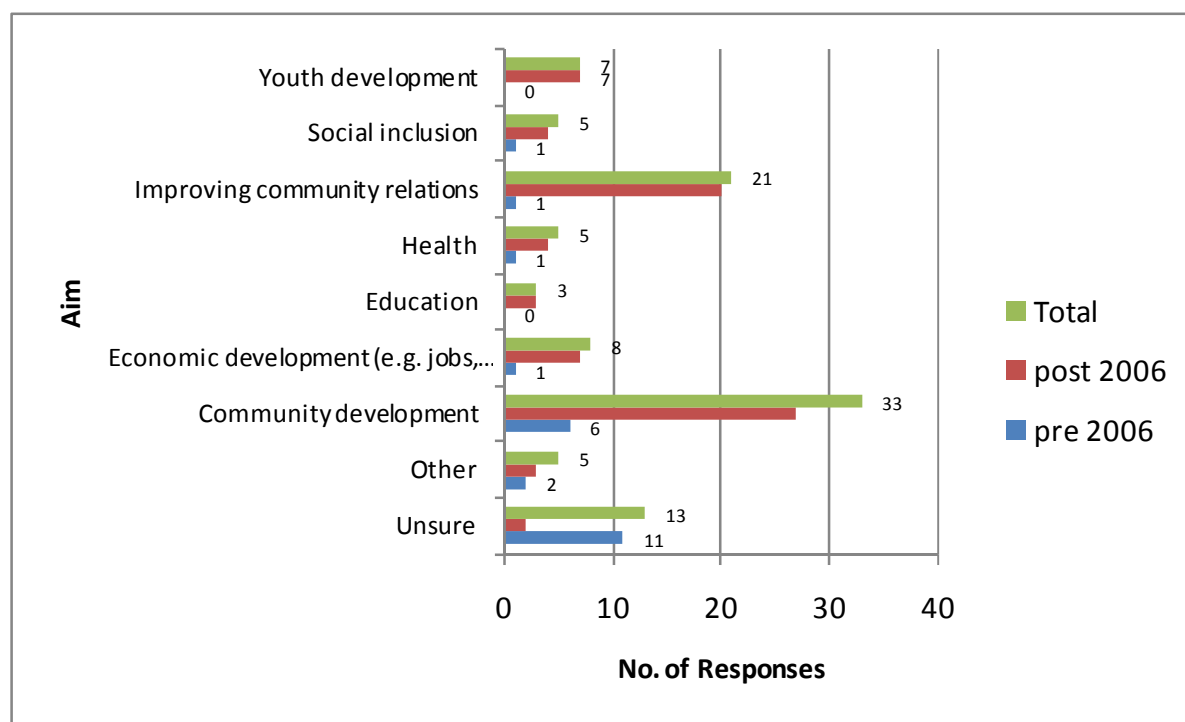
Community Development and Improving Community Relations have been identified as the primary aim of respondents' organisations more often than any of the other aims included in the analysis. Although the pre 2006 funded projects were largely economic development-type projects, only one pre-2006 respondent stated this was the main aim.

Table 2
Primary aim of organisation mapped programme

Aim	Business Enterprise & Technology	Community Based Economic and Social Regeneration	Community Bridges	Integrating Communities	Legacy	Rural Development - DARD	Rural Development - RDC	Sharing Education	Special Projects	Urban Development	Total
Community development	1	11	8	6	1	1	2	1	1	1	33
Economic development (e.g. jobs, training)	0	4	2	1	0	0	1	0	0	0	8
Education	0	1	0	0	0	0	0	2	0	0	3
Health	0	3	0	1	0	0	0	0	0	1	5
Improving community	0	3	11	2	3	0	1	1	0	0	21
Social inclusion	0	4	0	1	0	0	0	0	0	0	5
Youth development	0	2	2	1	2	0	0	0	0	0	7
Other	1	2	0	1	0	0	0	0	0	1	5
Unsure	1	1	1	0	0	0	1	0	1	8	13
Total	**2**	**30**	**23**	**13**	**6**	**1**	**4**	**4**	**1**	**3**	**87**

The findings from Table 2 indicate that those organisations whose primary aim sits within Community Development and Improving Community, have received funding in the main for 'Community based economic and social regeneration' and 'community bridges' and 'integrating communities' programmes. This is encouraging in that the funded projects are assisting organisations to deliver against their primary aims for existing.

Table 3
Was matched funding required for the project pre and post 2006

Response	pre 2006	post 2006	Total
No	7	16	77
Yes	16	61	23
Total	23	77	100

The findings from Table 3 indicates that the majority of projects (n=77) did require matched funding for both pre and post 2006 projects.

Table 4
Was matched funding required for the project by project title

Programme name	Yes	No	Total
Business Enterprise & Technology	2	0	2
Community Based Economic and Social Regeneration	29	3	32
Community Bridges	22	2	24
Integrating Communities	7	6	13
Legacy	3	3	6
Rural Development – DARD	0	1	1
Rural Development – RDC	5	0	5
Sharing Education	2	2	4
Special Projects	2	0	2
Urban Development	5	6	11
Total	**77**	**23**	**100**

Generally speaking, the majority of projects require some element of matched funding. There are an equal number of projects in the 'Sharing Education' and 'Legacy' programme categories which did and did not require matched funding. 'Urban Development' has a higher number of projects which did not require matched funding than those that did.

Table 5
Source of matched funding if applicable

Other Funding Source	pre 2006	post 2006	Total
Government Funding	8	38	46
Groups own resources	7	30	37
Fundraising	3	22	25
Private sources	3	21	24
EU funding programme	5	15	20
Charitable Trusts or Foundations	1	16	17
Other	2	5	7
Total	16	61	77

The findings from Table 5 indicate that both pre and post 2006, the most common source of matched funding was 'Government funding' followed by 'Groups' own resources'. It is interesting to note that proportionately, there has been a decrease in the organisations that source funding from the EU.

Table 6
Anticipated outputs of the Programme

Outputs	pre 2006	% of total pre 2006 projects (n=23)	post 2006	% of total post 2006 projects (n=77)	Total	% of total projects (n=100)
Increased numbers of people participating in training programmes	9	39%	59	77%	68	68%
New or enhanced cross community relationships	12	52%	75	97%	87	87%
New or enhanced community relationships	14	61%	72	94%	86	86%
New or enhanced cross border relationships	8	35%	42	55%	50	50%
Increased community capacity	16	70%	70	91%	86	86%
Employment creation	14	61%	36	47%	50	50%
Financial leverage	5	22%	25	32%	30	30%
Provision of workspace	15	65%	31	40%	46	46%
Other	1	4%	5	6%	6	6%

'New or enhanced cross community relationships', 'new or enhanced community relationships' and 'Increased community capacity', were the most common outcomes post 2006 with nearly all post-2006 projects stating these as one of the anticipate output. As would be expected, the majority of pre 2006 projects signalled that the anticipated outputs of the project were 'employment creation' or 'provision of workspace'. While the new strategy aimed to move away from these two outputs, nearly half of all 2006-projects stated that 'Employment creation' (n=36, 47 percent) and 'provision of workspace' (n=31, 40 per cent) were key outcomes from the project.

Figure 3
Did you set any tangible targets for outputs?
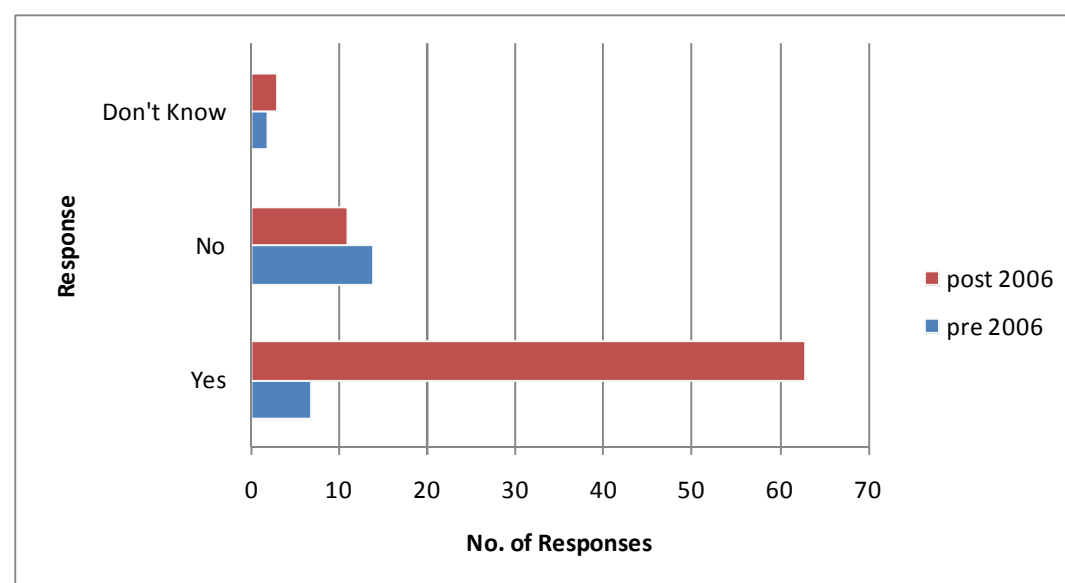
The results from Figure 3 indicate that the setting of tangible targets was much less common pre 2006 than it is post 2006.

Table 7
Is the project unlikely/likely to meet/likely to exceed all its targets?

Programme name	Unlikely to meet all targets	Likely to meet all targets	Likely to exceed all targets	Total
Business Enterprise & Technology	1	0	1	2
Community Based Economic and Social Regeneration	2	14	12	28
Community Bridges	1	13	6	20
Integrating Communities	0	7	2	9
Legacy	0	4	1	5
Rural Development - RDC	0	0	1	1
Sharing Education	0	1	2	3
Special Projects	0	1	0	1
Urban Development	0	1	0	1
Total	**4**	**41**	**25**	**70**

The results from Table 7 indicate that the only 'Business Enterprise & Technology' project is unlikely to meet all its targets. A further interesting point to note is that the 'Community Based Economic and Social Regeneration' projects have a spread across all three categories with two projects unlikely to meet all its targets. It is positive to note that 94% of the projects were on target to meet or exceed all targets.

Table 8

To what extent would you say that your project is contributing to the overall aim of reinforcing progress towards a peaceful and stable society?

	To a great extent	To some extent	Not contributing	Don't know	Total
pre 2006	12	9	2	0	**23**
post 2006	55	21	0	1	**77**
Total	**67**	**30**	**2**	**1**	**100**

The results from Table 8 indicate that there has been an increase in the number of projects perceived to be contributing to the overall aim of reinforcing progress towards a peaceful society from pre to post 2006, with all but one post-2006 projects stating that the project is contributing to this aim (1 person was unsure). Furthermore, all projects post 2006 have been deemed to be contributing to at least some extent to that aim, as opposed to the majority pre 2006.

Table 9

To what extent would you say that your project is contributing to the overall aim of reinforcing progress towards a peaceful and stable society (by project title)?

Programme name	To a great extent	To some extent	Not contributing	Don't know	Total
Business Enterprise & Technology	2	0	0	0	2
Community Based Economic and Social Regeneration	19	12	0	1	32
Community Bridges	18	6	0	0	24
Integrating Communities	10	3	0	0	13
Legacy	5	1	0	0	6
Rural Development - DARD	1	0	0	0	1
Rural Development - RDC	4	1	0	0	5
Sharing Education	4	0	0	0	4
Special Projects	1	1	0	0	2
Urban Development	3	6	2	0	11
Total	**67**	**30**	**2**	**1**	**100**

Two projects under the 'Urban Development' programme are the only ones deemed to be 'not contributing' to the overall aim of reinforcing progress towards a peaceful society which reflects the shift in strategy pre and post 2006. It is positive to note that in all project categories apart from 'Urban Development' and 'Special Projects' more projects have been deemed to be contributing to the overall aim to a 'great extent' than to 'some extent'.

Table 10

Did you set any specific targets in respect of your project's contribution to reinforcing progress towards a peaceful and stable society.

Programme name	Yes	No	Don't know	Total
Business Enterprise & Technology	0	2	0	2
Community Based Economic and Social Regeneration	20	10	2	32
Community Bridges	18	6	0	24
Integrating Communities	8	5	0	13
Legacy	5	1	0	6
Rural Development - DARD	0	1	0	1
Rural Development - RDC	1	3	1	5
Sharing Education	3	1	0	4
Special Projects	1	0	1	2
Urban Development	2	9	0	11
Total	**58**	**38**	**4**	**100**

All projects funded under the post-2006 programmes have set targets to measure the project's contribution to reinforcing progress towards a peaceful and stable society. The shift in the strategy is clearly shown here as the majority of projects funded under the pre-2006 programmes did not set these targets.

Table 11

Thinking of the project's targets relating to its contribution to reinforcing progress towards a peaceful and stable society, is it unlikely/likely to meet/likely to exceed all targets?

	Unlikely to meet all targets	Likely to meet all targets	Likely to exceed all targets	Total
pre 2006	0	4	1	5
post 2006	3	40	10	53
Total	**3**	**44**	**11**	**58**

The results from Table 11 indicate that 100% of respondents believed that their project would at least meet all of its targets in the pre 2006 category. This dropped to 95% of projects post 2006, meaning that 5% of organisations thought that their project was unlikely to meet all targets.

Table 12
How would you assess the overall contribution in reinforcing progress towards a peaceful and stable society?

Programme name	very significant contribution	significant contribution	clear outcomes	where it does happen it is incidental to the project	Total
Business Enterprise & Technology	0	1	0	1	2
Community Based Economic and Social Regeneration	11	13	5	3	32
Community Bridges	12	10	2	0	24
Integrating Communities	3	8	0	2	13
Legacy	4	2	0	0	6
Rural Development - DARD	0	1	0	0	1
Rural Development - RDC	3	1	0	1	5
Sharing Education	2	2	0	0	4
Special Projects	1	1	0	0	2
Urban Development	1	3	3	4	11
Total	**37**	**42**	**10**	**11**	**100**

The results from Table 12 indicate that at least 79% of respondents think that at the very least their project has made a 'significant contribution towards building a peaceful and stable society'. Out of a total of 24 projects, 50% of 'Community Bridges' projects were highlighted to be making a 'very' significant contribution to the aim of contributing to a peaceful and stable society. Five out of the 11 programme categories contained projects which were deemed to be making only 'incidental' contributions to this aim, amounting to 11% of the total projects.

Table 13
How would you assess the overall contribution in reinforcing progress towards a peaceful and stable society? (pre and post 2006)

	very significant contribution	significant contribution	clear outcomes	where it does happen it is incidental to the project	Total
pre 2006	5	8	4	6	23
post 2006	32	34	6	5	77
Total	37	42	10	11	100

The results from Table 13 indicate that 9% of projects post-2006 are making an 'incidental' contribution to the aim of building a peaceful and stable society, as opposed to 26% of projects pre-2006. Again, it is positive to note that 86% of post 2006 projects are making at the least a 'significant' contribution to building a peaceful and stable society.

Table 14
In relation to reinforcing progress towards a peaceful and stable society, which of the following impacts has your project realised to date?

Impacts realised to date	pre 2006	post 2006	Total
Positive increase in participants' understanding and respect for other communities	14	64	78
new or enhanced cross community relationships	15	68	83
new or enhanced community relationships	19	67	86
new or enhanced cross border relationships	9	40	49
greater sharing between communities	17	65	82
increased community capacity	18	61	79
Dealing with the problems of the economically inactive and long-term unemployed	14	25	39
other	4	5	9

The most commonly realised impact was 'new or enhanced community relationships'. The least commonly realised impact pre 2006 was 'new or enhanced cross border relationships' and this has shifted to 'dealing with the problems of the economically inactive and long-term unemployed' post 2006.

Table 15
Evidence of project impacts realised to date

Evidence of impacts	pre 2006	post 2006	Total
New or enhanced or sustained cross-border and cross-community relationships	12	61	73
testimony of individuals	12	61	73
Surveys highlighting attitudinal changed	8	33	41
New or increased sharing of 'space' - this could be public space, community facility	18	54	72
Reduced incidents related to conflict or sectarianism	11	41	52
Physical transformation, for example, changes may relate to removal of graffiti	16	24	40
other	3	12	15
Total	23	73	96

The most commonly attributed category of evidence pre 2006 was 'new or increased sharing of 'space' – this could be public space, community facility' which is reflective of the strategy then. Post 2006, this has changed to both 'new of enhanced or sustained cross border and cross community relationships', and 'testimony of individuals'. The least common attributed category pre 2006 was 'surveys highlighted attitudinal change' and this has moved, post 2006, to 'physical transformation, for example, changes may relate to removal of graffiti' which signifies the shift in strategy.

Table 16
Which of the following do you expect your project to have further impact on the future?

Further Impact	pre 2006	post 2006	Total
Positive increase in participants' understanding and respect for other communiti	13	74	87
New or enhanced cross-community relationships	13	71	84
New or enhanced relationships within communities	18	74	92
New or enhanced cross border relationships	9	48	57
Greater sharing between the two communities	15	72	87
Increased community capacity	17	70	87
Dealing with the problems of the economically inactive and long-term unemployed	15	35	50
other	1	2	3
none	0	1	1
Total	23	77	100

Across both pre and post 2006 categories, the outcome of 'new or enhanced cross border relationships' was one of the least commonly chosen for future impact. The theme of better community relationships was chosen widely both pre and post 2006.

Table 17
What do you think would have happened to the project if it had not been awarded financial assistance from the Fund?

	Definitely have gone ahead anyway	Possibly or probably have proceeded anyway	Have been abandoned	Total
pre 2006	2	7	14	23
post 2006	9	12	56	77
Total	11	19	70	100

The results from Table 17 indicate that 70% of projects would 'have been abandoned' if they had not received financial assistance from the Fund.

Table 18
What do you think would have happened to the project if it had not been awarded financial assistance from the Fund? (by project title)

Programme name	Definitely have gone ahead anyway	Possibly or probably have proceeded anyway	Have been abandoned	Total
Business Enterprise & Technology	0	1	1	2
Community Based Economic and Social Regeneration	3	4	25	32
Community Bridges	5	4	15	24
Integrating Communities	0	3	10	13
Legacy	0	2	4	6
Rural Development - DARD	0	0	1	1
Rural Development - RDC	1	0	4	5
Sharing Education	1	0	3	4
Special Projects	0	1	1	2
Urban Development	1	4	6	11
Total	**11**	**19**	**70**	**100**

The results from Table 18 indicate that seven out of the eleven programme categories had more projects which would have to be abandoned without financial assistance than would have probably and /or definitely gone ahead. Proportionately, those projects under the 'Community Based Economic and Social Regeneration', and 'Communities Organisations' banners had the highest number of projects which would have to be abandoned without financial assistance from the Fund.

Table 19
Did the Fund's award enable you to...?

	pre 2006	post 2006	Total
Start the project more quickly	17	58	75
Bring forward the timescale for completion	14	43	57
Expand the scale of the project, that is, produce more of the same outputs, for example, number of persons trained	12	53	65
Expand the scope of the project, that is, produce a wider range of outputs	15	59	74
Increase the quality of inputs used for the project, for example, more specialist equipment, skills and expertise	14	61	75
None of these. The project would have gone ahead at the same scale/ scope and within the same time periods	2	2	4
Total	**23**	**77**	**100**

The results from Table 19 indicate that the most common achievement of projects financially supported by the Fund pre 2006 was the ability to 'start the project more quickly'. Post 2006, this changed to 'Increase the quality of inputs used for the project, for example, more specialist equipment, skills and expertise'.

Table 20
Which one of these benefits was the most important from your perspective?

Total	Start the project more quickly	Bring forward the timescale for completion	Expand the scale of the project, that is, produce more of the same outputs, for	Expand the scope of the project, that is, produce a wider range of outputs	Increase the quality of inputs used for the project, for example, more specialist equipment, skills and expertise	Total
pre 2006	4	2	2	5	5	18
post 2006	11	6	12	20	19	68
Total	**15**	**8**	**14**	**25**	**24**	**86**

The most important benefit pre 2006 was 'expand the scope of the project, that is, produce a wider range of outputs' and 'increase the quality of the inputs used for the project, for example, more specialist equipment, skills and expertise'. Post 2006, the most important benefit is still the expansion of the projects scope, with the increase in quality of inputs to the projects coming a close second.

Table 21

If you had not received the Fund's award, what effect would this have had on achieving your objectives?

Programme name	The project would have been abandoned and no objectives achieved	A reduced project, achieving fewer objectives would have been delivered	All of the project objectives would have been achieved through other mechanisms	Don't know	Total
Business Enterprise & Technology	1	1	0	0	2
Community Based Economic and Social Regeneration	17	14	0	1	32
Community Bridges	9	14	0	1	24
Integrating Communities	10	3	0	0	13
Legacy	1	5	0	0	6
Rural Development - DARD	1	0	0	0	1
Rural Development - RDC	2	3	0	0	5
Sharing Education	2	2	0	0	4
Special Projects	1	1	0	0	2
Urban Development	5	5	1	0	11
Total	**49**	**48**	**1**	**2**	**100**

The results from Table 21 indicate that 97% of the projects across all of the categories, would have at the very least been reduced, achieving fewer objectives.

Table 22
If the project would have been abandoned, what would you say was the main reason why the Fund's award was so critical?

Project name	The project would have not been viable without the Fund's financial support	Matching funds were contingent on receiving the Fund's financial support	It would have been unable to obtain the funding from other external sources	Too high a risk to undertake without the Fund's financial support	Other	Don't know	Total
Business Enterprise & Technology	0	1	0	0	0	0	1
Community Based Economic and Social Regeneration	13	1	2	1	0	0	17
Community Bridges	2	2	1	2	2	0	9
Integrating Communities	6	0	0	2	0	2	10
Legacy	1	0	0	0	0	0	1
Rural Development - DARD	0	0	1	0	0	0	1
Rural Development - RDC	1	1	0	0	0	0	2
Sharing Education	2	0	0	0	0	0	2
Special Projects	0	0	0	0	1	0	1
Urban Development	2	2	0	1	0	0	5
Total	**27**	**7**	**4**	**6**	**3**	**2**	**49**

The results from Table 22 indicate that 67% of the projects would not have been viable without the Fund's support and therefore would have been abandoned. 14% of the project's were dependent on the Fund's support to secure matched funding.

Table 23
How did the implementation of this funded project affect your organisation's other activities? (pre and post 2006)

	We had no other activities - the organisation was formed specifically to undertake this project	No effect - we continued our other activities as before	Without this project we would have been unable to maintain our previous activity	We had to cease some other activities in order to implement this project	Total
pre 2006	6	10	5	2	23
post 2006	9	36	29	3	77
Total	**15**	**46**	**34**	**5**	**100**

The percentage of respondents who received an award from the Fund and would not have been able to maintain their previous activity without the award increased from 22% pre 2006 to 38% post 2006. A small proportion of respondents had to cease some other activities in order to implement the project during both pre and post 2006. 43% of organisations were not affected by the implementation of the funded project and could continue with their normal activities pre 2006, compared with 47% of organisations post 2006.

Table 24
How did the implementation of this funded project affect your organisation's other activities? (pre and post 2006)

Project name	We had no other activities - the organisation was formed specifically to undertake this project	No effect - we continued our other activities as before	Without this project we would have been unable to maintain our previous activity	We had to cease some other activities in order to implement this project	Total
Business Enterprise & Technology	0	1	0	1	2
Community Based Economic and Social Regeneration	4	14	11	3	32
Community Bridges	2	12	10	0	24
Integrating Communities	2	7	4	0	13
Legacy	1	1	4	0	6
Rural Development - DARD	0	1	0	0	1
Rural Development - RDC	1	1	3	0	5
Sharing Education	0	4	0	0	4
Special Projects	2	0	0	0	2
Urban Development	3	5	2	1	11
Total	**15**	**46**	**34**	**5**	**100**

The results from Table 24 indicate that 37% of the respondents in the 'Community Based Economic and Social Regeneration' category would not have been able to continue with their other activity with the Fund's award, and 42% of respondents in the 'Community Bridges' category would not have been able to continue with their other activity without the Fund's award. 45% of organisations in the 'Urban Development' category could continue with their normal activities.

Table 25

Were these other activities similar to the project supported by the Fund, that is, addresses the same or similar needs?

Programme name	Yes	No	Total
Business Enterprise & Technology	1	1	2
Community Based Economic and Social Regeneration	21	7	28
Community Bridges	12	10	22
Integrating Communities	5	6	11
Legacy	4	1	5
Rural Development - DARD	1	0	1
Rural Development - RDC	4	0	4
Sharing Education	3	1	4
Urban Development	5	3	8
Total	**56**	**29**	**85**

In total, 66% of respondents had similar activities underway which addressed the same or similar needs to the funded project. 100% of 'Rural Development – DARD' projects had same or similar projects, whilst 55% of 'Integrating Communities' did not have same or similar projects underway.

Table 26

Were these other activities similar to the project supported by the Fund, that is, addresses the same or similar needs? (pre and post 2006)

	Yes	No	Total
pre 2006	12	5	**17**
post 2006	44	24	**68**
Total	**56**	**29**	**85**

The results from Table 26 indicate that 71% of respondents had same or similar projects which addressed the needs of the funded projects underway at the same time pre 2006, whilst post 2006, this drops to 65% of organisations.

Table 27

Since your funding started, have any of the following contextual changes had an impact on your project's operation? (pre and post 2006)

Contextual changes having an impact	pre 2006	post 2006	Total
Economic, for example, recession	15	36	51
Reduction in level of community tension	8	28	36
Political stability, for example, the level of maturity of NI Assembly/ Executive	4	27	31
Organisational change, that is, for the organisation delivering the	2	27	29
none	4	20	24
Increase in level of community tension	1	21	22
other	1	2	3
Total	23	77	100

The results from Table 27 indicate that 'Political stability, for example the level of maturity of the NI assembly/executive' had an impact on 17% of funded projects pre 2006, and 35% of projects post 2006. The 'Increase in level of community tension' had an impact on 4% of projects pre 2006, whilst 27% of projects post 2006 were affected by this contextual change. 8% of projects were affected by 'organisational change' pre 2006, whilst this increased to 35% when considering post 2006 projects.

Table 28

What impact have these contextual changes had on the project? (pre and post 2006)

Impact of contextual changes	pre 2006	post 2006	Total
Targets are less likely to be met	3	4	7
More resources have had to be committed	2	2	4
Less resources have had to be committed	0	3	3
Harder to engage with target group	1	7	8
harder to leverage funds	2	6	8
project was delayed	3	3	6
project had to be extended	1	1	2
Project is no longer expected to be sustainable once funding has run out	0	4	4
other	14	44	58
Total	19	57	76

The results of Table 28 indicate that the number of projects '..no longer expected to be sustainable once the funding has run out', has increased from 0 (0%) to 4 (4%) from pre to post 2006. 5% of organisations found it 'harder to engage with target groups' pre 2006 compared to 12% of organisations post 2006. 11% of groups found it 'harder to leverage funds' both pre and post 2006.

Table 29
Is your project still receiving assistance from the Fund? (pre and post 2006)

	Yes	No	Don't know	Total
pre 2006	4	19	0	23
post 2006	55	21	1	77
Total	**59**	**40**	**1**	**100**

71% of post 2006 projects are still receiving funding, 17% of pre 2006 projects are still receiving funding.

Table 30
Is your project still receiving assistance from the Fund? (by project title)

Programme name	Yes	No	Don't know	Total
Business Enterprise & Technology	0	2	0	2
Community Based Economic and Social Regeneration	19	13	0	32
Community Bridges	20	4	0	24
Integrating Communities	8	5	0	13
Legacy	5	0	1	6
Rural Development - DARD	0	1	0	1
Rural Development - RDC	0	5	0	5
Sharing Education	4	0	0	4
Special Projects	2	0	0	2
Urban Development	1	10	0	11
Total	**59**	**40**	**1**	**100**

60% of 'Community Based Economic and Social Regeneration' projects are still receiving assistance from the Fund. 83% of 'Community Bridges' projects are still receiving assistance from the Fund. As would be expected none of the pre-2006 programmes of 'Rural Development – DARD', 'Rural Development – RDC' and 'Business Enterprise & Technology' projects are receiving assistance from the Fund, indicating that they have finished.

Table 31
What will happen to the project when assistance from the Fund finishes?

Programme name	Need will have been met by the project and it can therefore close	The need will not have been met but the project will close	Project will be generating revenue and will therefore continue as self-sustainable	The project will hopefully be receiving other funding by that time	The project will continue to be run by another body, for example, a statutory body	Other	Don't know	Total
Community Based Economic and Social Regeneration	3	0	6	7	2	1	0	18
Community Bridges	1	1	1	12	1	2	2	20
Integrating Communities	3	0	2	2	0	1	0	8
Legacy	1	0	1	1	1	1	0	5
Sharing Education	1	0	1	0	0	2	0	4
Special Projects	0	0	1	0	0	0	1	2
Urban Development	0	0	1	0	0	0	0	1
Total	**9**	**1**	**13**	**22**	**4**	**7**	**3**	**59**

The results from Table 31 show that 38% of total respondents will 'hopefully be receiving other funding' when support from the Fund finishes. The largest proportion of this figure can be attributed to the 'Community Bridges' category where 60% of projects hope to be receiving funding elsewhere. 22% of projects will be 'generating revenue and will therefore continue as self-sustainable'.

Table 32
What will happen to the project when assistance from the Fund finishes? (pre and post 2006)

	Need will have been met by the project and it can therefore close	The need will not have been met but the project will close	Project will be generating revenue and will therefore continue as self-sustainable	The project will hopefully be receiving other funding by that time	The project will continue to be run by another body, for example, a statutory body	Other	Don't know	Total
pre 2006	0	0	3	0	0	0	1	**4**
post 2006	9	1	10	22	4	7	2	**55**
Total	**9**	**1**	**13**	**22**	**4**	**7**	**3**	**59**

The results from Table 32 indicate that 37% of post 2006 project respondents will hope to receive funding from elsewhere by the time support from the Fund ceases. 75% of pre 2006 projects were predicted to be generating revenue at the time of Fund cessation compared to 19% of post 2006 projects.

Table 33

If your project is no longer receiving financial support from the Fund, is it now self-sustaining, that is, one that generates revenue? (pre and post 2006)

	Yes	No	Don't know	Total
pre 2006	15	7	1	23
post 2006	21	43	13	77
Total	36	50	14	100

The results from Table 33 indicates that just 36 per cent of those that 65% of the pre 2006 project respondents which do not receive funding are self sustaining compared to 27% of the post 2006 projects respondents.

Table 34

Is the project now self-sustaining, that is, one that generates revenue? (by project title)

Programme name	Yes	No	Don't know	Total
Business Enterprise & Technology	2	0	0	2
Community Based Economic and Social Regeneration	14	15	3	32
Community Bridges	3	17	4	24
Integrating Communities	2	9	2	13
Legacy	1	1	4	6
Rural Development - DARD	0	1	0	1
Rural Development - RDC	3	2	0	5
Sharing Education	2	2	0	4
Special Projects	0	1	1	2
Urban Development	9	2	0	11
Total	36	50	14	100

The results from Table 34 indicate that 71% of 'Community Bridges' projects are not self-sustainable with 69% of 'Integrating Communities' projects not self-sustaining. 82% of' Urban Development' projects are self-sustaining, along with 45% of 'Community Based Economic and Social Regeneration' projects.

Table 35
If your project is still ongoing but is not self-sustaining, how is it funded? (pre and post 2006)

Funding	pre 2006	post 2006	Total
Government funding	0	14	**14**
Groups own resources	3	13	**16**
Fund raising	1	12	**13**
Private sources	1	9	**10**
EU funding	0	8	**8**
Charitable Trusts or Foundations	0	15	**15**
Other	4	16	**20**
Total	**7**	**43**	**50**

The results from Table 35 indicate that of those projects that are not self-sustaining, 0% of the projects received 'government funding' pre 2006, compared to 28% of post 2006 projects. 0% of pre 2006 projects received funding from 'charitable trusts or foundations' compared to 35% of post 2006 projects. 14% of pre 2006 projects received assistance from fundraising, whilst 28% of post 2006 projects received assistance from that category.

Table 36
When the financial assistance from the Fund for this project finishes, how much impact will this have on your organisation's sustainability?

Programme name	No impact	Limited impact	Significant impact	Very significant impact	Total
Community Based Economic and Social Regeneration	3	4	7	2	16
Community Bridges	2	5	5	5	17
Integrating Communities	4	2	1	2	9
Legacy	0	0	0	1	1
Rural Development - DARD	0	1	0	0	1
Rural Development - RDC	1	0	0	1	2
Sharing Education	1	1	0	0	2
Special Projects	1	0	0	0	1
Urban Development	0	1	1	0	2
Total	**12**	**13**	**14**	**11**	**50**

From the results of Table 36, it can be seen that 50% of respondents will experience at least significant impact to their sustainability once the support from the Fund ceases. Most affected in this category are 'Community Based Economic and Social Regeneration' and 'Community Bridges' with 64% and 59% of respondents experiencing significant impact to their sustainability, respectively.

Table 37
When the financial assistance from the Fund for this project finishes, how much impact will this have on your organisation's sustainability? (pre and post 2006)

	No impact	Limited impact	Significant impact	Very significant impact	Total
pre 2006	2	3	1	1	7
post 2006	10	10	13	10	43
Total	**12**	**13**	**14**	**11**	50

The results from Table 37 indicate that 14% of pre 2006 project respondents would experience at least significant impact on their sustainability when support from the Fund ceases, compared to 53% of post 2006 project respondents.

Table 38
In your view, has the Fund's support for your project been characterised by...?

	pre 2006	post 2006	Total
A clear focus on building positive community relations as the overriding objective	16	66	82
An independent and credible approach with strong international backing	18	57	75
A cross-border, cross community approach	15	65	80
A willingness to take risks on behalf of local communities	16	63	79
Early support for community initiatives	15	59	74
Co-operation with other funders and leverage of funds from other sources	16	59	75
A willingness to innovate and to break new ground in support of reconciliation	16	68	84
none	1	1	2
Total	**23**	**77**	**100**

The results from Table 38 indicate the most common result of support from the Fund pre 2006 had been 'An independent and credible approach with strong international backing.' This has shifted to 'A willingness to innovate and to break new ground in support of reconciliation' in post 2006 projects.

Table 39

Which of the following statements best fit your views of how the Fund manages the processes delivering financial assistance? When giving your answer please take into account asking for applications, assessment of applications, providing funding, monitoring and evaluation and any other communications during the process.

	The Fund manages the process well and it could not be improved in any way	The Fund manages the process well but there is room for improvement	The Fund does not manage the process well and needs to improve	I do not have any views on the way in which the Fund manages the process	Total
pre 2006	14	7	0	2	**23**
post 2006	34	36	1	6	**77**
Total	**48**	**43**	**1**	**8**	**100**

The results from Table 39 indicate that 30% of pre 2006 project respondents felt the 'Fund manages the process well but there is room for improvement' compared to 47% of post 2006 funded organisations. 60% of pre 2006 organisations felt the 'Fund manages the process well and it could not be improved in any way' compared to 44% of post 2006 organisations.

Table 40

Which of the following statements best fit your views of how the Fund manages the processes delivering financial assistance? When giving your answer please take into account asking for applications, assessment of applications, providing funding, monitoring and evaluation and any other communications during the process. (by project title)

Programme name	The Fund manages the process well and it could not be improved in any way	The Fund manages the process well but there is room for improvement	The Fund does not manage the process well and needs to improve	I do not have any views on the way in which the Fund manages the process	Total
Business Enterprise & Technology	2	0	0	0	2
Community Based Economic and Social Regeneration	16	12	0	4	32
Community Bridges	10	11	1	2	24
Integrating Communities	7	6	0	0	13
Legacy	1	5	0	0	6
Rural Development - DARD	1	0	0	0	1
Rural Development - RDC	2	2	0	1	5
Sharing Education	1	3	0	0	4
Special Projects	2	0	0	0	2
Urban Development	6	4	0	1	11
Total	**48**	**43**	**1**	**8**	**100**

The results from Table 40 indicate that 75% of the 'Sharing Education' programme category feels that there is room for improvement in how the Fund manages the process for delivering financial assistance. 83% of the 'Legacy' category feels that there is room for improvement. 50% of the 'Community Based Economic and Social Regeneration' feel that the Fund could not do things any better in this respect.

Table 41

Is there anything that is particularly distinctive about the Fund compared to other funding programmes you may have had dealings with?

Programme name	Yes	No	Don't know	Total
Business Enterprise & Technology	1	1	0	2
Community Based Economic and Social Regeneration	24	6	2	32
Community Bridges	22	2	0	24
Integrating Communities	10	3	0	13
Legacy	6	0	0	6
Rural Development - DARD	1	0	0	1
Rural Development - RDC	2	2	1	5
Sharing Education	3	1	0	4
Special Projects	2	0	0	2
Urban Development	3	6	2	11
Total	74	21	5	100

The results from Table 41 show that 74% of the respondents in total do think that there is something distinctive about the Fund. 100% of the 'Legacy', 'Rural Development – DARD' and 'Special Projects' categories thought that there was something distinctive about the Fund. 55% of the 'Urban Development' category did not think there was anything distinctive about the Fund.

Table 42

Is there anything that is particularly distinctive about the Fund compared to other funding programmes you may have had dealings with? (pre and post 2006)

	Yes	No	Don't know	Total
pre 2006	10	10	3	23
post 2006	64	11	2	77
Total	74	21	5	100

The results of Table 42 indicate that overall 74 per cent of respondents stated that there is something distinctive about the Fund compared to other funding. 43% of pre 2006 organisations thought that there was nothing distinctive about the Fund (43% also thought that there was) compared to 14% of post 2006 organisations, with 83% feeling that there was something distinctive about the Fund.

Table 43

If the Fund were to stop operating, what would be the extent of the impact on organisations, groups and communities which have benefited to date from financial assistance? (pre and post 2006)

	No impact	Limited impact	Significant impact	Very significant impact	Total
pre 2006	2	1	8	12	23
post 2006	3	3	21	50	77
Total	5	4	29	62	100

The results from Table 43 show that 91% of all respondents felt that there would at least be significant impact if the Fund were to stop operating.

Table 44

If the Fund were to stop operating, what would be the extent of the impact on organisations, groups and communities which have benefited to date from financial assistance? (by programme title)

Project name	No impact	Limited impact	Significant impact	Very significant impact	Total
Business Enterprise & Technology	1	0	0	1	2
Community Based Economic and Social Regeneration	0	2	6	24	32
Community Bridges	1	0	8	15	24
Integrating Communities	2	1	4	6	13
Legacy	0	0	3	3	6
Rural Development - DARD	0	0	1	0	1
Rural Development - RDC	0	1	1	3	5
Sharing Education	0	0	0	4	4
Special Projects	0	0	0	2	2
Urban Development	1	0	6	4	11
Total	**5**	**4**	**29**	**62**	**100**

The results from Table 44 indicate that 73% of those organisations whose projects were within the 'Community Based Economic and Social Regeneration' programme think that if the Fund were to stop there would be 'very significant impact' on organisations, groups and communities who have benefited from financial assistance of the Fund. 62% of organisations with projects in the 'Community Bridges' category are of the same opinion. Only 5% of organisations across all categories think that there would be 'no impact' if the Fund were to stop.

Table 45

If the Fund were to stop operating, what would be the extent of the impact on wider society? (pre and post 2006)

	No impact	Limited impact	Significant impact	Very significant impact	Total
pre 2006	1	4	12	6	**23**
post 2006	2	4	44	27	**77**
Total	**3**	**8**	**56**	**33**	**100**

The results from Table 45 indicate that overall 89% of respondents felt that there would be at least 'significant impact' on wider society if the Fund were to stop.

Table 46

If the Fund were to stop operating, what would be the extent of the impact on wider society? (by project title)

Programme name	No impact	Limited impact	Significant impact	Very significant impact	Total
Business Enterprise & Technology	0	1	0	1	2
Community Based Economic and Social Regeneration	0	3	17	12	32
Community Bridges	1	1	13	9	24
Integrating Communities	1	0	8	4	13
Legacy	0	0	5	1	6
Rural Development - DARD	0	0	1	0	1
Rural Development - RDC	0	0	4	1	5
Sharing Education	0	0	3	1	4
Special Projects	0	0	0	2	2
Urban Development	1	3	5	2	11
Total	**3**	**8**	**56**	**33**	**100**

The results from Table 46 indicate that 89% of respondents in total feel that there would be at the least a 'significant impact' on wider society if the Fund were to stop operating.

Table 47
Level of project funding (by project title)

Programme name	Amount				Total
	Up to £99,999.99	£100,000.00 to £199,999.99	£200,000.00 to £399,999.99	£400,000.00 or more	
Business Enterprise & Technology	0	0	2	0	2
Community Based Economic and Social Regeneration	10	9	7	6	32
Community Bridges	2	9	12	1	24
Integrating Communities	10	0	3	0	13
Legacy	0	0	0	6	6
Rural Development - DARD	1	0	0	0	1
Rural Development - RDC	4	1	0	0	5
Sharing Education	0	0	0	4	4
Special Projects	1	0	0	1	2
Urban Development	7	3	1	0	11
Total	**35**	**22**	**25**	**18**	**100**

The results from Table 47 indicate that, out of the survey responses, 100% of 'Sharing Education' projects have received funding of £400,000 or more, while 80% of Rural Development – RDC projects has received funding of up to £99,999.99. 47% of projects received funding of within the £100,000 - £399,999.99 range. Less than one fifth of projects received £400,000 or more and 72% of these came within the 'Community Based Economic and Social Regeneration', 'Community Bridges' and 'Legacy' categories.

Table 48
Level of project funding (pre and post 2006)

	Amount				Total
	Up to £99,999.99	£100,000.00 to £199,999.99	£200,000.00 to £399,999.99	£400,000.00 or more	
pre 2006	14	4	4	1	**23**
post 2006	21	18	21	17	**77**
Total	**35**	**22**	**25**	**18**	**100**

The results from Table 48 indicate that 22% of pre- 2006 funded organisations received at least £200,000 financial assistance compared to 49% of post 2006 projects.

Appendix 5 – Case Studies

Appendix 5 presents our full case studies undertaken as part of the review.

1. Kilkeel Parish Bridge Association Limited

Strategy Area	Building Foundations
Programme	CBESR
Project Description	3 year community relations programme
Timescale	March 2009 – March 2012
Fund Commitments	£121,695 over the three year period
Additional Leverage	An additional £6,405 has been provided by the Kilkeel Parish Bridge Association Ltd to cover the remaining project costs
Employment Creation	1 Full-Time and 1 Part-Time job created for the life time of the project

Overview / Background

The Kilkeel Parish Bridge Association Limited (KPBA) received more than £120,000 under the CBESR programme to employ one full-time Youth Outreach Manager and a part-time Administrator. The project aimed to deliver a three year programme of inter-community activities between the predominantly Unionist Jim's youth club and the Nationalist Kingdom Youth Club in Kilkeel. Previously there had been some joint activities between the clubs (e.g. Computer clubs, Sports Programmes etc) however the aim of this project was to build on this initial relationship to provide an overall framework to *"deliver a robust programme of inter-community activities in the town and surrounding area".*

The project is located in the fishing village of Kilkeel within the Newry and Mourne Council Area. The last census (2001) highlights the town as predominantly Unionist (57 per cent), and having a relatively large proportion of young people (26.2 per cent under the age of 16 years) compared to the Northern Ireland average (23.6 per cent). The area has suffered a significant increase in unemployment in recent years due to the decline of the fishing fleet and fishing and construction industries which were the mainstay of employment in the area.

In the view of the project promoter from KPBA, Kilkeel has suffered underlying sectarian issues for many years. Parades have often been viewed as contentious and both Loyal Order and Hibernian parades are often faced with protests. Stories relating to sectarian fighting and attacks between young people at weekends are commonplace amongst the local residents of Kilkeel.

Impacts / outcomes

The project promoter believes that Jim's Youth Club and Kingdom Youth Club have both received benefits of developing and building upon their own relationship as part of the project in a town which they viewed as *"rife with sectarian issues".* Whilst they both had a strategic overview of how local change could be made, and some initial ideas, this project has provided them with the opportunity to employ an experienced programme manager to put these ideas into practice. In the

opinion of the project promoter these activities *"would not have been able to happen without Fund support".*

Over 200 young people, aged 12 – 18 years have been targeted via a range of residentials, trips, workshops and activities since the project began in March 2009. Overall, this has involved a broad split of participants between Unionist and Nationalist which has enabled participants to feel safe and also develop friendships and networks with young people from communities and backgrounds they previously had not engaged with. In terms of impacts to date the following were articulated by the project promoter:

At a community level:

- Increased community capacity in terms of cross-community interaction and dialogue; and

- Greater sharing of space within the Kilkeel community.

At an organisational level:

- Enhanced cross-community interaction between the two clubs; and

- Ability to provide an enhanced service / range of activities for young people in the area.

At an individual level for beneficiaries:

- New cross-community relationships formed; and

- Positive increase in the young people engaged understanding and respect for each other.

In support of these impacts, the project promoter suggested that whilst the young people involved in the project may not have *"experienced the full horror of the conflict themselves",* they initially held fears, mistrust and prejudices that had been ingrained by their friends and families attitudes and behaviours. Through engagement and contact during project activities the project promoter suggested *"suspicions amongst the young people about each other are slowly fading away."*

The project also builds upon a previously successful Fund project from pre-2006 which provided KPBA with a new youth centre. This centre has been used as a shared space to house a number of the current project activities and as a result has supported sustained peace-building and reconciliation impact in the Kilkeel area.

Looking forward

In looking forward, the project promoter believed it was important to build upon the work already undertaken. One area of focus for the remainder of the project is likely to be on the young people's wider families and trying to encourage older siblings and parents to get involved in activities. In addition, the project promoter believes there is scope to get involved in potential cross-border opportunities as well.

As is already stated, sustained peace-building and reconciliation has been supported by the Fund in Kilkeel by building on previous initiatives. Whilst the project promoter acknowledged that the project itself was unlikely to continue without Fund support they were strongly of the opinion that enhanced relationships between the two clubs and amongst the young people would continue. The project promoter also discussed a *"whole generation of volunteers"* that had been involved in the initial activities and were now becoming increasingly engaged in getting younger people involved.

In terms of the Fund itself, we asked the project promoter for their views on the Fund's legacy (i.e. In Kilkeel what would it be remembered for?). Their response was positive and included reference to:*"bringing people together"; and "being community focussed, rather than telling us what to do they supported us to do what we needed"*

2. Dennet Interchange Ltd and Learmount Community Development Group

Strategy Area	Building Integration
Programme	Community Organisations
Project Description	Community Cohesion within the villages of Park and Donnemana
Timescale	January 2009 – January 2012
Fund Commitments	£189,039 over the three year period
Additional Leverage	An additional £20,000 has been provided by Dennet Interchange Ltd and Learmount Community Development Group to cover the remaining project costs
Employment Creation	2 Part-Time jobs created for the life time of the project

Overview / Background

This project is led by the Dennet Interchange organisation (Donemana) in partnership with the Learmount Community Development Group (Park Village), both based geographically in the North West of Northern Ireland. The groups represent two rural village communities with different cultural and community backgrounds, Donemana mainly Unionist and Park mainly Nationalist. Over the course of the Conflict, both villages and their surrounding areas were impacted by incidents such as the Claudy bombing (31st July 1972) and isolated shootings / murders of local villagers fostering mistrust and divisions. The legacies of these issues are still felt by both communities today.

The partnership between the two organisations began at an earlier point in 2007, outside and prior to the Integrating Communities Programme. Through these initial meetings and networks the groups jointly recognised that although they had differences of political opinions, they also had commonality in relation to economic and social challenges and community development practice. Therefore, they believed there was an opportunity for a project which would support them to develop their relationship further. Through the Integrating Communities Programme, the project developed a joint steering committee to develop the capacity of both communities to participate in building relationships and understanding the 'other' community at a local level. The project plan over three years includes activities under the following themes / measures:

- History (Symbolic / Local);

- Music and Dance;

- Building Respect; and

- Training and other joint activities.

The project began in January 2009 and is scheduled to run until January 2012.

Impacts / outcomes

Both organisations involved in the project discussed impacts in relation to an improved relationship between each other in terms of sharing their expertise and skills and learning / developing from each other. In addition, they articulated the following impacts at community, organisational and individual level.

At a community level:

- Increased opportunity for cross-community contact and dialogue (e.g. arrangement of a cross-community parent / child pantomime trip with an initial stage involving a forum for the group to *"get to know each other"*).

At an organisational level:

- Enhanced cross-community interaction between the two organisations and an increased capacity to manage cross-community projects / activities; and

- Relationship development and impacts associated with shared learning including building the capacity of both organisations around decision making / partnership working as a result of the steering group.

At an individual level:

- New and meaningful cross-community relationships formed which are expected to continue beyond the project lifetime; and

- Many of the activities have incorporated elements of discussion and dialogue around particular issues (e.g. through history workshops with Ulster Historical Society around the history of both villages) which are enhancing and developing mutual understanding.

Looking forward

In terms of the actual project itself future plans for the remainder include activities continuing to target and address issues of cultural and political alienation. However, one of the key lessons to be learnt from project promoters related to the need to monitor the introduction of activities against community tensions *"in order to ensure sensitivities are managed and we can move at the pace of the individuals and communities".* This was viewed importantly by project promoters who highlighted instances in the past when activities had not been successful.

A fundamental aspect of the project from the outset has been around evaluation. Project promoters discussed using the results / outcomes from the evaluation processes in place as learning / best practice tools for themselves and others. In looking forward project promoters were keen for the opportunity to share with other communities.

In relation to sustainability and particularly potential withdrawal of the Fund, the project manager stated that sustainability of impacts in relation to cross-community relationships and mutual understandings were very likely to continue beyond the lifetime of the project.

3. Balor Developmental Community Arts Group

Strategy Area	Building Foundations
Programme	CBESR
Project Description	Cross border / community reconciliation project for children between Balor DCA and Alley Arts Strabane
Timescale	2008 – 2011
Fund Commitments	€255,064 for the 3 year timeframe of the programme
Additional Leverage	€18,566 provided by Balor DCA / Alley Arts cover the remaining project costs
Employment Creation	8 Full-Time jobs created for the life time of the project

Overview / Background

Balor DCA group is a community arts project whose ethos is based on the principles of community development. It utilises a range of arts activities as tools for community development objectives addressing issues such as: social exclusion; poverty; and unemployment to enable groups to express their views on and influence the issues that shape their everyday lives.

The cross-border / cross-community *'Shared Past – Shared Future'* arts project is a joint initiative between the Balor Community Theatre, Ballybofey and the Alley Arts Centre in Strabane. Ballybofey and Strabane are areas recognised as having suffered from the affects of economic and social isolation, a significant proportion of which can be attributed to their proximity to the border and the political situation which in the past has led to suspicion and intolerance within and between communities in both areas.

The project has two main elements, one focussed on highlighting *"shared heritage"* across the region and the other involving a *"performing arts summer camp"* for young people in the border region. Within the shared heritage element, the project aims to explore various themes of diversity, peace and reconciliation within a historical context through the arts. In the summer camp the focus is on the development of *"new relationships"* amongst young people on a cross-border and cross-community basis targeting 40 participants each year to work together to develop a stage performance of song, music, comedy and drama.

Impacts / outcomes

In terms of impacts the project promoter from Balor DCA discussed the *"legacy of theatre skills and friendship between young participants".* The project has afforded some of the young people their very first opportunity to mix socially with young people from a different community and as a result has supported contact and dialogue, which through the arts has developed in a non-discriminatory way.

The project was funded for three years and was awarded €255k by the Fund which has supported the project to employ eight full-time posts across its lifetime. The project promoter indicated that if funding had not been awarded the project would not have went ahead as quickly or at the same scale as it has done.

As part of the project, Balor DCA have completed a sample survey with participants. The survey highlighted that *"the project appears to be having a positive impact in terms of building the participants confidence and self-esteem as well as creating opportunities for new relationships and friendships".* The feedback also identified a positive change in the participants understanding and respect for each other. Although not explicitly referenced within project literature cultural identity, sectarianism and cross-community / cross-border issues were all incorporated into the project activities and hence the project is likely to impact across all these areas in the view of the project promoter.

Overall the project promoter assesses the overall contribution of the project to peace-building and reconciliation as *"very significant".* In particular, relating to the development of new or enhanced relationships and a positive increase in participants understanding and respect for each other. In evidencing these impacts / outcomes the project promoter discussed individual testimony / sample feedback surveys, however, at this stage this has not been collated into a project wide evaluation. This is expected to take place when the project completes in 2011.

Looking forward

In relation to sustainability looking forward the project promoter was asked how much impact completion of funding will have on the project itself and more broadly on the organisation. In the first instance the project promoter indicated that the project was *"very unlikely to continue at the same scale"* in the absence of the Fund intervention. In part the current economic climate was highlighted with the project promoter suggesting that *"as a result of the economic climate our fundraising plans have hit significant barriers – projects like this one which have less tangible impacts tend to be the first to be hit as funders start tightening their belts".* The project promoter did discuss sustainability in terms of impacts by stating that *"the groundwork will be maintained but the project activity will not continue unless we get more funding".* When asked about the impact on the organisation more broadly, the project promoter stated that the organisations would continue as best as possible, however it was likely to have an impact on the extent to which activities could be provided by the organisation.

The project promoter was also asked to identify how the closure of the Fund was likely to impact on the wider community within which they operate. The promoter responded that *"the Fund has provided a lot of innovative actions that have had a real impact on the young people and the wider community".* They then went on to state that although progress has been made, there is still a lot of work to do and without the Fund momentum, which has gathered pace may get lost. This was of particular concern given the wider economic climate which the project promoter again stated *"would likely have an impact on what we can and can't support in the future".*

Finally, the project promoter was asked in their view what the Fund will most likely be remembered for. Their promoter responded that *"the Fund will be remembered for bringing people together and being innovative, being community focussed and strongly contributing to the peace process across Ireland".*

4. Organic Centre

Strategy Area	Building Foundations
Programme	CBESR
Project Description	Sustainable communities project / organic horticultural project
Timescale	2008 – 2011
Fund Commitments	€362,192 for the 3 year timeframe of the programme
Additional Leverage	€50,000 provided from public sources to cover the remaining project costs
Employment Creation	2 Full-Time and 2 Part-Time jobs created for the lifetime of the project

Overview / Background

Based in Rossinver in County Leitrim the 'Growing Together' programme has bloomed into a thriving local network of women's, schools and community organic gardens. The programme, supported by the Fund and now in its second year, has brought people together from all communities, walks of life and from both sides of the border, working together with shared goals of better community understanding and relations - all through the medium of organic gardening.

The organic centre itself has been around since 1995 and aims *"to promote organic gardening and sustainable living through training, demonstration and the provision of information".* Whilst this aim is not directly related to peace building and reconciliation it is through this medium that people come together in the first instance, with a common aim of working together / learning and community relations is a by product of this contact. In order to develop this however a primary element of the 'Growing Together' programme involves participants attending workshops to talk with each other in depth about the issues and challenges of living in the border counties.

In total, more than 200 people across a broad spectrum of ages and backgrounds have been involved in the 'Growing Together' Programme. Gardeners learn and grow together and take home their organic produce to share with family and friends. The gardens themselves are located in two clusters, one around the Fermanagh-Leitrim border and one around the Fermanagh-Cavan border.

More than €350k has been committed by the Fund over the three year period of the project. An additional €50k has been leveraged from public sources (including the Department of Agriculture, Fisheries and Food and the County Leitrim Partnership) to support additional elements of the project. This funding has supported the employment of two full-time and two part-time workers over the lifetime of the project.

Impacts / outcomes

The project promoter identified a number of impacts / outcomes associated with the project across a range of indicators. Primarily, in relation to peace building and reconciliation they indicated:

- The development of new cross-community and cross-border relationships;

- Positive increase in participants' understanding and respect for other communities; and

- Greater sharing between the two communities as the gardens are technically classed as a shared space.

Contact and dialogue in some cases has been occurring between people for the very first time and the project promoter believed the opportunity for contact in a *"safe environment"* was vital in getting people to engage.

Wider than peace-building and reconciliation the project promoter also highlighted potential impacts in the context of the current economic climate: *"The current economic climate means more and more people are interested in growing their own food to reduce cost. Cooking sessions are an important part of the programme, helping people make the most of what they grow and getting the different communities together in an informal, relaxed atmosphere."*

Looking forward

In looking forward the project promoter was asked to comment on their expectations of further impacts of their project in the future. Primarily their response mirrored those identified in the sections above and reflected the confidence in the sustainability of outcomes.

The project promoter was also asked to comment on the impact of completion of funding on the project itself and more broadly on the organisation. Whilst sustainability of impacts are expected / anticipated to continue beyond the lifetime of the project the project promoter suggested that as the Fund was the primary funder it was unlikely to be able to get the scale of funding from other sources. In terms of the actual organisation, the project promoter stated *"they are always on the look-out for funding sources especially in this climate".* They went on to say that whilst completion of the Fund would be a blow they would continue to carry and build on their work *"as best they can".*

Finally in terms of the Fund's legacy the project promoter stated that the Fund will likely be remembered most by the sustained and continued relationships at community level.

5. Wider Horizons Programme

Strategy Area	Building Bridges
Programme	Youth Programmes
Project Description	A cross-community, cross-border training, work experience & reconciliation programme targeting 18-28 year olds in disadvantaged areas
Timescale	The Wider Horizons Programme is one of the Fund's longest standing programmes and has been in operation since 1986
Fund Commitments	£4.2m per annum
Additional Leverage	Approximately £1.7m has been provided in the same period from DEL and FAS
Employment Creation	23 full-time and 2 part-time

Overview / Background

The Wider Horizons Programme (WHP) has been designed to empower locally unemployed 18 – 28 year olds, living within Northern Ireland and the southern border counties, who are disadvantaged either socially or economically or through limited academic achievement or unemployment. The programme aims to provide them with new skills, direction and enhanced employment opportunities while embracing the spirit of cross-border, cross community multiculturalism. The programme also aims:

- To continue to develop sustainable partnerships between key stakeholders in the private, public and statutory sectors, on both sides of the border, in order to ensure the effective implementation of the WHP.

- To continue to identify the key needs and skills of unemployed young people.

- To continue to identify key employers' needs and skills shortages in the Area.

- To implement a procedure for the recruitment of both the trainees and the training providers that is open and transparent and which is fully compliant with the Equality legislation in both jurisdictions.

- To adopt a planned approach to the selection of the overseas providers to ensure maximum benefit for the WHP and its trainees.

- To implement a rigorous system of Monitoring and Evaluation to ensure that any targets set are achieved.

- To implement a Follow-up Strategy that aims to maintain contact with the trainees, after the WHP, to ensure that the twin aims of 'employability' and 'peace and reconciliation' continue to be nurtured.

WHP currently operates through two integrated area partnerships:

- Springboard Opportunities (Springboard) Ltd, covering Belfast and Tallaght, Dublin; and

- Tyrone Donegal Partnership (TDP) Ltd covering Tyrone and Donegal, but also more recently covering the areas of Sligo, Fermanagh and Leitrim.

A Wider Horizons Project Group typically involves 21 participants drawn equally from the Nationalist and Unionist traditions in Northern Ireland and from the southern border counties with one project also taking participants from Dublin. Each project will last for approximately 20 weeks and is divided into three stages:

1. Stage one - pre-departure – including training in vocational skills, mutual understanding, conflict resolution, team building and personal development;

2. Stage two – work-experience – an overseas location, where the groups continue to address mutual understanding and personal development; and

3. Stage three – vocational qualifications - involves completing vocational qualifications and developing job search skills so that they can make applications for employment or further training/education courses.

Impacts / outcomes

Since it began in 1986, approximately 16,500 young people have completed the Wider Horizons Programme in destinations such as: Canada, America, Europe and South Africa. Evaluations are completed with participants on a regular basis and throughout the three stage approach to ensure their progress in terms of attitudinal change / behaviour are effectively captured and the later stages of the projects provide an opportunity for participants to put what they have learnt into practice.

The key reconciliation impacts articulated by the managing agents relate to mutual understanding and cross-border / cross-community relationship development. However, given the level of disadvantage associated with the young people involved (i.e. in terms of alcohol / drug misuse, mental health issues etc) managing agents also discussed wider impacts in terms of motivating participants *"to get a hold back on their life".*

Independent evaluations repeatedly identify WHP as a successful intervention which *"provides an excellent package of support and personal development, delivering Mutual Understanding[29]".* The most recent evaluation completed in April 2007 undertook a comprehensive survey with current and previous participants on the programme to establish its impact upon them. In total 140 participants were surveyed as part of the evaluation. The key findings are presented below:

- The majority of participants claimed to have developed social and personal development skills, with *"increased confidence"* and ability to *"communicate with others better"* specifically referenced as the most frequent response;

- Seven participants reported that they had gained employment directly as a result of involvement on WHP. In all cases this was the first time they had been in full-time employment;

- A significant majority of participants responded positively to *"meeting other people"* with many of them indicating that WHP afforded them the first opportunity to engage with individuals from the 'other' community. Many participants also engaged for the first time on a cross-border basis;

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[29] *Deirdre Fitzpatrick & Associates – Evaluation Report on Mutual Understanding within WHP*

- In total 79.2 per cent of participants surveyed are either in employment (full-time or part-time) or education / training;

- 86.4 per cent of those surveyed indicated that contact made through the programme on a cross-community and cross-border basis had been maintained (up to two years following completion of the programme); and

- More than three quarters (75.7 per cent) of participants indicated their attitude towards and understanding of other backgrounds had improved.

As part of the case study we also had discussions with programme delivery staff from Springboard and TDP. Both organisations discussed the *"changing profile"* of participants engaging on WHP. This included a much higher incidence of mental health difficulties and low levels of self-confidence and self-esteem. Although this was viewed by both organisations to present significant challenges in terms of engagement / dialogue and commitment of participants it was also viewed to represent a *"considerable journey"* for them to get to the other side of WHP. In particular, both organisations believed whilst some of the participants had received qualifications others were *"very happy to have completed the programme and in doing so has boosted their confidence to seek further opportunities to develop".* Programme delivery staff also provided a range of anecdotal evidence in relation to groups and individuals of relationship development on both a cross-border and cross-community basis. A key impact of WHP in terms of reconciliation identified by the programme delivery staff related to the *"lasting friendships"* between participants.

Looking forward

As part of the case study we asked a series of questions of both managing agents (DEL / FAS) and delivery agents (Springboard / TDP) in relation to looking forward.

Both managing agents in looking beyond the Fund were clear that WHP would not be mainstreamed within either organisation. However, DEL specifically made reference to *"taking best practice from WHP in terms of the impact of mutual understanding activity".* A key area of focus articulated by both managing agents for the Fund was to ensure its closure was effectively communicated specifically stating that the *"message needed to come sooner rather than later".* Managing agents both indicated that given the level of employment within delivery agents associated with WHP a reduction or closure of funding from the Fund would likely result in the closure or significant reduction in activity of both delivery organisations. Both managing agents viewed this as requiring careful management and communication by the Fund in looking towards its decline.

In terms of the delivery agents themselves their view in looking forward tended to focus more on the individual participants and other young people in wider society. Whilst acknowledging there was likely to be a significant impact on their own organisations, one delivery agent made the comment *"WHP has been a unique programme over a number of years targeting disadvantaged young people in a way that no other programme has done previously. There are concerns that when it ends we will still have a significant number of young people out there in disadvantage with no opportunity to engage on programmes like this".*

6. Knowledge through Enterprise for Youth Programme

Strategy Area	Building Bridges
Programme	Youth Programmes
Project Description	3 Year Cross-Community & Cross-Border programme to promote mutual understanding and to improve the employability of 14-16 year olds
Timescale	2008 – 2011
Fund Commitments	£4.15 million
Additional Leverage	N/A
Employment Creation	N/A

Overview / Background

The KEY programme is a joint initiative between Young Enterprise Northern Ireland and Junior Achievement Ireland. It works with young people (aged 14 – 16 years) from both communities in Northern Ireland and the southern border counties to enhance their personal development through enterprise training, business tasks and outdoor activities during a series of four residential camps.

The objective of the programme is to redress the disadvantages of children born into marginalised communities by raising their aspirations, teaching them entrepreneurial skills, providing a positive business role model and teaching them to recognise and create opportunity. The overall aim is to help sustain peace and reconciliation, by bringing together young people from different traditions and breaking the cycle of hostility to those of a different political and cultural tradition.

Students participating in the programme are drawn from 72 schools in Northern Ireland and the southern border counties. The seven month programme involves a combination of indoor and outdoor activities around key themes including:

- Personal development;

- Motivation;

- Confidence building;

- Career planning;

- Exploration of employment opportunities;

- The importance of education and training;

- Business creation and enterprise training; and

- Peace and reconciliation through outdoor adventure with the focus of leadership qualities and developing a healthy and enjoyable attitude to life.

Impacts / outcomes

Over the lifetime of this phase of the programme (i.e. 2008 and 2009) more than 1,500 young people have taken part in the residential camps. A project promoter consulted as part of the case study suggested that *"the KEY programme often provides the only opportunity these young people have to mix with their peers from other traditions and background".*

Independent annual evaluations repeatedly demonstrate that KEY is successful in meeting its twin aims of promoting peace and reconciliation between the two communities and addressing the disadvantage of marginalised young people by teaching them enterprise and personal skills. In particular the evaluation completed in 2009 used pre and post programme questionnaires with young people to understand progress against a number of indicators. Notable results from these questionnaires are presented below:

- 84 per cent of young people surveyed either agreed or strongly agreed with the statement *"I have a greater understanding of other religions and backgrounds."*

- There was an increase from 79 per cent to 93 per cent of young people indicating they now had friends from a different religion.

- An increase from 88 per cent to 92 per cent of young people indicating they *"wouldn't mind if a teacher of another religion were to teach you".*

- An increase from 80 per cent to 85 per cent of young people indicating they *"wouldn't mind if a relative were to marry someone of a different religion".*

One of the most positive aspects of the programme according to programme promoters interviewed for case study relates to the friendships created and sustained as a result of interaction. This again is evidenced within the independent evaluation from 2009 which states:

"the social element continues after the KEY programme, the schools invite each other to shows, to be part of the audience. If the schools are geographically close it helps to build a relationship between the schools".

In measuring some of the 'qualitative outcomes' associated with activity YENI piloted an Enterprise Catalyst evaluation tool which they have since used across a range of their product offerings. The Enterprise Catalyst is an online self-assessment and coaching tool that aims to support YENI in providing immediate and personalised coaching to individuals engaged and to measure the distance travelled in terms of their enterprise progression. Key findings from the tool include:

- **Enterprise Fuel -** is a composite measure of an individual's motivation, their belief in their capacity to determine what happens in their life, and their willingness to learn and change. These three individual qualities combine to provide the individual with a set level of personal energy they can apply to their enterprise endeavours. From a psychological perspective, without adequate levels of Enterprise Fuel an individual is unlikely to have the energy required to act in an enterprising way and make things happen.

  "YENI interventions are creating higher levels of Enterprise Fuel and thus adding significant value to the enterprise and business start-up agenda by developing the attitudes that are known to promote enterprise and business start-up"

  "YENI is attracting a sample of people, who on average have more Enterprise Fuel than the population as a whole, thus indicating that YENI has the capacity to attract individuals with higher levels of motivation"

  [Source: Enterprise Catalyst: developed and administrated by Durham University (Dr David Johnston)]

- **Encouragers of Enterprise -** The Enterprise Catalyst asked individuals to choose from a list of ten options, two sources of encouragement and support. The results indicated that the major source of encouragement is parents (76 per cent), friends (48 per cent), and teachers (26 per cent). Interesting for YENI is the fact that results outside of Northern Ireland indicate that only 64 per cent of participants had indicated parents as their main source of encouragement. Particularly, in relation to the targeted areas of the Key programme the need to engage with parents as well as children was highlighted by the YENI Programme Promoter:

  "We believe that the parents need to understand for themselves the advantages of embracing an enterprise culture. Many of the students in the areas engaged with this Programme came from families with multi-generational unemployment – celebration events like those at programme completion helped to motivate the parents as well as the students".

- **Summary Conclusions** - *"YENI has begun the process of tackling the less tangible processes that lead an individual from being unaware of enterprise, to thinking about it, to actively gestating a business to actually growing a successful and sustainable business."*

[Source: Enterprise Catalyst: developed and administrated by Durham University (Dr David Johnston)]

Looking forward

The KEY programme has been considered as one of the Fund's most successful and dynamic programmes since its inception in 1999. Over the lifetime of the programme more than 8,000 young people have participated across its spectrum of activity. Between 2004 and 2005 and prior to the introduction of the new Fund strategy financial commitments towards the KEY programme were increased to almost £1.5m allowing for an increase in engagement of the Programme to more than 900 young people per year. In the period since then funding and activity has remained consistent with these figures.

Given the scale of funding it is very unlikely that this programme would exist without intervention from the Fund. It is however very much valued at all levels being identified by a Fund Board Member during the wider consultation process as *"the shining light of the Fund's portfolio of programmes"*.

In looking forward the programme promoter interviewed for the case study concluded that:

"It would appear unlikely that the programme could ever become mainstreamed in its current format – although undoubtedly principles that have been developed over the years are very valuable lessons to be considered in looking forward. This is perhaps the greatest legacy that could be left behind".

7. 174 Trust

Strategy Area	Leaving a Legacy
Programme	Legacy
Project Description	Refurbishment of a former church building for community development
Timescale	Estimated March 2011 to March 2012
Fund Commitments	£1,410.632 over the three year period
Additional Leverage	Heritage Lottery Fund - approx £950,000 (unsecured) Environmental Heritage Services - approx £100,000 (unsecured)
Employment Creation	None

Overview / Background

The 174 Trust (the Trust) was established in 1983 and is an interdenominational and non-sectarian Christian Community Development organisation. The Trust's local community work is focused on North Belfast where there are few cross-community groups of this kind and where there are few, if any, facilities where both communities – as well as a growing number from the minority ethnic community – can meet and engage with each other in a variety of activities and programmes in what is truly a 'Shared Space.' The organisation provides an inclusive, non-threatening environment for individuals and groups to access programmes and encourages local residents to be involved with a wide range of activities from Pre-school Playgroup to Senior Citizen's Social events.

The Trust was founded in response to the high levels of deprivation prevailing in the surrounding New Lodge area and the wider North Belfast community and had the mission of effecting change in North Belfast by social action and community development so that North Belfast would become a place of co-operation, prosperity and hope. The Trust has developed the Duncairn Complex as a shared space/ neutral venue in North Belfast.

The Fund provided a grant under the Legacy Programme that involves the restoration of a former Presbyterian, Grade B+ listed Church and its transformation into a Community Resource Arts and Culture Centre. The Church has historic links to Henry McCracken, the United Irishmen and the 1798 uprising. The Trust plans to use this unique and shared history to educate both communities about their history and culture.

Impacts

As the restoration work has not been started yet, few impacts have not been realised to date. However, the 174 Trust has received funding under the Community Bridges Programme to implement its community relations strategy. Examples of cross-community activity that have already taken place include an Irish Language Summer Scheme and a Burns Night that feature Highland and Irish dancing. During the case study a number of other anticipated impacts were articulated by the project promoter:

At a community level:

- Increased community capacity in terms of cross-community interaction and dialogue;

- Promoting understanding of the shared history of the building; and

- Greater sharing of space within North Belfast area.

At an organisational level:

- Enhanced cross-community interaction; and

- Ability to provide an enhanced service / range of activities for people in the area.

At an individual level for beneficiaries:

- New cross-community relationships formed; and

- Positive increase understanding and respect for each other.

Looking forward

When the restoration work is completed, the Trust believes that the space will be used by both communities, will promote cross-community working and help to change people's perceptions. The building will include exhibition space, tourist information, a cafe, meeting rooms for groups to use and a performing arts space. It is hope that through this, the heritage of the building will be promoted and will form the basis of shared working for communities. The Trust is also currently working with local schools to design stained glass windows for the building. A book and a DVD have also been commissioned to tell the history of the area.

The Trust will operate as a not-for-profit organisation and will hope to be self-sustainable through revenue streams such as the cafe, meeting rooms, exhibition space and ticket sales.

In relation to future need, the project manager stated that "*there is still enormous amount of cross-community work to be done but we need to drill down to grassroots level as many people are happy to stay as they are*".

8. Crossfire Trust

Strategy Area	Building Foundations
Programme	CBESR
Project Description	Improvements to Darkley House plus a programme of community and community relations activity.
Timescale	March 2009 to March 2012
Fund Commitments	£290,847 over the three year period
Additional Leverage	£150,000 (DETI)
Employment Creation	3 Full time and 1 Part time

Overview / Background

The Crossfire Trust currently provides sheltered accommodation and associated social services to those most at risk, vulnerable in society, and those marginalised by the conflict. The past number of years has seen the work of Crossfire Trust evolve and develop such that they have become involved in a wide range of capacity building, conflict resolution and community development activities. Crossfire has a strong reconciliation remit, working to heal the fractures in South Armagh society by bringing disparate groups and individuals together. They strive for cross community and cross border participation in their various programmes and activities.

The legacy of conflict is both social and economic in the Armagh District Council Area. The level of violence in Armagh and Newry & Mourne throughout the thirty years of conflict is well documented. South Armagh has been portrayed in the media as the most violent rural area in Northern Ireland during the conflict.

The current programme aims to target Community Relations issues via two strands. Crossfire Trust have recruited two full time staff members (including House Manager and Residential Support Worker) to develop the residence numbers at Darkley House and deliver a programme of Community Relations and social skills to those residents. These residents are referred from social services and PSNI and are classified as 'highly vulnerable'. Crossfire Trust have also recruited one part time Outreach Officer to facilitate direct dialogue between 600 individuals from both Nationalist/Unionist communities in South Armagh and foster cross community volunteering opportunities to 240 people over a three year period.

Impacts

Through the residential programme, those who are perceived to be the most at risk (i.e. ex-prisoners, those with mental health problems etc) have a safe place to stay and are involved in community relations programmes which help to change negative attitudes and perceptions. The Outreach Officer has facilitated cross-community dialogue which has also challenged people's perceptions and attitudes.

Through the volunteering aspect of the programme, people are gaining skills that will assist them in the future, both socially and economically. Other impacts articulated by the project promoter include:

At a community level:

- Increased community capacity in terms of cross-community interaction and dialogue; and

- Providing sheltered accommodation to those who are most a risk.

At an organisational level:

- Enhanced cross-community interaction; and

- Ability to provide an enhanced service / range of activities for people in the area.

At an individual level for beneficiaries:

- New cross-community relationships formed;

- Safe accommodation for the most at risk

- Skills development; and

- Positive increase understanding and respect for each other.

Looking forward

The project promoter consulted believes that while a lot has been done already, there is still much more to be done. Darkley was one of the worst affected places during the Troubles and the project promoter stated that they are witnessing a "*30-year response rate to what happened*" (i.e. that people who were affected by the Troubles in the 1970s or 1980s are only now manifesting symptoms such as mental health problems). He also said that because individuals have been so affected, the recent dissident activity has increased the fractions in the community, for example the republican community in Crossmaglen has splintered since the murder of Paul Quinn in 2007. As a result it is no longer possible "*for dissident Republicans to be in the same room as Sinn Fein supporters*".

With regards to sustainability, the Fund has also provided funding for a three-storey purpose built social economy site for start-up businesses. It is currently two thirds occupied and is hoped that this will help to sustain the community relations side of the project.

9. Communities in Transition – Seacourt, Craigyhill and Anteville

Strategy Area	Building Foundations
Programme	Communities in Transition
Project Description	Support for areas with a weak community infrastructure and high levels of community tension.
Timescale	CIT Phase 2 = 2006-2009
Fund Commitments	£2,150,000 over the three year period for ten areas
Additional Leverage	N/A
Employment Creation	N/A

Overview / Background

Communities in Transition (CIT) is managed by Community Foundations Northern Ireland (CFNI) and targets communities in Northern Ireland that are considered areas of weak community infrastructure and have high levels of community tension. It aims to address deeply rooted social, economic and political problems. It is distinctive from other programmes because it targets communities that have "*fallen through the net*" of other funding programmes due to the lack of capacity and infrastructure within the community. CFNI have developed a model of intervention called "Community Development in Areas of Community Tension" and CIT is based on this model.

CIT has been funded by the Fund for two phases of work each targeting ten areas. For this case study three areas were visited – Seacourt which was a CIT Phase 1 area and Craigyhill and Anteville that are both CIT Phase 2 areas.

Seacourt

Seacourt estate in Larne was selected as an area of high social need and highly publicised community tension. In 2006 it was identified by DSD as an 'Area at Risk'. The estate is predominantly Nationalist, however tensions were heightened when NIHE moved families into the estate that had been intimidated out of other areas and were from disparate and marginalised backgrounds. In addition, NIHE demolished 139 houses and relocated families living there. The project promoter view was there was no joined up working between statutory services and the local community.

Providing an example of this lack of cohesion, the project promoter described a situation prior to CIT, where PSNI, NIHE and other statutory bodies were planning to spend money in the area on alleygates (under the Creating Common Ground Scheme). There had been very limited attempts to involve local people in the decision making and as a result there was community resistance to the alley-gating scheme – "*if [they] had put up fences and gates it would have knocked community relations back by five years*". CIT persuaded the statutory agencies to allow a member of the local community to be involved. Due to this involvement no alley gates were erected and instead a play park was created. Prior to this the local community had felt a lot of *"trust, frustration*

and suspicion" towards the statutory agencies. However through CIT the statutory agencies for the first time began to work with the local community.

Anteville and Craigyhill

Anteville and Craigyhill are predominantly Unionist estates within Larne. They are based beside each other, however traditionally there has been little community relations between the two estates because of rivalry and conflict between them. The estates faced several big issues such as a strong paramilitary presence and weak community infrastructure and capacity. The project worker described the communities as being "*petrified of money because of the responsibility and the fear of failure*". Young people were also highlighted as a major problem, with many feeling isolated, disenfranchised and turning to anti-social activities as a result.

Impacts

In all three areas, CIT has supported local communities to become involved in identifying local needs and producing plans to meet these needs and to overcome challenges. The involvement of local communities is critical to the programme as it helps to builds their capacity and confidence to ensure sustainability once the programme of funding has ended. Support is provided by the project worker and includes face-to-face support, advice and negotiations with statutory providers and local community influencers.

Seacourt

The CIT programme in Seacourt Estate has finished and there is significant evidence of the impact according to the project promoter.

CIT supported the local community to ensure their voice was heard and that the statutory agencies listened and acted upon what they were hearing. Seacourt Community Council was established with community representatives and statutory agencies representatives. This development was viewed as a success in itself. Over the period of the CIT programme major progress at a local level has taken place. For example, there is now a well established Environmental Group, a well-attended Youth Club, a Health and Family Care Project, a Women's group, a Senior Citizen's Group and a Community Development Group that acts as an umbrella group for all these projects.

Another positive example of the impact the CIT programme according to the project promoter is that *"there is now a NIHE waiting list of tenants who have applied to live in the estate, whereas previously people were trying to move away".*

Anteville and Craigyhill

The CIT programme began in these two areas in June 2009 and therefore is still at the beginning of their "journey". However impacts can be seen already as a joint community forum has been established between the two estates and they are working on an action plan to improve the estates. The initiative here is being delivered in partnership with Larne Economic Development Company (LEDCOM) that provides training to the communities.

Looking forward

Seacourt

The Community Development Group is run completely by volunteers. A decision was made by the local community not to use the funding from CIT for Community Development Worker salaries as they did not want to risk losing staff once the funding finished. Instead, volunteers from the local community took on this role and today play a major role in the Community Development Group. A culture of volunteering has been created in the estate and in the opinion of the project promoter highlights a positive sustainable long-term impact of the intervention.

Due to the support provided to the local community by the CIT programme, community capacity has improved. This has in turn led to the estate successfully attracting additional funding for a number of local projects and amenities including a play-park and a gardening project. Recently, a

purpose built sport facility has been opened using a £2.1 million grant from Sports NI. The Cliff Sports Complex is Larne's first full-sized, third generation football pitch and will be managed by Seacourt Community Council as a limited company. It is hoped this will also add to the self-sustainability of the area.

Anteville and Craigyhill

When speaking to members of the Forum, they stated that "*both communities had felt left out for years"* and they are now working with statutory agencies to ensure their voice is heard. Benefits of being part of the community forum were stated as: "*providing increased value to the community*"; and "*getting skills and financial backing to do things*". The consultees stated their vision is to be "*self sufficient and sustainable*" and "*the need to be independent*".

While the CIT programme in these two estates is still at a relatively early stage, they look to Seacourt as an example of where it has worked and as a motivation to continue to develop the project.

10. Shared Neighbourhood Programme - Annadale

Strategy Area	Building Integration
Programme	Housing
Project Description	Promoting the conditions where living in shared spaces becomes possible
Timescale	2007-2010
Fund Commitments	£865,000 over the three year period for ten areas
Additional Leverage	£300,000 from DSD via NIHE
Employment Creation	N/A

Overview / Background

The Shared Neighbourhood Programme (SNP) is managed and delivered by NIHE. It is a strategic approach aimed at contributing to a peaceful, inclusive society by supporting and encouraging shared neighbourhoods across Northern Ireland. The programme is delivered through a social new build programme and through existing housing areas.

The area visited for this case study, was Annadale, which is an area within South Belfast. Despite having major investment from NIHE over the years, it was identified as an "area at risk of decline" and as a result, Belfast City Council conducted a community audit in March 2010 to understand the community demographics and needs. The main issues highlighted from the research were:

- not enough activities and programmes for residents i.e. lack of provision for young and elderly residents; and

- anti-social behaviour, poor community cohesion, neglected housing provision and racial tensions.

In addition, the area had become very segregated with 51 per cent of the community being local and the rest of the community made up of Black and Ethnic Minority families. The local community is predominantly Unionist and two loyalist paramilitary groups have a strong influence within the community. This has led to several power struggles in the past.

The SNP operates by establishing local project teams at a District Council level that includes Cohesion Advisors, District Council Good Relations Officers and local community representatives.

Impact

SNP set up a Shared Neighbourhood Forum that involved two local residents associations - the Ballynafiegh Community and Development Agency and the Annadale Residents Association. Other agencies were also involved such as the Chinese Welfare Association and the Orange Order. Involving these organisations was identified by the programme promoter as particularly significant because in the past it has been hard to get the Orange Order involved. By having representative organisations involved in the Shared Neighbourhood Forum, the local community

was empowered to take part in initiatives and a Good Relations plan for the area has been established.

Working through the Shared Neighbourhood Forum, the community has applied for funding through the Heritage Lottery scheme to demilitarise the facade of the Annadale Flats. To achieve this, it was viewed as very important to have the Orange Order engaged in the process. In addition to this various other joint community initiatives have taken place e.g. a multi-cultural mural was created and the community hosted a Latin American day in the park.

The shared community initiatives that have been undertaken in the area has also had an impact on the understanding and acceptance of the diverse nature of the group. Prior to SNP, there had been racial elements within the community, however this has been reduced. Other impacts identified include:

At a community level:

- Increased community capacity in terms of cross-community interaction and dialogue; and

- Increased community cohesion

At an organisational level:

- Enhanced cross-community interaction; and

- Ability to provide an enhanced service for people in the area.

At an individual level for beneficiaries:

- New cross-community relationships formed;

- Skills development; and

- Positive increase understanding and respect for others living in the community.

Looking forward

It is hoped that once funding ends, that enough work will have been done within the community to ensure that tensions do not arise again. However it was acknowledged that "*there is only so much volunteerism that can be done by the local community*". There will be continued NIHE support through the District Officers but there is a risk that the expertise of the Cohesion Officer will be lost when the Fund's grant comes to an end. As an organisation, the NIHE aims to "*build stronger communities*" and this will continue, however it will be on a reduced scale.

11. Sharing in Education Programme

Strategy Area	Building Integration
Programme	Education
Project Description	Providing support for projects that enable young people to participate in shared educational experiences
Timescale	2008/9-2012/13
Fund Commitments	£1,967,191 over a three year period
Additional Leverage	£25 million over 5 years
Employment Creation	N/A

Overview / Background

The Sharing in Education Programme provides support for projects that enable young people to participate in shared educational experiences. The Programme is managed by the DE and works with providers in education, registered youth organisations and related services to support educational experiences which are shared between young people representative of the two communities, where reconciliation is an overriding objective.

It seeks to break down the barriers arising from the historic conflict by providing a range of opportunities for young people to learn together and in reaching the highest possible standards of educational achievement. The programme encompasses pre-school, primary, post-primary and special education; the promotion of community relations within and between schools; and teacher education.

Through this programme, the Fund hopes to build on the established relationship with DE with the aim to inform and develop education policy in the future. It is this strategic relationship that was the focus of this case study. The activity of the programme is currently being evaluated by the Education and Training Inspectorate ETI.

A liaison unit was set up in 2008/09 within DE to manage the programme and to develop strategic relationships. It is hoped that by undertaking the programme of activity, that an evidence base will be established that can in turn help to inform / influence education policy and therefore ensure sustainability.

Earlier this year, the community relations budget within DE was cut by 70 per cent and there was a perceived risk that the Fund's grant may be used to substitute for statutory provision. However, the liaison unit stated that there is a strict application process and only projects that are seen as additional are accepted.

In addition to the above remit, the liaison unit also has monitoring responsibility for the Sharing Education Programme (SEP) that is delivered by the Queens University of Belfast (QUB).

Impact

While relationships between the Fund and DE have been built (at chair and ministerial level respectively), it is deemed *"too early to inform policy"*. Evaluations of current projects are being undertaken by the ETI. The findings from these evaluations will be used as an evidence base to influence policy development.

Through our discussions with QUB about SEP, concerns were raised that the liaison unit has added another layer of bureaucracy to SEP which has slowed down decision making and removed some of the flexibility of the programmes ability to respond and react to specific issues in cooperation with the Fund. In addition, questions were asked over the *"ability of the liaison unit to influence policy when they are focused on the monitoring of the SEP grant"*.

Looking forward

It is very early to understand the full impact of the strategic relationship built up by creating a liaison unit within DE and whether it will have any impact on policy to make it sustainable. It will be important that any project funded under this programme is additional and is not simply used as a way to buffer the reduction in the Community Relations budget.

Tensions seem to have arisen between the liaison unit and QUB because of the monitoring role the liaison unit plays in SEP. It will be important in the future to ensure that this role is not impacting on either the operation of SEP or the ability of the liaison unit to establish strategic relationships.

Due to the current difficulties within DE, there is a risk that the Fund will not be able to influence education policy. Therefore the Sharing In Education programme may not become sustainable by DE and will simply cease to exist once funding comes to an end.

12. Glencree Centre for Peace and Reconciliation

Strategy Area	Leaving a Legacy
Programme	Legacy
Project Description	Funding for new purpose built office accommodation and seven bedrooms
Timescale	2006-2009
Fund Commitments	€12,1m
Additional Leverage	Office of Public Works provide additional assistance by supporting the maintenance of the Centre
Employment Creation	0

The Glencree Centre for Peace and Reconciliation (the Centre) is a non-profit, non-governmental organisation that is devoted to peace building and reconciliation in Ireland, North and South, Britain and beyond. The programme works to build peace and foster reconciliation by facilitating

dialogue and creating peace education resources. It was founded in 1974 as a response to Bloody Friday and the need to *"give young people from the North relief from the Troubles"*.

The Centre runs various projects including:

- **training** in areas such as conflict resolution, dispute resolution, peace building and reconciliation work;

- **Sustainable Peace Network** - promotes dialogue and sustainable relationships between victims/survivors, former combatants and wider society on the islands of Ireland and Britain from 2002-2008. The overall goal is to cultivate a growing network of leaders in sustainable peace work, within and between the United Kingdom and Ireland;

- **Women's Programme** - to enhance understanding among marginalised women of the complex relationships in Ireland, North and South, and to facilitate the future development of equality; and

- **International Programme -** aims to extend the lessons learned from the Northern Ireland peace process to groups in other conflict situations to help them form their own peace processes. So far, groups have visited the Centre from places such as Haiti, Sri Lanka, Israel/Palestine and Columbia to participate in workshops and training.

These programmes target the *"hardest to reach"* communities that other programmes often do not target and offer a joined-up approach to peace building by combining civic society and politics.

The Centre is an 18th Century British Army Barracks, which was refurbished by the Office of Public Works in 2000. However, the building lacked the space and facilities required by the Centre to run its operations effectively. The Fund provided a grant under the Legacy Programme for provide a purpose built office suite including meeting rooms, reception area and administration area and provided additional accommodation for 20 people at the Centre. The grant also included the refurbishment of the Wicklow Wing where the international volunteers live.

Impact

The Centre's CEO stated that the building was *"very important because previously the working conditions were horrendous".* The new building boosted staff morale in a time when the survival of the Centre was uncertain due to the recession. The building allows events to be held and for international volunteers to stay in the accommodation part of the building, which *"dramatically improved the capacity for international work".* The accommodation is also let out on a commercial basis when not being used for programme work.

The building work ran over budget by €50,000 but the Fund was flexible in the conditions of the grant and made sure the building was finished. *"The Fund was generous and this is a very good example of the good working relationship we had with the Fund."* In terms of other identified impacts the following were highlighted:

At an organisational level:

- Improved facilities that enhance the programme work; and

- Improved means to generate income.

At an individual level for beneficiaries:

- Cross-community dialogue;

- Skills development; and

- Positive increase understanding and respect for others living in the community.

Looking forward

The physical improvements will facilitate continued programmes of activity. It is unlikely however that the Centre will ever become fully self-sustainable due to the running and maintenance costs of the 200-year old building (currently the Office of Public Works in Ireland maintains the building). Due to this the Centre will *"always be dependent on donations and funding".* The accommodation units built as part of the Legacy project are let out commercially, but only when they are not needed by the programmes that are run by the Centre e.g. youth residential programmes and for international volunteers.

The Centre's management recognised that the funding is shrinking and stated that he did not think *"the Irish Government can maintain its generosity much longer as it is harder to justify spending money North of the border 12 years after the agreement".* He therefore stated that the international presence of donors such as the Fund is *"very necessary".* He also stated that it is essential to continue to target the most at risk groups.

13. Local Initiatives for Needy Communities (LINC)

Strategy Area	Building Bridges
Programme	Community Bridges
Project Description	Towards a 3 year community relations mentoring project
Timescale	2007 – 2010
Fund Commitments	£192,971.00 over the three years of the project
Additional Leverage	An additional £21,442 has been provided by LINC
Employment Creation	2 Full-Time jobs created for the life time of the project

Overview / Background

The Local Initiatives for Needy Communities (LINC) Resource Centre is a Nazarene Compassionate Ministry working for Peace, Reconciliation and Social Justice in Northern Ireland. LINC is a community-based initiative located in North Belfast and work mainly in the Greater North Belfast, Newtownabbey and East Antrim areas of Northern Ireland.

LINC exists to provide educational resources and mentoring services for community-based conflict transformation and social justice initiatives. Its work currently focuses on supporting individuals and groups engaged in crisis intervention, conflict transformation and community relations as a means of securing long-term solutions to human need for people in conflict. Its main areas of focus are around the parliamentary constituency of North Belfast, Newtownabbey and Carrickfergus. It also does some work in North Antrim and North Down.

LINC was initially set up by ex-prisoners, with the support of the Church of the Nazerene, to help facilitate the re-integration of ex-prisoners and other former combatants back into mainstream community and economic life and to address the issue of conflict within and between local communities. The mentoring project is supported through the Community Bridges programme and is therefore managed by the CRC. Over the three years of the mentoring project more than £190k has been committed by the Fund with a further £20k committed by LINC themselves. In total, this has supported the creation of 2 full-time jobs for the organisation for the lifetime of the project.

Impacts / outcomes

Overall, the project promoter was very clear the mentoring project was *"making a significant contribution to reinforcing progress towards a peaceful and stable society".* Primarily this related to the development of:

- new and enhanced relationships within and between communities in North Belfast;

- supporting and increasing both individual and community capacity;

- developing and nurturing a positive increase in participants' understanding and respect for each other; and

- greater sharing between the two communities.

Supporting evidence for the project promoter for these impacts include specific feedback from participants involved in the programme but also progress within their own organisation. Whilst the organisation began primarily with ex-loyalist prisoner staff it has recently employed Nationalist staff as well. In terms of evidencing impacts of the project further the project promoter also suggested that the project undoubtedly has *"reduced the level of sectarian incidents in the local area and supported the two communities to think of a future together".* In terms of wider project evaluation the project promoter stated that *"right now we have mainly testimony of people's lives and the number of people participating in the project that otherwise would not be engaged in these types of activities".*

Looking forward

Although still receiving funding the project is due to complete this year. When asked to explain what would happen to the project the promoter stated *"there is still a lot of need in the community but in the absence of the Fund there are very little, and reducing opportunities for us to generate funding to carry on these activities".*

In terms of the wider impact of the Fund's closure on the organisation the project promoter was clear that whilst there would likely be an impact in terms of the operation of this project and as a result a reduced level of activity the organisation remains committed to work in the local community and would continue *"in any way it can".*

The project promoter also wanted to make the point more generally about the Fund's closure as follows *"I know a lot of communities in Northern Ireland that have been supported through the Fund and as a result have been able to carry out very innovative projects which have brought their communities together, allowing them to think creatively and making a huge impact on*

community relations". The project promoter then went on to say that *"when the Fund is gone it will be missed".*