

# **Peacebuilding and Reconciliation Across the Border**

**Evaluation of the Peace and Reconciliation Impact  
of the Cross Border Measures 5.3 and 5.4  
of the Peace II Programme 2000-2006**

**By Channel Research  
For the Cross Border Consortium**

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## ACRONYMS

<b>ADM/CPA</b>	Area Development Management/Combat Poverty Agency
<b>CFNI</b>	Community Foundation for Northern Ireland
<b>CPA</b>	Combat Poverty Agency
<b>DUP</b>	Democratic Unionist Party
<b>FÁS</b>	Foras Áiseanna Saothair
<b>HSE</b>	Health Service Executive
<b>IFB</b>	Intermediary Funding Body
<b>NI</b>	Northern Ireland
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PUP</b>	Progressive Unionist Party
<b>PRA</b>	Participatory Rapid Appraisal
<b>RoI</b>	Republic of Ireland
<b>SEUPB</b>	Special EU Programmes Body
<b>TSN</b>	Targeting Social Need
<b>USAID</b>	United States Agency for International Development
<b>UUP</b>	Ulster Unionist Party

*“Whatever else the Northern Ireland conflict is about, it is certainly about borders in both a material and metaphorical sense.”*

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## **EXECUTIVE SUMMARY**



## **KEY MESSAGES**

The evaluation was carried out in November–December 2006, to assess the performance of Measures 5.3 and 5.4 of Peace II (including the 2006–07 Extension), in terms of effectiveness, relevance, extent and duration. To gather the evidence collected through fieldwork and document review we have used conflict analysis tools, and the concepts of output (a definable quantity), outcome (use of outcomes by the target group) and impact (consequence of the use of outputs in society).

While the significance of the border has changed over time, it has nevertheless been a core issue in the conflict and will have a central role to play in any sustainable peace process. The border has divided people for decades; it reflects and reinforces a network of internal territorial borders, dividing communities within Northern Ireland – and it crystallises the issues of identity and allegiance that go to the heart of the conflict.

Working cross-border brings considerable added value to the overall process of peacebuilding and reconciliation as it addresses a number of these core conflict issues. It has also tackled a range of problems that were a direct legacy of the conflict, including the breakdown in cross-border relationships, isolation of border communities and overall social and economic decline.

This evaluation concludes that the cross-border Measures 5.3 and 5.4 have played a key role in the peacebuilding and reconciliation work in Northern Ireland and the Republic of Ireland (RoI). The potential of this work can be further realised by continuing to promote both in-depth and broad-based reconciliation work and through development of a rights-based reconciliation framework. Importantly, the critical mass of projects funded has helped to sustain momentum in the peace process on the ground, at a critical time when there has been limited political progress. The work supported by the two measures has contributed to peacebuilding on a cross-border basis and has also had a significant effect on cross-community reconciliation within Northern Ireland.

The channelling of funding through local grassroots organisations has been an effective and efficient way of accessing communities. It built

local ownership and capacity and responded to the differential impact the border has had on different communities.

The efficiency of the programme overall has, however, been negatively affected by the heavy emphasis given to conformity to administrative rules (and outputs) at the expense of attention to impact; detracting from the overall gains in value for money by using local partners. Long-term sustainability is also an issue for some projects and processes.

The focus of Measure 5.3 (cross-border reconciliation) meant that it had an overt and direct impact on peacebuilding and reconciliation. On the other hand, the heavy emphasis in Measure 5.4 on training and employability meant that reconciliation tended to be secondary and in many cases indirect. This weakened the potential reconciliation impacts of this measure. Nonetheless there are some excellent examples of innovative and effective peacebuilding interventions under Measure 5.4.

The evaluation notes an inevitable trade-off between breadth and depth of impact at project level with respect to reconciliation processes. One strategy is not necessarily better than the other. Most important is that there is a clear strategy to move from breadth to depth or vice versa. However, there has been an unfortunate emphasis on measuring numbers of participants, encouraging projects to make exaggerated claims of outreach.

The nature and extent of support provided to projects at all stages by the partners in the Cross Border Consortium has been critical to the successful implementation of the measures and to the achievement of valuable reconciliation impact.

There are a number of examples of good practice and models of work which should be disseminated widely and which should inform future peacebuilding strategies.

## **RECOMMENDATIONS**

The following recommendations are directed at organisations that will have responsibility to design and implement future cross-border peacebuilding programmes.

### **1 Addressing core cross-border issues**

A considerable number of social and economic problems which affect the border region, are being addressed through other programmes. However, the core issue of the border itself, perceptions of the border, cross-border identity, and how these impact on peace and reconciliation in Ireland, still remain. This points to the need for future peace programmes to have a strong focus on cross-border strategies that will address these core issues and continue to build and deepen relationships on a cross-border basis. Consideration should also be given to relaxing the criteria for eligibility for future funding for cross-border peace and reconciliation work, so that communities in the Republic that are more distant from the border are able to engage, thus addressing the wider context of relationship-building.

### **2 Developing a cross-border policy agenda**

The changing political environment opens up the possibility of cross-border institutions being reactivated and for an increase in cross-border development. It is important that the learning and policy implications of existing cross-border work, carried out under Peace II, feeds into these wider developments. Strategies should be developed to ensure that future cross-border work has a focus on cross-border policy development and those structures and processes are put in place to ensure that civil society has an opportunity to engage effectively in this process.

### **3 Reconciliation and a rights-based approach**

The tendency to separate out the five strands of Hamber and Kelly's reconciliation model (applied routinely now as guidelines in the measures) must be resisted; it requires a holistic approach. There may be scope to strengthen the rights-based component of some reconciliation work; for example, paying more attention to issues of

diversity and equality. However, a rights-based approach is likely to be 'work in progress' for some time to come; it cannot simply be an 'add-on' to existing models as another set of criteria. Indeed, many projects are already incorporating rights in their work, albeit implicitly. This can be built upon and made more explicit through an overarching rights-based reconciliation framework.

#### **4 Good practice**

As 'peace' funding becomes scarcer, the need to capture, disseminate and replicate good practice intensifies. This will require more attention than has been possible in Peace II. Overarching strategies should be put in place to ensure good practice is available and utilised at all stages of the project cycle: including project design, implementation and evaluation.

#### **5 Strengthening programme design with better contextual analysis**

Stronger links could be made to a long-term contextual analysis during the design stage and as a monitoring tool: to clarify desired impacts, outcomes and outputs. For example, the participatory conflict-mapping methodology used for this evaluation could be used by the programme and by individual projects as the starting point, to guide project strategy formulation and to facilitate the measurement of progress against that starting point.

#### **6 Maximising duration and extent of impact**

Peacebuilding projects take time to be fully effective and as such there needs to be much greater attention paid to the duration of impact. This may imply continuing to fund some of the most effective projects from Peace II; encouraging those that initially favoured breadth of impact to begin to engage at depth, and vice versa. As far as possible longer timeframes for individual grants should be offered, to allow projects to make a more durable difference. Funding bodies could also support this work – which need not necessarily be undertaken by one project – through a longer term strategy.

## **7 Funding Procedures**

Future cross-border funding programmes should ensure that funding cycles do not unnecessarily reduce the duration of impact, and that there is greater continuity of funding.

## **8 Evaluation practice**

There should continue to be a shift in evaluation practice to separate the learning of individual projects from the broader programme evaluations. Cluster-based evaluations are likely to be more cost-efficient, will give a better sense of outcomes and impact and offer greater potential for learning across projects. Meanwhile the focus of evaluations at individual project level should be on project learning..

## **9 Risk-taking**

Peacebuilding and reconciliation work is, by its very nature, risky and unpredictable. Yet management of the measures became increasingly risk-averse and focussed on stringent financial compliance; introducing rigidities that are at odds with the operating environment and nature of this work. Projects need space to experiment and develop organically, albeit within an agreed strategic framework. Mistakes should be recognised as opportunities to learn rather than triggers for sanctions.

## **10 Selection criteria**

There has been a tendency in the programme to focus on detailed administrative criteria when selecting and monitoring projects to be funded. Criteria for funding cross-border peacebuilding projects should not neglect input and output reporting, but take greater account of indicators at a more strategic level, with a focus on anticipated and achieved outcomes.

## **11 Support for future cross-border work**

There is a recognition that cross-border work, which addresses the core cross-border issues, is difficult and challenging; particularly for new groups and for communities who have not previously engaged in this process. Support at all stages is essential. Consideration should

be given to establishing a technical support unit or similar structure, which could facilitate and support cross-border actions with a particular emphasis on deepening the impact of the work.

## **12 Cross-conflict learning internationally**

There is evidence that a few projects are engaged in shared learning and exchange with peacebuilding programmes elsewhere in the world. However, this has not been proactively supported under Peace II. Peacebuilding and reconciliation work elsewhere has much to learn from the experience in Northern Ireland and the Irish Border Counties, not least because it has been almost entirely developed and implemented locally. Future programmes should enable and encourage this to happen, as a two-way process.

# 2

## INTRODUCTION

## 2 INTRODUCTION

### 2.1 Peace II and Measures 5.3 and 5.4

The cross-border element of the Peace II Programme was intended to operate within the wider context of the Belfast (Belfast/Good Friday) Agreement.

"The new institutions and bodies established under the provision of the Belfast (Good Friday) Agreement create a dynamic and innovative framework within which north-south co-operation can take place. The Peace II Programme facilitates the work of these new structures and this priority (Priority 5 - Cross-border Co-operation) is particularly important in this regard".<sup>1</sup>

The collapse of the Northern Ireland Assembly and the suspension of most of the work of the cross-border bodies significantly altered the environment in which Measures 5.3 and 5.4 had to operate during the period evaluated. The cross-border bodies proposed as a key element of the wider peace process have not been fully operational. Therefore the cross-border work supported under the Peace II Programme has not had the type of overarching political and strategic framework envisaged when the programme was designed. This has had to be taken into account in this evaluation when drawing conclusions about the overall impact of the measures.

The rationale for cross-border work is set out in the Peace II Operational Programme. It focuses on both the economic impact of the conflict and the breakdown in relationships that have resulted from 30 years of conflict.

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<sup>1</sup> Peace II Operational Programme



"In the border region the troubles had a major impact on commercial development in the region particularly in terms of cross-border trade and the inflow of foreign direct investment. As in the case of Northern Ireland the region is heavily dependant on traditional and low productivity industry and has failed to attract foreign direct investment compared to other parts of Ireland. People who have migrated from Northern Ireland because of the troubles are more heavily concentrated in the border region. The region also contains communities which have been affected by the conflict through isolation or marginalisation resulting from the severing of social and economic links."<sup>2</sup>

Cross-border work is intended to develop a better understanding across communities, leading to peace and reconciliation.

"Years of conflict in Northern Ireland has led to mutual distrust and suspicion not only between communities within Northern Ireland but between communities separated by the border. This has effectively limited the development of cross-border networks and linkages in areas where mutual benefits would occur naturally.

"Cross-border co-operation in a work, education and youth, culture or business context and at a personal level has the potential to develop better understanding across communities leading to peace and reconciliation."<sup>3</sup>

The rationale for Measure 5.3 - cross-border reconciliation and understanding, as set out in the Peace II Programme - is that "the legacy of the troubles is highly visible in the region immediately adjacent to the border". This measure supports cross-border social and cultural regeneration, targeting those communities and areas which have suffered most from 30 years of conflict.

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<sup>2</sup> Peace II Programme Complement

<sup>3</sup> Peace II Operational Programme

The main objective of Measure 5.3 is:

"To provide a strategic framework for supporting cross-border strategies and projects which will make a positive contribution to peacebuilding and reconciliation and which will promote mutual respect and understanding."<sup>4</sup>

The main objective of Measure 5.4 - Promoting Joint Approaches to Social, Education, Training and Human Resource Development is:

"To provide a strategic framework for supporting strategies and projects which will make a positive contribution to peacebuilding and reconciliation and will assist in developing opportunities for increased cross-border activities and provide opportunities for those who have been prevented from fulfilling their potential. This underpins the objectives of the European Employment Strategy, in particular Employment guidelines 4, 8 and 20."<sup>5</sup>

By the time of Peace II Extension, some important new work had been done exploring and analysing the concept of reconciliation (Hamber and Kelly, 2005). The Special European Union Programmes Body (SEUPB) introduced the 'five strands' of the Hamber and Kelly reconciliation model and began to use them as criteria against which to assess and monitor projects. However, as most Peace II projects (i.e. those not funded under the Extension) were not developed using this model, it has not been appropriate to use the five strands as central evaluative criteria, although use is made of the Hamber and Kelly model in our analysis.

Cross-border development forms a key element in the overall peace process as acknowledged in the Belfast/Good Friday Agreement and the allocation of substantial funding for cross-border development under the Peace Programme. There are, however, constraints involved in assessing the peace and reconciliation impacts of cross-border

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<sup>4</sup> Ibid

<sup>5</sup> Ibid

work because of the contradictory views on both the border itself and on cross-border development in general.

Within the nationalist community the cross-border institutions proposed under the Belfast/Good Friday Agreement were a fundamental element of the Peace process and cross-border work is generally viewed in a positive light. Cross-border work has presented challenges to the Unionist community, however; fuelled by concerns that there is a political agenda linked to cross-border co-operation.

The fact that there are divergent views on the rationale for cross-border work and on the border itself has inevitably impacted on how people perceive both individual projects and cross-border development in general.

## 2.2 Evaluation Methodology

This evaluation builds on earlier evaluations, specifically:

- a) 'The Special EU Programmes Body Evaluation of Priority 5 of Peace II', by Price Waterhouse Coopers, April 2006; and
- b) 'Review of the Peace II Programme', by Brian Harvey, 2003.

### Objectives

The overall aim of this evaluation is:

**To identify and assess the impact of projects funded, in relation to objectives, to inform future interventions.**

In pursuit of this aim, the evaluation performed the following tasks set out in the Terms of Reference:

1. generate an impact assessment framework (present section);
2. evaluate the impact of projects, and then the measures (section 6);
3. assess the efficacy (which we interpret as efficiency and effectiveness as defined below) of the various approaches

- adopted in achieving peace and reconciliation (section 5);
4. consider the net contribution of working cross-border to the peace and reconciliation, and constraints it presents (section 6);
5. collate learning and identify good practice (section 7); and
6. make recommendations, and identify models of best practice, for future peacebuilding on a cross-border basis (section 10).

The evaluation also paid attention to the horizontal principles of the Peace II Programme, i.e. equal opportunities/balanced intervention; impact on poverty/New Targeting Social Need (TSN); and rural development in the Border Counties. The terms of reference formulated a question that touches on the very definition of the measures: what role does the cross-border factor play on the quality of interventions, both positively and negatively? We have responded to this by examining both the institutional and the political dimension of the cross-border work.

## Analytical Framework

In response to the requirement for the development of a framework to assess the peace and conflict impacts of cross-border projects funded under Peace II, we have relied primarily on the multi-faceted approach captured in the following standard evaluation criteria<sup>6</sup>:

- \* **Objectives:** the intended results, stated in program documents (i.e. for which there is material evidence).
- \* **Relevance:** the optimal alignment of objectives to the needs of the population.
- \* **Effectiveness:** the ability to match planned objectives with results achieved (either outputs or outcomes).
- \* **Efficiency:** the ability to achieve maximum results with given resources.
- \* **Outcomes:** the use made by the project participants of the

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<sup>6</sup> OECD DAC: Glossary of Evaluation Terms, 1995.

outputs, as can be reasonably influenced by the agency (within its sphere of influence).

- \* **Impact:** the changes that result in the condition of the population from a series of outcomes.
- \* **Sustainability:** the continuation of the outcomes after implementation has been completed.

We have considered the objectives of the measures, and collected the evidence in a three tiered analysis, according to:

1. Project-level outcomes
2. Measure-level impact
3. Overall practices

## Inception Report

The first phase of the evaluation process comprised the production and approval by the Advisory Group of an Inception Report which set out in detail the proposed evaluation process, the schedule of implementation, and details of the process such as the project sampling framework.

This was circulated to all three organisations within the Consortium (Border Action, Co-operation Ireland and Community Foundation for Northern Ireland [CFNI]) and to the evaluation Advisory Group on 27 October 2006.

## Project Level Performance Assessment

Following on from the mapping exercise a sample of 67 projects was selected for review over the course of the evaluation. However, due to time pressures and the unavailability of some project staff in the weeks before Christmas, the actual sample of projects reviewed in greater depth was only 25. The sample selection process was based on a framework drawn up against a number of criteria (see Appendix 4).

This framework was then circulated to the Cross Border Consortium partners to identify potential projects for in-depth review against these criteria. The evaluators themselves then did the final selection of projects. This process ensured that the sample captured the diversity of projects funded under the two measures and took into account a range of factors such as geography, theme of project, target group etc.

Projects assessed overleaf:

Measure	Lead Promoter	Project Title	Description	Amount	SEUPB Code
5.4	An Teach Ban	Border Peacebuilding Project	To develop a Border Peacebuilding Centre which will provide training and opportunities in Peacebuilding and Cross-border working for the community sector and social partners across the northern and six border counties.	€778,082	004550
5.3 ext	An Teach Ban	Border Peacebuilding Project		€599,046	029147
5.3	Ballymacarrett Arts and Cultural Society	Cross-border Cultural Pathways Project (PATCH)	The project aims to underpin and develop at least six cultural learning partnerships between Community and Youth groups and schools in East Belfast and the six border counties.	€326,021	000959
5.3 ext	Ballymacarrett Arts and Cultural Society	Cross-border Cultural Pathways Project (PATCH)	To create a better forum for interaction and allow participants become more aware of their own and each other's cultures. The project participants have the opportunity to take on board the differences which exist in terms of language, culture, traditions, heritage and allegiance.	€485,830	032808
5.4	Blayney Blades	ABC Group	Deliver two cross-border training for transformation programmes as a means to developing confidence and competencies for	€54,569	022024

5.3	Border Arts	Border Arts Centre	women wishing to return to the labour market and for whom the opportunity to engage in adult education or training was hindered by conflict. Employ a full time project manager and part-time admin to facilitate the delivery of 'Border Reach' in the East Donegal and West Tyrone areas.	€520,552	001277
5.3 ext	Border Arts	Border Arts Centre	To bring together young people from different and differing backgrounds, to discuss and learn their cultural identity, and thus come to mutual understanding of their place as citizens of the island of Ireland.	€289,473	031907
5.4	Calipo Theatre	In-focus	A film production project providing young people accredited training and an opportunity to write and produce short films exploring themes of community and identity, equality, conflict and reconciliation.	€561,594	011475
5.4 ext	Calipo Theatre	Sharp Focus		€353,032	029330
5.3	Coiste na nIarchimi	Processes of Nation Building	To employ two research staff, three outreach workers, a project co-ordinator and administrator to operate a three-year programme, envisaged as an interactive programme of research, engagement, outreach and articulation.	€834,208	002138
5.3 ext	Coiste na nIarchimi	Processes of Nation Building		€634,118	029385
5.4	Coiste na nIarchimi	S.E.E.D	Employability of republican ex-prisoners, their families, displaced people youth and women.	€191,110	018256



5.3	Co-operation Ireland	Peace and Reconciliation Peer Educators	<p>The focus will be in construction skills with an emphasis on protecting and improving the environment by adopting sustainable, energy efficient, eco-friendly principles and practices.</p> <p>To create a core team of young people, comprised of representatives from both sides of the border, trained and maintained within Co-operation Ireland, for use as facilitators in youth and education exchanges. To design and implement a cross-border, cross-community peer education programme on peace and reconciliation issues which will engage young people who are interested in joining the process of dialogue initiatives to facilitate social regeneration.</p>	€126,305	002256
5.3 ext	County Monaghan Community Network	Development of Infrastructure and People Project	Support to the Developing Communities Initiative to providing a framework to deliver structured cross-border cross-community networking between 18 hall committees in counties Armagh and Monaghan over a two-year period that will in addition support these committees to improve their own meeting and training facilities.	€398,136	030023
5.4	Craigavon Young Men's 1825 Project	Craigavon Young Men's 1825 Project	The project will deal with human resource development, self-development and capacity building with socially excluded and marginalized	€364,000	009144

5.3	Derry and Raphoe Action	Derry and Raphoe Action	<p>young people and will address issues related to low-self esteem amongst the target group. It will be cross community which will enable the participants to experience cultural diversity.</p> <p>The project aims to encourage rural Protestants who live in Counties Tyrone, Derry and Donegal to participate in the process of building lasting peace by encouraging cross-border / cross-community contact, building confidence and developing mutual respect for cultural and religious diversity.</p>	€626,846	001031
5.3 ext	Derry and Raphoe Action	Cross-border Action		€306,408	029169
5.4	Derry Well Women	NW Cross-border Women's Health policy	To implement the Cross-border Women's Health Strategy for the NW through a combination of training and enhanced research.	€548,833	011134
5.4	Derry Well Women	Derry Well Women 2	To employ a women's health policy worker and a resource ass to Women's Health Policy and to provide a programme for an action research project around the emotional and mental health of women in the north west.	€181,870	001204
5.3 ext	Derry Well Women	Cross-border Women's Health unit		€556,967	029165
5.4	Dundalk Institute of technology	Digital Diversity	Foster reconciliation and understanding through the development of new learning frameworks to enhance and ensure access, participation and	€822,267	007842

5.4 ext	Dundalk Institute of Technology	Digital Diversity	opportunity for disadvantaged young people, displaced persons, women, graduates and adult learners within the cross-border region.	€408,279	033331
5.4	Dundalk Institute of Technology (with University of Ulster)	Borderlands Studies Initiative	Design and deliver a comprehensive programme aimed at increasing understanding of life and culture in the Border Region and the positive promotion of cultural and economic diversity. Aimed at second chance learners from economically disadvantaged areas.	€625,618	007842
5.4 ext	Dundalk Institute of Technology (with Newry & Kilkeel Institute)	Borderlands Studies Initiative		€115,808	033331
5.3	Dunfield Football Ltd	Dunfield Football Ltd	To increase cross-community and cross-border opportunities for the promotion of mutual respect and understanding amongst young people (both male and female) through the implementation of a range of specific football training programmes.	€677,811	002375
5.3	Farset/Inishowen and Border Counties Initiative	Farset/Inishowen and Border Counties Initiative	Farset Youth and Community Development Ltd partnered with the Inishowen Partnership to deliver a programme of small grants aimed at encouraging grass roots participation in a cross-border programme.	€1,204,938	000864
5.4	FAS	No Borders to Learning	To facilitate women returnees to the labour market and enhance their employability in four specific	€342,649	011855

5.3	Glencree Centre for Reconciliation	Survivors and Former Combatants Programme	matched geographic areas in developing ICT skills through online learning that enables women denied access to traditional forms of learning due to conflict. *The programme aims to facilitate dialogue with victims/ex-combatants on a cross-border basis.	€761,109	002026
5.3 ext	Glencree Centre for reconciliation	Survivors and Former Combatants Programme		€431,910	029179
5.3	Glencree Centre for Reconciliation	Churches Working with Sectarianism Programme	This is a programme involving the churches and their congregation in 12 weekend intensive workshops and two summer schools on the issue of sectarianism. It will link mixed congregations in NI and RoI and involve 400 participants over two years.	€237,088	002886
5.3 ext	Glencree Centre for Reconciliation	Churches Working with Sectarianism Programme		€360,000	029291
5.4	Holywell Trust	HOLOS Project	Cross-border accredited training in healing and personal development for disadvantaged individuals and communities adversely affected by the border and the conflict.	€460,000	007322

5.3	Irish School of Ecumenics	Irish School of Ecumenics	<p>This project will promote peacebuilding and reconciliation by means of a programme of cross-community-based Education for Reconciliation courses. The aim of the programme is to enable people from differing traditions to explore, understand and address sectarian attitudes, behaviour and structures.</p> <p>Support to both communities in their joint initiatives and individual projects in particular for and implementing activities which will reverse the effects of the years of social and physical separation resulting from the border closures.</p> <p>The publication and distribution of the quarterly magazine "The Other View" by a cross border partnership. The project aims to promote greater understanding and acceptance of cultural, political and religious diversities on an inter-community and cross border basis between loyalists and republicans by creating a forum for dialogue and debate.</p>	€347,988	006589
5.3	Kiltyclogher Cashel Development Co. Ltd	Kiltycashel Project	Support to both communities in their joint initiatives and individual projects in particular for and implementing activities which will reverse the effects of the years of social and physical separation resulting from the border closures.	€425,063	002033
5.3 ext	Mediation Resource Centre	"The Other View" Magazine	The publication and distribution of the quarterly magazine "The Other View" by a cross border partnership. The project aims to promote greater understanding and acceptance of cultural, political and religious diversities on an inter-community and cross border basis between loyalists and republicans by creating a forum for dialogue and debate.	€252,171	029514
5.4	Messines Association	Training Towards Reconciliation	Targeting areas of disadvantage in the north and border counties. This will be achieved by implementing a specific programme of activities including workshops, accredited training, employment related support and seminars for identified target groups of the Peace II Programme.	€384,788	014885
5.4 ext	Messines Association	Training Towards Reconciliation and Employability	Targeting areas of disadvantage in the north and border counties. This will be achieved by implementing a specific programme of activities including workshops, accredited training, employment related support and seminars for identified target groups of the Peace II Programme.	€360,000	029496

5.4	National Learning Network	UNITED	To assist companies on a cross-border basis through the development of their human resource management to create a greater awareness of diversity management and to value difference.	€117,674	010863
5.3	NICHs	Children's Holiday Scheme	Provide a structured, tried and tested programme for 160 young people aged 15-17 from interface areas of Northern Ireland and marginalised communities in the Republic of Ireland to participate in a cross-border/cross-community initiative to promote reconciliation and mutual understanding.	€398,815	006769
5.3 ext	NICHs	Community Partnership Project	Project aims to promote peace and reconciliation between young Protestant and Catholic people and community leaders from disadvantaged areas of conflict in Northern Ireland and border counties of the Republic of Ireland. Participants' access accredited cultural relations and key leadership skills training to sustain cross-community/cross-border partnerships.	€232,595	031267
5.4	Open University	Cross Border Openings	Delivery of return to study and cultural diversity training to 200-250 people, to enable participants to identify and prepare themselves for appropriate further education, training, employment and career progression. Students will be from socially excluded target groups.	€295,970	015185

5.3 ext	Organic Centre	Building Peace Through Our Shared Environment	The starting point for this project is the belief that environmental activities provide a context in which to foster peace building work both on a cross border and cross community basis.	€298,371	030643
5.4	Professional Development Programme Adult Education (Queen's University/UCD)	Literacy and Equality in Irish Society	To fund the LEIS (Literacy and Equality in Irish Society) Project to research, design and develop for the first time an innovative package of 'text free' and ICT based methodologies that will be piloted through accredited training with adult literacy tutor-trainers within the border counties.	€359,713	017798
5.4	Queens University Belfast (with UCC)	The Legacy of the Troubles	To fund Queens University and the University College Cork to implement a research initiative aimed at establishing the extent and affects of the conflict experience on the social and psychological well being of a representative sample of the population in NI and the 6 border counties.	€180,693	011273
5.4	Queens University Belfast (with UCD)	The Legacy of the Troubles II	This research will build on the large scale survey carried out in 2004/2005. A longitudinal study of 500 people will track stability and change in mental health and social attitudes. Indepth interviews will be undertaken with people identified in the 2004 study who have symptoms of post traumatic stress disorder.	€211,933	035567

5.4	Regeneration of South Armagh (RoSA)	Cross-border Rural Social Development and Training	To provide cross-border rural education and training and IT resources to community groups in Counties Monaghan and Armagh.	€468,449	002620
5.4 ext	Regeneration of South Armagh (RoSA)	Cross-border Rural Social Development and Training		€431,924	029820
5.4	Responsible Tourism	The Green Box	A network of up to 100 ecotourism operators and producers supporting the "Green Box - Ireland's first ecotourism destination" by accredited training and promotion of ecotourism.	€291,580	019320
5.3	Riverstown Enterprise Development	Riverbrooke Cross-Border Initiative	This is a programme of cross-border co-operation bringing together Catholic and Protestant communities of the village of Riverstown in Co. Sligo and Brookeborough in Co. Fermanagh.	€371,228	006766
5.3 ext	Riverstown Enterprise Development	Riverbrooke Cross-Border Initiative		€350,000	029850
5.3	Rural Mental Health	Mind Matters project	To actively engage people on a cross-border cross-community basis in addressing the impact of the conflict on the mental health of rural communities.	€446,334	002063
5.3	Shankill Community Association	Shankill / Shankill	The young people from Shankill, Belfast and Shankill, Dublin, learn to listen to each others differences, accept them, move on to work and socialise together.	€351,681	002065



5.4	Sitiabh Beag Development Association	Sitiabh Beag Development Association	The project provides opportunities for increasing basic skills of target groups, women, youth, unemployed and rural population. It provides the opportunity to develop linkages with other training and/or skilling for employment to participants through education in an area that has suffered both socially and economically because of the troubles.	€665,349	002277
5.4	Smashing Times Theatre Group	Creative Training in Community Drama	Project aims to support the ongoing development of community drama groups and encourage the use of community drama and theatre to sustain and enhance local communities and interaction in and between communities. Develop the use of drama and theatre for addressing issues of cultural diversity, peace building and reconciliation within a community context; Provide access to accredited training for people from disadvantaged communities and facilitate community leadership through training.	€295,885	006728
5.4 Ext	Smashing Times Theatre Group	Acting for Peace - Creative Training in Community Drama		€400,000	030741
5.4	Strabane and Lifford Women's Centre	Strabane and Lifford Women's Centre	Project aims to contribute to peace and reconciliation through dialogue, training and networking; enhancing job opportunities and employability for women.	€886716	022024
5.4 ext	Strabane and Lifford Women's Centre	Strabane and Lifford Women's Centre		€417,089	029064

5.4	Trojans Youth and Community Development Group	Trojans Youth and Community Development Group	The project aims to bring together three groups (Trojans, Creggan), East End (Coleraine) and Cockhill (Co. Donegal) - in a three-month programme of structured training.	€181,577	015842
5.3 ext	Trojans Youth and Community Development Group	Trojans Youth and Community Development Group		€159,419	030055
5.4	Whiterock Creche Association	Young Women's Health Project	The project will address the issues of high unemployment, lack of health and reconciliation awareness and personal development issues for young women through the provision of an extensive range of skills and knowledge based training including ICT, leadership, team building, job skills, health and community development, peace and reconciliation and drug awareness.	€224,165	012813
5.4 ext	Whiterock Creche Association	Young Women's Empowerment Programme		€300,704	030061
5.4	WIN - Women into the Network	Women into the Network	Development of a cross border learning network which will act as a conduit for a range of education focused and strategic interventions to stimulate and support the progression of women in the border counties and Northern Ireland in the entrepreneurial field.	€350,000	017597
5.4 ext	WIN Ireland	WIN - Network of Networks	WIN aims to promote positive enterprise learning and networking opportunities for women, with an	€160,000	032207

5.3	Women Educating for Transformation (WEFT)	Women Educating for Transformation (WEFT)	<p>emphasis on mutual understanding and reconciliation within a cross-community and cross border context. The project will build the developmental and self governance capacity of established WIN networks in Cavan, Leitrim, Derry and Monaghan and establish a new network within the border region. It will further develop cluster networks in rural areas as a follow up to the pre-enterprise training provided in those areas.</p> <p>To develop methodology for 2nd stage of cross-cultural partnership training and build on work supporting participation of women's sector at county level.</p>	€46,626	950090
5.3	Women Educating for Transformation (WEFT)	Women's Cross-border Diversity Project	This is a cross-border women's programme that focuses on equality and the conflict and will also provide training in conflict dialogue and cultural diversity.	€419755	002088
5.4	Women Educating for Transformation (WEFT)	Peacebuilding Through Policy	To fund the research and audit assessment of gender mainstreaming north and south. Deliver a cross border and cross community training programme for women on the techniques and tools necessary for gender mainstreaming, and to produce a report highlighting key learning and recommendations for the future, particularly in	€159,885	019623

5.4	Workers Educational Association (WEA)	Opportunities for Women Learning (OWL)	relation to the issue of gender equality in the peace building process. Training to 40 women's groups annually. The focus of the training will be peace and reconciliation, training for the Labour Market, and cross border co-operation, thus building strategic cross border linkages at both the community based level.	€679,016	009093
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Project reviews were carried out using three data collection methods, ensuring cross-verification between them:

1. Focus groups with participants and project staff: 8 projects
2. Review of files and interviews with key project staff: 12 projects
3. Review of project files (evaluations etc.): 25 projects

A combination of the tight timeframe for the evaluation and the period of the evaluation fieldwork, which was just before Christmas, resulted in some difficulties setting up focus groups and interviews (see Appendix 4 for a complete breakdown of projects), namely:

23rd November	Ballymacarrett Arts and Cultural Society
30th November	Derry and Raphoe Action
1st December	Messines Association
5th December	Coiste na nIarchimi
8th December	Whiterock Childcare Centre
8/9th December	Glencree Centre for Reconciliation
15th December	An Teach Ban
15th. December	Digital Diversity Project

A semi-structured interview process, based on an agreed checklist, was used through these interviews with both participants and project staff (see Appendix 6).

## Conflict Linkage Mapping

We have used a map of the linkages in conflict for this evaluation to rank the key issues that the measures should be addressing, within the overall objectives of peace and reconciliation. We have used Conflict Linkage Mapping as a way of enabling project staff and participants to feed into, and thus participate in the evaluation process, and to produce an easily verified (and hence consensual) conflict analysis.

The Conflict Linkage Mapping exercise used a variety of groups from a cross-section of backgrounds to ensure representation of different views. These views included: cross-community / cross-border/ urban and rural / men and women/ different geographical areas along the border.

**Wicklow:** Council members, staff (from both sides of the border) and volunteers of the Glencree Centre for Reconciliation.

**Monaghan:** Participants from the Monaghan area including a number from Northern Ireland.

**Derry City:** Women including representatives of the Traveller community living in the border area.

**Monkstown, Belfast:** Participants from the East Antrim Conflict Resolution Group.

**Letterkenny/Raphoe:** Protestant men from the border Donegal region.

The locations were chosen to suit the target groups we had identified. Each session lasted approximately two and a half hours. The group was asked to describe the conflict from their own perspective by identifying events and trends that they perceived as being significant.

*Events* are defined as something that happened in a short time frame (for example, within a few hours or a day) while *Trends* are more long-term processes or sequences of events.

Both events and trends were written onto individual post-it notes and placed on a large 'map' with links clearly identified between them, as articulated by the group. The links also captured the drivers that either increased or decreased the likelihood of other events and trends. The facilitators did not specifically hone in on the role or relevance of the border; this emerged naturally, in different ways for different groups, over the course of the Conflict Linkage Mapping exercise.

The 'maps' were confidential to the group that produced them and were not shared with other groups involved in the mapping process. Thus, each 'map' represents a unique analysis from a specific viewpoint.

Certain trends and events emerged as particularly significant 'nodes', indicated by a concentration of linking arrows. These nodes have been ranked by the evaluators based on the number of links or connections made to them. This helps to identify key issues as identified by each workshop. In total over 100 different nodes were identified in the workshops, detailed in the following section.

Many of these are related to the same event or trend but use different language to describe it or present it in a slightly different context. An example of this is the events/trends in the 1960s that sparked off the most recent conflict. One group identified the commemoration of the

50th anniversary of the 1916 rising as a significant event partly because it raised fears in the Unionist community while another group identified Paisley's speech in 1966 as a significant event. In effect the speech was in response to the commemoration and these two events are closely linked.

The evaluators analysed the patterns emerging from the five 'maps' to identify commonalities, to capture the unique perspectives emerging from the different groups, and to locate the border as a factor in the conflict. These issues when identified allow for an analysis of the targeting, or relevance, of the projects to the key needs of the society in terms of peace and reconciliation.

## Measuring impact

Our assessment of the impact of the measures on peace and reconciliation is based on this conflict analysis, by posing the following questions concerning the linkages between the key events and trends (the 'nodes') and the outcomes and impact of the projects:

- (1) **Relevance:** Were the projects relevant in terms of activities (what they did) as well as the target group (who they worked with) in order to reinforce peace and promote reconciliation? Specifically, do they address the issues that arose in the conflict mapping workshops, and that have been highlighted in the literature, that are most pertinent to peace building?
- (2) **Extent:** What was the extent of the impact in terms of the numbers of people reached, but also in terms of the depth of the peacebuilding and reconciliation process?
- (3) **Duration:** How durable is the impact? In other words, how long will the benefits of the programme last, particularly in terms of reconciliation, after the projects have ended? The issue of sustainability is central to this question.

Other questions could also have been asked, such as frequency (how often did an impact occur over a fixed period of time?), but we have used three for the sake of practicality in a short space of time.

## Consultation of Key Stakeholders and Sources

### *1. Cross Border Consortium staff*

Over the course of the evaluation a number of consultations were held with development staff from Border Action, Co-operation Ireland and CFNI. This included:

1. initial scoping meetings with staff in each organisation;
2. a meeting or short workshop with development staff in each organisation;
3. meetings and telephone consultations with staff as part of the review of projects; and
4. an interim feedback meeting with each organisation.

In addition, the evaluators interviewed the directors of the three organisations and some members of the board of Border Action who have been involved in project selection panels for Measures 5.3 and 5.4 (see below).

The evaluation team conducted interviews with a total of 15 key stakeholders from a range of government departments and agencies including, the SEUPB, Pobal, CPA, and a number of academics and experts in the field of peace and reconciliation and cross-border development (see Appendix 4 for details of those interviewed).

## Evaluation Advisory Group

The Cross Border Consortium established an evaluation advisory group with representation from the three organisations plus external representatives. The evaluators met this group on three occasions, in October 2006, January and February 2007, upon presentation of the Inception Report, a Briefing Note and the first draft Evaluation Report.

## Literature Review

The evaluators reviewed a range of literature relating to the Peace II Programme and the conflict in general with a particular focus on the border. A bibliography is provided in Appendix 3.

On behalf of the evaluators NISRA carried out a statistical analysis of available data on the two measures from the SEUPB database. This provided a range of information regarding number of participants, size of grants etc. This is presented in Section 3 below. The evaluators also carried out an analysis of projects on the SEUPB and Border Action website.



**3**

**MEASURES  
5.3 AND 5.4**

## 3 MEASURES 5.3 AND 5.4

### 3.1 Overview of the measures

The rationale for cross-border work is set out in the Peace II Operational Programme. It focuses on both the economic impact of the conflict and the breakdown in relationships that have resulted from 30 years the conflict. Cross-border work is intended to develop better understanding across communities leading to peace and reconciliation<sup>7</sup>.

The rationale for Measure 5.3 - Cross-border Reconciliation and Understanding - as set out in the Peace II Programme, is that "the legacy of the troubles is highly visible in the region immediately adjacent to the border". This measure supports cross-border social and cultural regeneration targeting those communities and areas that have suffered most from 30 years of conflict. The main objective of this measure is "To provide a strategic framework for supporting cross-border strategies and projects which will make a positive contribution to peacebuilding and reconciliation and which will promote **mutual respect and understanding**" (*our emphasis*).

The main objective of Measure 5.4 - Promoting Joint Approaches to Social, Education, Training and Human Resource Development - is: "To provide a strategic framework for supporting strategies and projects which will make a positive contribution to peacebuilding and reconciliation and will assist in **developing opportunities for increased cross-border activities and provide opportunities for those who have been prevented from fulfilling their potential** (*our emphasis*). This underpins the objectives of the European Employment Strategy, in particular Employment Guidelines 4, 8 and 20<sup>8</sup>.

The Programme Complement set out the target indicators for the two measures.

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<sup>7</sup> Peace II Operational Programme

<sup>8</sup> Peace II Operational Programme

### Measure 5.3

Indicators	Target
Number of cross-border projects supported	265
Number of participants	15500
Number of jobs created	95
Number of facilities created/improved	45

### Measure 5.4

Indicators	Target
Number of cross-border education and training projects assisted	700
Number of participants	32000
Number of individuals receiving accreditation	3000
Number of jobs created	200

## 3.2 Management of the Measures

Measures 5.3 and 5.4 were delivered by the Cross Border Consortium, comprising Border Action, Co-operation Ireland and the Community Foundation for Northern Ireland.

**Border Action**, formerly ADM-CPA is a partnership of Pobal and the Combat Poverty Agency. Pobal (formerly ADM) manages programmes on behalf of the European Union and several Irish government departments that promote social inclusion, reconciliation and equality, support integrated social and economic development and counter disadvantage. Combat Poverty is a state agency working for the prevention and elimination of poverty and social exclusion.

**Co-operation Ireland** is an independent charity with the central aim of advancing mutual understanding and respect by promoting practical co-operation between the people of Northern Ireland and the Republic of Ireland.

**Community Foundation for Northern Ireland** (formerly the Northern Ireland Voluntary Trust) has been supporting the community and voluntary sector in Northern Ireland through grant making and other services for over 25 years.

All applications under the cross-border measures were assessed by the Consortium ensuring full involvement of all members in the implementation of the two measures. The assessment process comprised three stages:

1. Assessment and scoring by the development staff from the three consortium organisations;
2. Assessment by the Cross-border Selection Panel;
3. Final decision by the Cross-border Management Committee.

Follow up support and monitoring of projects was provided by the designated partner.

### 3.3 Statistical analysis

The following statistics show the breakdown in applications, approvals and reasons for rejection from 2000 to 2006 (Peace II and Peace II Extension) by each measure. The total amount of grants given and the minimum and maximum grants sizes for each year are also shown along with the types of organisations that received funding.

**Measure 5.3**

	2000	2001	2002	2003	2004	All years
<b>Applications</b>	21	26	76	0	0	<b>123</b>
<b>Approvals</b>	19	2	43	10	2	<b>76</b>
<b>Rejections</b>	0	3	20	5	0	<b>27</b>
Rejection reason:						
Not appropriate to Programme	0	0	0	0	0	<b>0</b>
Late application	0	0	0	0	0	<b>0</b>
Duplicate application for same project	0	0	0	0	0	<b>0</b>
Did not meet Peace II distinctiveness criteria	0	0	2	0	0	<b>2</b>
Did not meet measure criteria	0	0	4	1	0	<b>5</b>
Did not meet horizontal principles	0	0	2	0	0	<b>2</b>
Application did not score highly enough	0	0	1	0	0	<b>1</b>
Budget constraints / limited funding	0	3	11	3	0	<b>17</b>
<b>Total grant (€)</b>	615,733	71,092	15,155,911	2,883,285	821,085	
<b>Minimum grant (€)</b>	3,174	33,013	31,162	70,996	143,273	
<b>Maximum grant (€)</b>	68,398	38,079	1,204,939	561,852	677,812	
<b>Average size of grant (€)</b>	32,407	35,546	352,463	288,328	410,542	

The average duration of a grant under Measure 5.3 was 126 weeks with the proportion of projects totally dependent on peace II funding being 62 out of the 76 projects approved.

Type of applicant organisation / Year	2000	2001	2002	2003	2004	Total
Co-operative	0	0	1	0	0	1
Government Department Agency	0	0	0	0	0	0
Limited Company	0	0	13	2	1	16
Other	0	0	2	2	0	4
Other Public Sector Organisation	0	0	0	1	0	1
Registered Charity	0	0	4	3	0	7
Trade Union	0	0	0	0	0	0
Voluntary/Community Body	0	0	17	1	0	18
Not stated	19	2	6	1	1	29
<b>Location of lead partner</b>						
NI	4	1	26	8	1	40
Rol	15	1	17	2	1	36

## Measure 5.4

	2000	2001	2002	2003	2004	2005	All years
<b>Applications</b>	0	5	69	54	31	0	<b>159</b>
<b>Approvals</b>	0	1	19	43	25	2	<b>90</b>
<b>Rejections</b>	0	1	11	12	18	0	<b>42</b>
Rejection reason:							
Not appropriate to Programme	0	0	0	2	5	0	<b>7</b>
Late application	0	0	0	0	0	0	<b>0</b>
Duplicate application for same project	0	0	0	0	0	0	<b>0</b>
Did not meet Peace II distinctiveness criteria	0	0	3	2	4	0	<b>9</b>
Did not meet measure criteria	0	0	1	2	1	0	<b>4</b>
Did not meet horizontal principles	0	0	1	1	0	0	<b>2</b>
Application did not score highly enough	0	0	0	1	8	0	<b>9</b>
Budget constraints/ limited funding	0	0	0	0	0	0	<b>0</b>
Missing rejection reason	0	1	6	4	0	0	<b>11</b>
<b>Total grant (€)</b>	0	16,242	8,324,461	13,121,689	7,433,308	337,607	
<b>Minimum grant (€)</b>	0	16,242	140,120	65,450	46,240	121,954	
<b>Maximum grant (€)</b>	0	16,242	825,600	756,908	614,500	215,652	
<b>Average size of grant (€)</b>	0	16,242	438,130	305,156	297,332	168,803	

The average duration of a grant under Measure 5.4 was 125 weeks with the proportion of projects totally dependent on peace II funding being 80 out of the 90 projects approved.

Type of applicant organisation/Year	2000	2001	2002	2003	2004	2005	Total
Co-operative	0	0	0	1	1	0	2
Government Department Agency	0	0	0	0	0	0	0
Limited Company	0	0	9	14	12	0	35
Other	0	0	0	0	2	0	2
Other Public Sector Organisation	0	0	1	6	3	0	10
Registered Charity	0	0	2	9	4	1	16
Trade Union	0	0	0	0	0	0	0
Voluntary/ Community Body	0	0	5	10	1	1	17
Not stated	0	1	2	3	2	0	8
<b>Location of lead partner</b>							
NI	0	1	12	26	12	2	53
Rol	0	0	7	17	13	0	37

### Measure 5.3 Extension

	2005	2006	All years
<b>Applications</b>	87	38	125
<b>Approvals</b>	6	46	52
<b>Rejections</b>	6	32	38
Rejection reason:			
Not appropriate to Programme	0	2	2
Late application	0	1	1
Duplicate application for same project	0	0	0
Did not meet Peace II distinctiveness criteria	4	9	13
Did not meet measure criteria	1	5	6
Did not meet horizontal principles	0	1	1
Application did not score highly enough	1	14	15
Budget constraints / limited funding	0	0	0
Missing rejection reason	0	0	0
<b>Total grant (€)</b>	2,850,837	12,610,517	
<b>Minimum grant (€)</b>	306,408	72,980	
<b>Maximum grant (€)</b>	633,650	5,400,483	
<b>Average size of grant (€)</b>	475,140	274,142	

The average duration of a grant under Measure 5.3 Extension was 107 weeks with the proportion of projects totally dependent on Peace II funding being 42 out of the 51 projects approved.



Type of applicant organisation / Year	2005	2006	Total
Co-operative	0	0	0
Government Department Agency	0	0	0
Limited Company	2	24	26
Other	0	1	1
Other Public Sector Organisation	0	3	3
Registered Charity	0	8	8
Trade Union	0	0	0
Voluntary/Community Body	4	10	14
Not stated	0	0	0
<b>Location of lead partner</b>			
NI	4	27	31
Rol	2	19	21

#### Measure 5.4 Extension

	2005	2006	All years
<b>Applications</b>	60	29	89
<b>Approvals</b>	2	28	30
<b>Rejections</b>	0	26	26
Rejection reason:			
Not appropriate to Programme	0	1	1
Late application	0	0	0
Duplicate application for same project	0	0	0
Did not meet Peace II distinctiveness criteria	0	2	2
Did not meet measure criteria	0	5	5
Did not meet horizontal principles	0	0	0
Application did not score highly enough	0	18	18
Budget constraints / limited funding	0	0	0
Missing rejection reason	0	0	0
<b>Total grant (€)</b>	693,787	7,979,678	
<b>Minimum grant (€)</b>	333,787	115,808	
<b>Maximum grant (€)</b>	360,000	500,000	
<b>Average size of grant (€)</b>	346,894	284,988	

The average duration of a grant under Measure 5.4 Extension was 98 weeks with the proportion of projects totally dependent on Peace II funding being 28 out of the 29 projects approved.

<b>Type of applicant organisation / Year</b>	<b>2005</b>	<b>2006</b>	<b>Total</b>
Co-operative	0	0	<b>0</b>
Government Department Agency	0	0	<b>0</b>
Limited Company	1	14	<b>15</b>
Other	0	1	<b>1</b>
Other Public Sector Organisation	0	3	<b>3</b>
Registered Charity	0	5	<b>5</b>
Trade Union	0	0	<b>0</b>
Voluntary/ Community Body	1	5	<b>6</b>
Not stated	0	0	<b>0</b>
<b>Location of lead partner</b>			
NI	1	18	<b>19</b>
RoI	1	10	<b>11</b>

# 4

## CONFLICT ANALYSIS

## 4 CONFLICT ANALYSIS

### 4.1 Introduction to the Cross-Border Dimension

In order to evaluate the peace and reconciliation impact of the cross-border measures of the Peace II Programme, it is necessary to firstly define the cross-border dimensions of the conflict. What is and has been the significance of the border in the conflict? The importance of analysing the origins of the conflict is recognised in the literature:

"If there is no attempt to develop an understanding of the origins of the conflict in the process of peacebuilding, then there are implications for the sustainability of peace and the potential for true reconciliation. Although no single analysis provides a definitive or comprehensive understanding of the origins of the conflict, the objective of the analysis is to facilitate some shared understanding of the many contributory factors."<sup>9</sup>

Attempting to define the cross-border dimension of the conflict and the significance and role of the border in the conflict is critical to cross-border peacebuilding. There is no consensus on the origin, or cause, of the conflict and, as a result, no consensus on the role of the border in the conflicts. This dilemma is highlighted by a contemporary analyst:

"The cross-border dimension has come to be accepted by all sides as part of the framework for resolving the Northern Ireland conflict, even if they differ over its content and significance."<sup>10</sup>

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<sup>9</sup> Maher, H & Basanth, T (no date) Good Practice in Community Based Peacebuilding, commissioned by Area Development Management Ltd and Combat Poverty Agency

<sup>10</sup> O'Dowd L & McCall, C (forthcoming 2007) 'The Voluntary Sector: New Patterns of Co-operation' Chapter 6 in Coakley, J & O'Dowd, L (eds) *Crossing the Border: New Relations between Northern Ireland and the Republic*, Dublin: Irish Academic Press

## 4.2 Analysis of the conflict mapping workshops

### 4.2.1 Key trends and events emerging from the mapping workshops

The following section provides details of the most significant events and trends in the conflict, as identified by the five Conflict Linkage Mapping workshops (see previous section for a description of the workshop methodology). It should be stressed that this is based on the views and opinions expressed by participants and is not intended as an objective or comprehensive analysis of the conflict. The events and trends identified reflect both the complexity of the conflict and the areas of consensus on the drivers of conflict.

Table 1: Key 'nodes' emerging in different mapping workshops, ranked according to emphasis given in each workshop

Workshop 1 Glencree Centre for Reconciliation	Workshop 2 Monaghan	Workshop 3 Derry	Workshop 4 East Antrim	Workshop 5 Letterkenny
Unionists feel under threat	Partition (1920/21)	Civil rights movement/marches (1960s)	Increasing segregation of housing - late 1960s/early 1970s	Partition of Ulster 1921
Republic's population losing interest in Northern Ireland	Fear emerged (late 1960s/early 1970s)	B Specials introduced	Unionism increasingly associated with Loyalism and negative images	Belfast/Good Friday Agreement
Belfast/Good Friday Agreement	Border region becomes established	Increasing involvement of people in paramilitary activity (especially hunger strikes (1981)	Working class 'cut off', violence, paramilitaries	92 miles of border in Donegal
1972 Bloody Sunday and burning of British Embassy	Belfast/Good Friday Agreement	Violent British government response (late 1960s)	DUP and UUP responding to availability of peace money, e.g. gatekeeping the funding	Increased intimidation of businesses in Donegal
Creation of cross-border bodies	1994 IRA ceasefire and negotiations /peace process	Closure of border roads (1970s)	Nationalist movement portrayed as freedom fighters	Maturity in cross-community relations
Britain and Ireland joining the EEC	Crushing of civil rights movement	Establishing checkpoints	Paisley speech 1966	Both countries have run away from EU commitments on tariffs and trade agreements
Launch of the peace process in 1992	Increased disengagement by Irish Government	Nomadism decreased for Travellers, especially across the border	Paisley's power	Celtic Tiger
1970s further increase in violence	Abandonment of the border region	Suppression of women not to be involved in peace movement	Unionist politicians	Local farming community burned out in 1970s
Meeting of Lemass and O'Neill	Northern Ireland seen as a foreign country			Individual gangsters carrying out intimidation (as opposed to
1960s Escalation of violence Celebration	Protestant / Unionist security and law enforcement			

Workshop 1 Glencree Centre for Reconciliation	Workshop 2 Monaghan	Workshop 3 Derry	Workshop 4 East Antrim	Workshop 5 Letterkenny
<p>of the 1916 rising in 1966</p> <p>Provo split from official IRA and growth of PIRA</p> <p>Decommissioning of weapons</p> <p>1969 arrival of the British troops</p> <p>Border increases divisions and cleavages (1960s onwards)</p> <p>Internment reintroduced in 1971</p> <p>Irish economic boom in 1990s</p> <p>Increasingly repressive UK policy</p> <p>Escalation of violence 1960s</p> <p>IRA reinforced (1970s)</p>	<p>Deaths in Belfast August 1969</p> <p>Manipulation of electoral boundaries:</p> <p>Border region becomes a peripheral area</p> <p>Road closures</p> <p>Dublin and Monaghan bombing 1974</p> <p>Bloody Sunday</p> <p>3 Home rule bills</p> <p>Disenfranchisement of the Nationalist community</p> <p>Protestant population declines in ROI border areas</p> <p>Unionists challenged to change (1990s)</p> <p>IRA increasingly controlled from Northern Ireland</p> <p>Unionist one party rule</p>	<p>Bloody Sunday (1971)</p> <p>Internment</p> <p>Belfast/Good Friday Agreement</p> <p>Belfast/Good Friday Agreement not fully implemented</p> <p>Increasing violence (late 1960s/early 1970s)</p> <p>Attitude to British</p> <p>Army changing to interventionist</p> <p>Fragility of peace process (2000s)</p> <p>Increased marginalisation of border areas</p> <p>Increase in smuggling across the border (1930s onwards)</p> <p>Fear of moving between Northern Ireland and Britain</p>	<p>saying 'other side getting everything' from 1960's onwards, to the current day</p> <p>Creation of Loyalist paramilitary forces: UVF and Orange Volunteers (1962/6)</p> <p>People you know getting involved in paramilitary activity (from 1969 onwards)</p> <p>Increasing pull to extremism - both sides (late 1960s)</p> <p>Creation of LVF - 1994</p> <p>Loyalist feud - UDA parade Aug 2000</p> <p>Peace funding increased but no community structures presented into which to channel it</p> <p>Increasing fear on both sides</p>	<p>sanctioned party line of Sinn Féin)</p> <p>Segregation of two communities - education (Catholic church policy)</p>

Workshop 1 Glencree Centre for Reconciliation	Workshop 2 Monaghan	Workshop 3 Derry	Workshop 4 East Antrim	Workshop 5 Letterkenny
	<p>Manipulation of population by political parties</p> <p>Security response by British (1980s)</p> <p>Establishment of PIRA 1969</p> <p>Border region not invested in – insularity</p> <p>Loyalists increasingly respond by violence</p> <p>Less cross-border socialising</p> <p>Natural hinterland changed</p> <p>Declining economic position</p> <p>Feeling of occupation of border hinterland</p> <p>Economic depression and emigration (south)</p> <p>The arms trial - early 1970s</p>	<p>(1980's approx) Harassment of Catholics by British Army</p> <p>Reduced socialising across the border</p>	<p>Smaller working class political parties being set up and opening offices (from early 1990s)</p> <p>Belfast/Good Friday Agreement</p> <p>Fear and concerns alienating amongst poorer workingclass communities</p> <p>Increased confidence in Loyalism, that can co-exist across the border</p> <p>Civil Rights Movement</p>	



Our analysis of the trends and events emerging from the Conflict Linkage Mapping workshops and their inter-linkages have been subdivided into three broad categories:

1. Historic trends and events pointing to the broader relevance of the measures.
2. Trends and events over the course of the conflict (late 1960s to the ceasefires) highlighting risk factors that could occur again.
3. More recent trends/events (since the start of the Peace process) of immediate relevance to the desired impact of the measures.

#### **4.2.2 Historic trends and events (partition to the outbreak of the conflict)**

The most significant event identified in the Conflict Linkage Mapping workshops was Partition and the formation of the border in 1921. This event is linked directly to, and increased the likelihood of, later trends in the conflict on both sides of the border. Many workshop participants identified the key trends as including:

- manipulation of the electoral boundaries and the disenfranchisement of the Nationalist community in the north;
- the development of a one-party state in Northern Ireland;
- an increased security response and the arming of Unionists; and
- anti-Nationalist violence and increased poverty among Nationalists.

There was an increasing cleavage along the border. In the south, the 1937 Constitution and the declaration of a republic contributed to this. Other trends included the decline of the Protestant population especially in the border region (many moved to Northern Ireland), the increasing power of the Catholic Church and the general economic decline and poverty in the south.

Thus, the actual creation of the border emerged as highly significant in the workshop participants' analysis of the conflict.

Linked to this is a number of trends and events including the revision of electoral boundaries, increasing poverty among Nationalists, British security responses and law enforcement, and anti-Nationalist violence. Parallel to this, the situation in the south acts as an accelerator. The 1937 constitution and the establishment of the Republic were identified as contributing to Unionist fear of being dragged into the southern state, which at that time was in economic decline. A related trend was the decline of the Protestant population in the south.

#### **4.2.3 Trends and events over the course of the conflict (late 1960s to the 1994 ceasefires)**

A number of the Conflict Linkage Mapping workshops traced the start of the conflict to events in the mid-1960s (although there were also trends identified running from the time of Partition onwards). On the Unionist side, the changes in the environment in the 1960s and events such as the Lemass/O'Neill meeting and the commemoration of the 1916 rising were used by Ian Paisley to raise fear within the Unionist community.

At the same time there was increasing dissatisfaction within the Nationalist community as a result of poverty, unemployment, and discrimination.

The convergence of these two trends in the late 1960s is the catalyst which sparked off the conflict and generated a spiral of increasingly violent events in the period from 1969 into the early 1970s including: high levels of inter-community violence; the burning of houses and the movement of whole communities; the increased arming of both communities; the formation of the Provisional IRA; the arrival of British soldiers in Northern Ireland and internment.

The Civil Rights movement was seen as pivotal in several of the workshops. The factors or trends which led to the growth of the Civil Rights Movement included both internal factors (the growth of a more educated group of young Catholics who were influenced by civil rights and student movements in the USA and Europe) and external factors (including

single-party government by the Unionists, manipulation of electoral boundaries and disenfranchisement of the Nationalist community).

The rise of the Civil Rights Movement is associated with a new class of educated, articulate and politically aware Catholics. The violent repression of this movement by the British government and Unionists was identified in the workshops as a critical trend in the conflict. Bloody Sunday emerged clearly as a significant event and a key turning point. It led to a strengthening of the IRA and a growing belief that constitutional methods and peaceful protests would not bring about political reform. The formation of the Provisional IRA and the emergence of a Northern-based leadership in the IRA was also considered significant. The increased arming of both communities and the growing dominance of paramilitary groups is a significant factor throughout the conflict. This led directly to an upsurge in Loyalist violence and fear within both the Catholic/Nationalist and Protestant/Unionist communities.

Loyalist paramilitary violence is largely seen as responsive by Unionists and the British state, while it is perceived by many Nationalists as "state-led terrorism". There is a long-term trend of Unionist/Loyalist/security forces violence. For example, the increasingly violent Loyalist campaign in the late 1970s-1980s can be linked back to the Protestant/Unionist security approach after Partition and the arming of anti-Nationalist groups in the 1960s and early 1970s. The emphasis on a security response by the British government in the late 1970s and early 1980s was also identified by many workshop participants as a significant driver of the conflict.

On the northern side, it led to tightening of controls and in many areas the closure of the border. On the southern side, the Irish government attempted to distance itself from the events of the conflict and to disengage from the border region.

The combination of these two trends resulted in the establishment of the "border region," where there was an increased perception of being between two states. A number of violent incidents such as the Monaghan bombing added to the growing sense of isolation. Out of this a whole range of other trends emerged:

- lack of investment in the border region;
- social and economic decline of the area;
- emigration; and
- natural hinterlands changed, ghost towns emerged.

There was a pervasive "fear of crossing the border" in the surrounding population and a reduction in social contact across the border. On the northern side, Nationalists considered themselves to be living under occupation and on the southern side, an increasing sense that Northern Ireland was "a foreign country."

A contributing factor was the increasing trend in the south to look to Europe and to turn away from Northern Ireland and from the border region as a whole. This trend continued and intensified with the economic boom (the 'Celtic Tiger') in the 1990s.

The sense of fear and apprehension generated by the conflict affected all sections of society on both sides of the border. People felt powerless to prevent the slide into conflict and regret that cross-community and cross-border friendships and relationships were destroyed right across the region. Many participants from different areas and backgrounds spoke of in the latter period, "keeping your head down" (avoiding engagement) and not dealing with the conflict.

The trend towards increasing violence continued in the late 1970s and early 1980s. A number of events were seen to have a direct bearing on this, including:

- the collapse of the Sunningdale Agreement (caused largely by the Ulster Workers' Council strike);
- the election of Margaret Thatcher;
- an increased emphasis on a security response by the British government; and
- the hunger strikes in 1981.

These events, again, led to an increase in fear in both communities and a general upsurge in the level of violence.

New political events and trends emerged in the 1980s. Following the hunger strikes, a strategic shift within the Republican Movement - which

became known as the "Armalite and the ballot box" strategy - saw increasing Sinn Fein participation in electoral politics. The Anglo-Irish Agreement was signed in 1985.

As a result of these political developments, many Unionists felt increasingly under threat and suspicious of the British Government. Subsequently, two further trends can be identified:

- increasing Loyalist paramilitary violence; and
- increasing electoral support for the Democratic Unionist Party and smaller Loyalist political parties at the expense of the Ulster Unionist Party.

#### 4.2.4 Recent Key Trends and Events

The following list captures the main events and trends as defined by the participants in the workshops - from the mid-1990s up to the present - that are considered as informing the relevance of Peace II programming.

- The Belfast/Good Friday Agreement;
- Decommissioning of weapons;
- Irish economic boom / Celtic tiger;
- Fears and concerns alleviating among working class communities;
- Increased confidence within Loyalism;
- The Republic's population losing interest in Northern Ireland;
- Unionists feel under threat;
- Maturity in cross-community relations;
- Success of dialogue projects bringing opposing interest groups together;
- Belfast/Good Friday Agreement not fully implemented;
- DUP and UUP responding to availability of funding by gatekeeping funding;
- Unionism increasingly associated with Loyalism and negative images;
- Fragility of the peace process;
- Peace funding increased but weak community infrastructure in Protestant communities into which to channel funding.

Although there are different views regarding its subsequent effect on the conflict, the Belfast/Good Friday Agreement emerged in all five conflict-mapping workshops as a very significant event. In the Protestant/ Unionist community, the Agreement has been increasingly seen in negative terms, while being widely supported by Catholics and Nationalists. Over many years, Unionist leaders have frequently promoted the idea that any gain by Nationalists must be at the expense of Unionists ('the other side is getting everything'). The Agreement - in particular its equality provisions - was opposed within the Unionist community because it was perceived as making 'concessions' to Nationalists.

Meanwhile, in Republican circles the Belfast/Good Friday Agreement was presented as a victory (even though there was significant disquiet and dissatisfaction). A number of other factors identified in the Conflict Linkage Mapping contributed to this trend, namely: the cohesion within the Republican Movement; increased self confidence in the Catholic/ Nationalist community; the increasing involvement of the Irish government in the process; access to peace funding; the priority given to issues such as the equality agenda, and cross-border institutions.

A particularly important trend is the increasing division within the Unionist community: starting with the emergence of Ian Paisley as a political force in the late 1960s and accelerating from the mid 1980s to the present. This is a combination of class divisions, political divisions and divisions between the churches. In parallel with this, there has been growing disenchantment and disillusionment amongst the Unionist working class community with the leadership of Unionist politicians, who are perceived to have been responsible for inciting violence but have not taken responsibility for the consequences. Fragmentation within the Unionist community has made consensus on peace more difficult.

In the Loyalist community, there is a perception that both the British Government and the Unionist leadership are washing their hands of Loyalist paramilitary concerns. Having used Loyalist paramilitaries when expedient, there now appears to be no strategy to deal with paramilitary organisations. The following trends and events were identified as both reflecting and contributing to this perception:

- 'demonisation' of the Loyalist community;
- a lack of cohesion within the Unionist community;
- poor leadership, and especially the continued focus on the gains of the Catholic community;
- a failure to access Peace funding (especially in the earlier days); and
- economic factors, some of which were incidental to the peace process (the loss of jobs in traditional industries such as shipbuilding) and some of which were directly linked to peace (the scaling down of the security apparatus).

The sense that the Loyalist paramilitaries were abandoned by the British government adds to the already strong sense of alienation within working class Protestant communities.

This negative spiral in the Loyalist community became self- fulfilling and difficult to reverse. It has led directly to other events and trends including: the Loyalist feud, increased criminality among Loyalist paramilitaries; a widening gap between middle class Unionists and those described as Loyalists. Indeed, there is now growing opposition among sections of the Unionist community to the term 'Loyalist' because of its negative connotations.

Divisions within Unionism and competition for control have continued. This has led to small working class parties in Protestant communities (PUP and UDP) becoming marginalised by the main parties (DUP and UUP); difficulties for parties engaging in the peace process; competition and 'gatekeeping' regarding funding (including peace funding); and some projects in Loyalist areas being refused funding because of their perceived political allegiance. Many Loyalists have become disillusioned with mainstream Unionist leaders. They feel they are not being heard and the concerns of working class Protestant communities are not being addressed.

Two significant trends appear to be emerging from this:

1. The willingness of some Loyalists to engage with the south and accept funding from the Dublin government. There is a

growing recognition among Loyalist leaders that some people in the south are willing to listen to and work with them; combined with an increasing willingness to co-exist with the south.

2. An attempt to re-brand Loyalism or give it a more positive image, and to build confidence and social organisation in the Loyalist community, including where appropriate learning from Sinn Féin and the Nationalist community.

There are significant differences in how the paramilitaries on both sides of the divide are perceived both by their own community and by the other community. Towards the end of the conflict, Nationalist paramilitaries tended to be seen as freedom fighters; whilst Loyalist paramilitaries were increasingly seen as pro-state terrorists and as reactionaries. This is exacerbated by damage done by the Loyalist feud and links with criminality.

### 4.3 Economic factors

Segregated housing and sectarianism were identified in the workshops and interviews as key underlying issues that existed prior to and shaped the conflict and that persist to the present day. The burning of houses and intimidation at the onset of the troubles created a crisis.

Subsequently, public housing policy led to a highly segregated community and increasing sectarianism. Indeed, all the Conflict Linkage workshops noted that segregation has become more pronounced in recent years. This has been linked to increasing Catholic prosperity and confidence and the migration of Catholics into traditionally Protestant areas. Since the 1960s, with the onset of the Troubles and the decline of traditional industries, there has been a movement of skilled working class and middle class Protestants from urban areas such as North Belfast to suburban areas. As the balance of populations and their relative affluence have changed, so too has the sense of threat and alienation in Loyalist areas, leading to increased sectarianism towards Catholics/Nationalists and, more recently towards migrants from other countries. At the same time, in Nationalist communities, the changing



role of paramilitaries (especially the IRA) has meant that they have less influence and control in their areas over younger people involved in sectarian attacks.

A number of important economic factors and trends have emerged as drivers of the conflict, as a legacy of the conflict and as key factors in peacebuilding.

The most significant of these are:

- Britain and Ireland joining the EEC
- Irish economic boom in the 1990s / the Celtic Tiger
- Border region becoming a peripheral area
- Increasing marginalisation of the border area
- Lack of investment in border region - insularity
- Natural hinterlands changed
- Economic depression and emigration (south)
- Closure of border roads

Both Britain and Ireland joined the EEC in 1973, starting a gradual process of reducing the significance of the border as an economic divide.

Five significant economic trends emerged:

1. Economic inequality and poverty in the Nationalist community in the decades leading up to the conflict
2. Economic depression in the south in the late 1970s and 1980s
3. The decline of the NI economy especially traditional industries
4. Growth of the 'Celtic tiger' in the south
5. The peace dividend including Peace I & II.

Although the border region continues to lag behind we feel it is important here to point out that the mapping reflects popular perception. In effect EU Structural Funds have been very important in contributing to the Celtic Tiger and in increasing prosperity in the Border Region. There has been an injection of €10bn in Peace money alone since 1995. The EU has also shown a significant political interest in supporting the peace process.

Economic factors and in particular, the inequalities within Northern Ireland were central to the high level of dissatisfaction within the

Nationalist community especially in the 1960s. This manifested itself in particular through high levels of Catholic unemployment. In the late 1970s and 1980s, the RoI experienced a serious economic depression with high levels of unemployment and emigration. This depression was most severe in the southern border region. The resulting decline in the region contributed significantly to the sense of abandonment identified by participants in the mapping workshops.

Just as private sector employment in the RoI was taking off, it was stagnating in Northern Ireland. Changes within the Northern Ireland economy, especially the decline of traditional industries such as shipbuilding, had a serious impact on working class Protestant communities. The resulting unemployment further eroded the sense of security within these communities and contributed significantly to the increasing levels of dissatisfaction and Loyalist violence.

The contrasting economic fortunes of Northern Ireland and the Republic had a significant impact on relationships within and between the two jurisdictions. With growing prosperity the Republic has become more outward looking. This has contributed to a trend of people in the south losing interest in Northern Ireland and a growing sense of apathy towards developments there. On the other hand, the emergence of the Celtic Tiger changed perceptions of the south among northern Unionists and also generated increased business opportunities for northern (including Unionist) businesses.

The 'peace dividend' in more recent years was identified as a positive factor in helping to create a more stable society and to address both the causes and consequences of the conflict. However there is disagreement about the distribution of this dividend and a belief among Protestants/ Unionists that Nationalists had benefited more than Unionists. These issues have been used by some politicians and have fed into the sense of dissatisfaction still present in disadvantaged Protestant communities. The scaling down of the large security infrastructure as part of the peace process has resulted in the loss of jobs in the Unionist community and this had a knock on effect on Unionist perceptions of the peace process. There are also many people living in disadvantaged Nationalist

areas of Northern Ireland who would argue they have had little benefit from a peace dividend.

The notion of the peace dividend is a large but ill defined trend that encompasses increased external investment because of more stable conditions, Peace Programme and other monies to support the peace process, and money saved from the security budgets that has been diverted into positive social spending. The debate around these issues means that different content can be given to the same word by different people, and yet it emerges as a significant issue in the conflict.

There has been a strong tradition of community development within Catholic communities throughout the Troubles, which has stood them in good stead when peace funding arrived.

The Unionist community was traditionally more reliant on the state and the main Unionist parties have not always welcomed community development and infrastructure within working class Protestant areas (including emergent Protestant working class political parties). They have also been suspicious of the political intentions of cross-border funding programmes. The combination of these factors meant that working class Unionist communities did not take full advantage of Peace Programme funding, especially in the earlier years. This perception that the "other side" was benefiting more from the peace process further undermined Unionist confidence in the peace process and strengthened the hand of anti-Agreement Unionism.

#### **4.4 The border as a driver of conflict**

The previous parts of this section presented an analysis of the conflict based on a synthesis of the five Conflict Linkage Mapping workshops. This following section will attempt to isolate the issues pertaining to the border and to identify the significance of the border as a driver of the conflict. This will be used to highlight the role and value of cross-border work in peacebuilding and reconciliation. This analysis is based on the workshops, the views of key stakeholders interviewed, and on a review of relevant literature.

In attempting to define the significance of the Irish border in the conflict it is necessary to take into account the establishment and maintenance of the border over the last 80 years. While there were attempts to negotiate an agreed border through the Boundary Commission, the reality is that the border was imposed. Partition was carried out by force, and there has been a continuing effort to enforce the border - especially during the Troubles.

O'Dowd and McCall set the establishment of the Irish border in the wider context of state formation:

The long history of state formation reveals no universally agreed criteria, imperialist, nationalist or ethnic, of where and how state borders should be drawn, and who should draw them. Neither are there agreed guidelines for how many states should exist or on what basis groups might affiliate to, or secede from, existing states. The absence of such guidelines ensures a standing invitation to powerful groups to coerce others and impose their preferred borders. Border creation, therefore, is frequently arbitrary and intimately connected with violent conflict.<sup>11</sup>

The Conflict Linkage Mapping workshops and interviews carried out in the course of this evaluation also reflect differences in how the border is perceived by different people. A range of views regarding the significance of the border in the conflict emerged and these are reflective of both different political perspectives and different geographic location. Inevitably those living in proximity to the border can clearly identify its relevance and significance in the conflict. It is seen both as a major contributory factor in the conflict and as a manifestation of the conflict itself.

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<sup>11</sup> O'Dowd L & McCall, C (forthcoming 2007) 'The Voluntary Sector: New Patterns of Co-operation' Chapter 6 in Coakley, J & O'Dowd, L (eds) *Crossing the Border: New Relations between Northern Ireland and the Republic*, Dublin: Irish Academic Press

## Key points emerging in the workshops, relating to the border

- While there were different views as to how far back to go in tracing the origins of the conflict, there is consensus that the partition of Ireland and the establishment of the border created the environment in which the current conflict could grow.

Partition divided Ulster within Ireland; 'natural' and long-standing hinterlands were split. There is a view, however, that people learned to cope with the border as it became a part of life for people in the region. The outbreak of violence led to a 'hardening' of the border as the Troubles intensified in the 1960s and 1970s. In some places the border was effectively closed. Communities on both sides were cut off from their natural hinterlands and cross-border trade and movement severely curtailed. This led to 'ghost' towns and parishes around the border and an "increasing perception of being between two states"<sup>12</sup>.

The theme of abandonment runs through the perspectives of different groups. Many people in the southern border counties feel that they were abandoned by the Irish government. Working class Protestants and Loyalists in Northern Ireland feel abandoned by the British government. Protestants in the southern border counties feel they were abandoned by both the Irish government and by northern Protestants. The sense of isolation, abandonment and marginalisation in the southern border region is particularly strong. The main factors contributing to this are on the one hand, the perceived disengagement of the Irish government and a lack of investment in the region; and on the other hand, the security situation, with the closure of border roads and the by the British army presence along the border.

The impact of the conflict and the resulting security response is captured in a number of reports including *Good Practice in Peacebuilding*<sup>13</sup> and *The Emerald Curtain*<sup>14</sup>. *The Emerald Curtain* highlights the specific

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<sup>12</sup> Quote from participant at the workshop.

<sup>13</sup> Maher, H & Basanth, T no date

<sup>14</sup> Harvey, B et al, (2005) *The Emerald Curtain. The social impact of the Irish Border* Triskele Community Training & Development

impacts the border and the conflict have had on a number of different communities in the southern border counties.

"The conflict had a deep impact on social connections among the border communities. Such impacts were immediately visible whenever there was a high profile act of violence near the border; cross-border visiting, shopping and travel was extremely sensitive to the violence .... The main cause of the fracturing of social relationships was the road closures... The cratering of roads seems to have had a punitive effect on the border communities. The only people it seemed to have had little effect on were the very people it was designed to impede - the paramilitary organisations."<sup>15</sup>

The report identified many of the same factors that were highlighted in the Conflict Linkage Mapping workshops:

"The physical barriers erected by the British army to seal off roads and make the border impassable created huge difficulties for communities on both sides of the border, impacting on economic and social conditions and cultural activities. Trade and economic activity that would have naturally occurred between communities both sides of the border ceased. Communities were separated from their friends and neighbours and social events were curtailed. For many people the intimidation and interrogation experienced at army checkpoints while crossing the border prevented their freedom of movement and impacted considerably in terms of the breakdown in relations between communities."<sup>16</sup>

Again, these points are made by Maher and Basanth:

"Communities became sealed off in areas that represented a segregation of communities along sectarian lines, creating interface zones that were prone to high levels of violence. This

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<sup>15</sup> ibid

<sup>16</sup> ibid

situation also fuelled the exodus of people from their homes to seek refuge within communities that shared the same identity north and south of the border."<sup>17</sup>

The evaluation finds, beyond the mapping exercise, the existence of very different views regarding the significance of the border as a driver in the conflict and the potential contribution of cross-border work to peacebuilding. The fact that cross-border relationships are not as strained as in previous times and that a range of links are taking place at political, business and civil society levels, might indicate that there is less need for cross-border programmes. However this is disputed by commentators and agencies involved in cross-border development:

"A conventional analysis of the 'peace process' (including the Belfast/Good Friday Agreement) would be that it has improved cross-border relations and brought about enhanced cross-border co-operation while either sharpening internal borders between the 'two communities' or, at least, failing to provide any impetus for their amelioration .... One consequence is that the cross-border dimension to conflict resolution has been downplayed in an understandable desire to prioritise the improvement of inter-communal relations within Northern Ireland. Both governments seem to have agreed that the future development of the peace process is now dependent on agreement between the political parties representing both 'traditions' in the north. While clearly such agreement is critical, what seems to be lacking is an adequate appreciation, or a sense of urgency, vis a vis the role of the cross-border dimension in building peace and reconciliation and in facilitating the improvement of inter-communal relations within Northern Ireland."<sup>18</sup>

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<sup>17</sup> Maher, H & Basanth T (no date) *Good Practice in Community Based Peacebuilding* commissioned by Area Development Management Ltd and Combat Poverty Agency,

<sup>18</sup> O'Dowd L & McCall, C (forthcoming 2007) 'The Voluntary Sector: New Patterns of Co-operation' Chapter 6 in Coakley, J & O'Dowd, L (eds) *Crossing the Border: New Relations between Northern Ireland and the Republic*, Dublin: Irish Academic Press] Community Training & Development

In a recent policy paper, Co-operation Ireland pointed out the central role of cross-border work in the peace process:

"North-south co-operation is essential for further peacebuilding in Northern Ireland. The causes of the conflict in Northern Ireland will be effectively addressed only when the two communities trust each other and have built some consensus and capacity to share. This trust is unlikely to happen without reference to, and some consensus on, Northern Ireland's relationship with the Republic of Ireland. Current developments illustrate that this consensus is unlikely to emerge by developments at the political level alone."<sup>19</sup>

### Implications of the Conflict Analysis for Measures 5.3 & 5.4

What is clear is that the border permeates the conflict and that it has surfaced as an issue in different ways over the course of the conflict and, more recently, during the peace process. While the border is now a permanent feature of the landscape, perceptions of it are determined by a complex range of factors and are not fixed. It remains, however, at least a background issue, and the relationship with the south largely determines how the two communities in Northern Ireland view and relate to each other. This issue is explored by Maher and Basanth and also by O'Dowd and McCall:

"Northern Ireland is a factory of internal territorial borders, some violently contested, other scarcely visible. They serve as markers of difference and as measures of communal autonomy and control. They also measure shifts in what many perceive as a zero-sum game to claim or control the fixed territory bounded by the state border with the South"<sup>20</sup>

"In many respects the border is a physical and visible manifestation of the many psychological, political, social, economic and cultural divisions that exist throughout the island. However these barriers

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<sup>19</sup> *Proposals for Effective North South Co-operation*, Co-operation Ireland, 2005

<sup>20</sup> O'Dowd and McCall, (forthcoming, 2007)



were significantly more pronounced in Northern Ireland and the border region".<sup>21</sup>

A number of significant themes run through our and others' analysis which are of particular relevance to an evaluation of Measures 5.3 and 5.4:

- The imposition of the border created minorities on both sides and generated a sense of alienation and abandonment among communities on both sides of the border.
- The differential impact of the conflict came through strongly: i.e., the complexity of the impact of the conflict, which depends on geography; whether the population is predominantly Protestant or Catholic; and proximity to the border. Thus the legacy of the conflict that needs to be addressed in peace and reconciliation processes differs from one area/ group to the next.
- The break down in relationships in the border region is as a result of the conflict, combined with a long-term lack of communications and contact between north and south.
- The importance of identity and how people classify their identity. "The issue of British-Irish identity is at the root of the conflict".<sup>22</sup> This inevitably means that any reconciliation process must address "the totality of relationships" on these islands and in particular those between northern Unionists and the population of the Republic.
- The Irish population has over time consistently attempted to ignore or distance itself from Northern Ireland and the border. With the outbreak of violence there was a genuine fear that violence would spill over the border and the Irish government's (unofficial) policy was to contain it within Northern Ireland as much as possible. More recently as the Republic has become more prosperous, it has tended to look towards Europe and there has been an apparent loss of interest in Northern Ireland.

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<sup>21</sup> Maher, H & Basanth T (no date) *Good Practice in Community Based Peacebuilding* commissioned by Area Development Management Ltd and Combat Poverty Agency

<sup>22</sup> Quote from workshop participant

- The Belfast/Good Friday Agreement allays some concerns but paradoxically generates new fears, especially among Unionists. It has been portrayed as a success by Nationalists but as a defeat or sense of loss in the Unionist community. The level of cross-border engagement in all aspects of the Agreement means that the implementation of the peace process needs widespread cross-border involvement.
- The sense of fear and apprehension generated by the conflict affected all sections of society on both sides of the border. Over time this encouraged an attitude of "keeping your head down" in many areas and communities, and not dealing with the conflict.
- The trend of fragmentation within the Unionist community (political, social, church, and paramilitary) has made consensus on peace and peacebuilding more difficult. Combined with a growing sense of disillusionment especially in working class areas this has created increasing alienation among many in the Loyalist community.
- Segregated housing, sectarian tensions and a lack of contact between the two communities in Northern Ireland are a long-term problem which is still generating tension.
- The economic position of Northern Ireland and the southern border counties has been weakened considerably by a combination of peripherality, a low skills base, the conflict and a resulting lack of investment.
- The contrast between the economic development of Northern Ireland and the Republic. Rapid economic growth in the Republic with the Celtic Tiger, contrasts with the economic fortunes of Northern Ireland where traditional industries including the security services are in declines and employment is heavily dependent on the public sector.

**5**

**PROJECT LEVEL  
PERFORMANCE**

## 5 PROJECT LEVEL PERFORMANCE

This section of the report responds to the following question in the Term of Reference:

"provide an overview of the activities of these projects, and assess the efficacy of the various approaches adopted in achieving peace and reconciliation outcomes and impacts"

To do this we have reviewed the outcomes achieved by the projects - in other words - the degree to which their reported outputs (or deliverables) were used by the intended and/or unintended beneficiaries, checked against the intended outcomes. This is one step removed from impact (reviewed in Section 6), which we define as the consequence of the use made by the beneficiaries of the outputs. However, the first project level stage is important in giving an indication of the preponderance of results attained to achieve an impact.

### 5.1 Project Sample

A total of 30 projects were used in the evaluation; 25 of these were selected for indepth study. As can be seen from the list contained in the methodology, several of these projects received both Peace II and Peace II Extension Funding. Generally, Extension Funding was allocated to allow projects to continue and develop the work started with Peace II funding. In a few cases, the development of the work undertaken meant that it was more appropriate to fund projects that had been previously funded under Measure 5.4 under Measure 5.3 of the Extension. The projects in the sample are listed below with a brief description of each of the project's activities and for the amount of funding they received.

In this section the projects are described in relation to two different aspects of their work; firstly the project's approach to conflict and reconciliation work and the methods used to engage with intended target groups; and secondly the various approaches used to define and develop cross-border work across the projects.

## 5.2 Approaches to Peace and Reconciliation Work

This section focuses on describing broad trends in approach to peace and reconciliation work. The projects have been clustered under the headings listed below. It should be noted that there are areas of overlap, especially as projects have developed and moved into exploring and applying peace and reconciliation in other aspects of their work. Projects have been categorised under headings which allow them to be linked to a human rights-based approach using the five generic spheres of Civil, Political, Social, Economic and Cultural Rights.

### **Civil and Political Dialogue - (Personal dialogue)**

Civil and Political Dialogue projects focus on direct one to one and group work that encourages participants to discuss and engage in dialogue relating to how the conflict impacted on them. This work is primarily focused on personal experiences and seeking to affect attitudinal change at an individual level.

### **Social, Economic and Cultural Dialogue (Community Dialogue)**

Social, Economic and Cultural Dialogue projects are also engaging in dialogue, but with a more general and wider focus; for example the impact on the local economy or geographical area. This work is also at an individual level but is more directly aimed at affecting attitudinal change at a community or inter-group level.

### **Education and Training**

Education and Training projects have used a variety of approaches to address a range of issues including economic concerns, equality and diversity and reconciliation.

### **Research**

A number of cross-border research projects have enhanced the knowledge base of the Peace Programme, especially in relation to the impact of the conflict on the Programme's target groups.

## 5.3 Civil and Political Dialogue (personal dialogue)

Most of the projects funded under Measures 5.3 and 5.4 were engaging in dialogue work at some level. However groups in this category had reconciliation and one to one or group dialogue as the core of their work. Funding under the measures supported personal dialogue work at a variety of levels and many projects worked within or at several of these levels at the same time.

Projects in this category include:

- **Border Peacebuilding Project**
- **Processes of Nation Building Programme**
- **Churches Working with Sectarianism Programme**
- **Survivors and Former Combatants Programme**
- **Irish School of Ecumenics**

The different aspects of dialogue work include approaches to personal dialogue, the use of venues and safe spaces, work specifically on interfaith dialogue and sharing learning and taking leadership on these issues in the wider society.

### Approaches to personal dialogue

Projects that appeared most confident at engaging in personal and one to one dialogue have often been doing this kind of work for a long period of time. Some, such as the Glencree Centre for Reconciliation, were involved before any of the Peace Programmes started. There were also patterns in how the work had started. For instance, An Teach Ban's Border Peacebuilding Project initially specialised in single-identity work then gradually evolved towards cross-community dialogue as confidence and knowledge of the issues developed.

Thus there is a wide spectrum of expertise and experience in personal dialogue work - ranging from projects that are engaging in this work for the first time to those that have been developing their programmes for 15 years or more.

Within this spectrum of expertise there are also marked differences in approach, with some groups working closely with their target group in an outreach or supported capacity (for example, An Teach Ban), whilst others adopt a broader model but with less follow-on work (for example, Glencree's Survivors and Former Combatants Programme). These two projects also work directly with paramilitary groups and with former police and military personnel. Other beneficiaries that these groups and others supported included women's cross-community groups, as well as healing programmes and general support groups.

Groups engaged in personal dialogue work tend to work with a small group of individuals linked by a common association. These groups are usually located on one side of the border or the other and the work is conducted on a 'depth' rather than 'breadth' basis. As trust develops, the projects seek to encourage dialogue outside the group. These secondary levels of dialogue may be with groups in the same locality or across the border, depending on the issues to be discussed. Much of this work has focused on working with victims and former combatants, including with victims in England, Scotland and Wales.

### **Residential spaces for reconciliation work**

An Teach Ban and the Glencree Centre for Reconciliation also offer their own residential space to groups wishing to avail themselves of a safe and supportive environment in which to carry out dialogue work. The feedback from the participants highlighted the huge advantage of being able to do work in a safe and private environment, as opposed to public buildings, such as hotels, or community centres.<sup>23</sup>

The opportunity to run residential courses has also been important. One An Teach Ban participant explained that she did not think she could learn any more having done a six-week course, but that more had been learnt in a weekend away than during the rest of the course. The difficulty for groups offering residential support is the huge cost

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<sup>23</sup> 'In a hotel you risk being interrupted, you never know who else is going to be there or see you' (An Teach Ban participant)

involved in maintaining residential premises. An Teach Ban, in particular, is very reliant on the Peace Programme. Both the Glencree Centre for Reconciliation and An Teach Ban have been utilised by other Peace-funded projects and are accessed by a wide range of groups. By providing residential space for other projects, both centres have developed relationships which have provided opportunities for developing their reconciliation work.

Some groups cross the border to get away from their own areas and the social pressures associated with the conflict. For others, Protestants and Loyalist groups in particular, crossing the border proved to be an additional challenge. However when this has taken place, the evaluation has found unusually positive outcomes.

### **Inter-church personal dialogue**

Two projects in the sample - the Irish School of Ecumenics and the Glencree Churches Working with Sectarianism Programme - were engaged in one to one and group dialogue through working with churches or supporting community groups to engage in inter-church dialogue. In addition to the immediate issue of sectarianism in Ireland these projects also focused on the wider societal issues of religious (in)tolerance and violence, human rights and injustice.

The structure of the churches meant that information gained by one individual group could be disseminated in a multiplier effect to many other potential beneficiaries. Indeed, these projects and others working on personal dialogue have considerable potential to enhance their reconciliation impacts through links to other projects and organisations, many of which are funded under the Peace Programme.

### **Sharing learning and taking leadership in reconciliation**

Projects that support dialogue have suggested that sharing expertise and learning can be limited because some groups and individuals who use their centres do not want to be publicly identified. However conferences, workshops and seminars were recognised as being a key method for bringing the learning from confidential reconciliation



activities with the broader audience. For example, An Teach Ban has run a number of cross-border events on themes such as 'Human Rights and Reconciliation' or 'Poverty and Peacebuilding'.

The Cross Border Consortium has also facilitated conferences and encouraged projects to share learning and good practice. The level of expertise within the programme has been raised in this way.

## 5.4 Social, Economic and Cultural Dialogue (community dialogue)

As stated at the beginning of this chapter, most projects were aiming to engage with some level of reconciliation and dialogue work in their programme of activities. Many of the projects were seeking to develop cross-border and/or cross-community relationships using local cultural, economic or social activities as a way of engaging with beneficiaries.

Projects in this category include:

- **Border Arts Centre**
- **Cross-border Cultural Pathways (PATCH)**
- **Derry and Raphoe Action**
- **Dunfield Football Ltd**
- **Farset/Inishowen and Border Counties Initiative**
- **Riverbrooke Cross-Border Initiative**
- **Shankill/Shankill**
- **Trojans Youth & Community Development Group**

The approach to this work was varied and several projects used Peace Programme money to pilot initiatives, whilst other groups had established approaches that they were looking to develop further.

For example, Riverbrooke Cross-Border Initiative started cross-border heritage work more than 10 years ago, and used Peace funding to consolidate and develop this work. At the time of the evaluation they were beginning to discuss reconciliation issues and organise workshops to look specifically at feelings of prejudice that might exist between Protestants and Catholics on either side of the border.

The advantage of this approach is that the trust that the two groups have for each other guides the relationship building. Neither side feels pressured to move at a pace with which they are uncomfortable. The disadvantage is that progress is at the pace of the slowest members. Consequently, there may be many members of the group willing to engage in deeper dialogue who have no support structure to do it.

Some of the projects were local border partners whilst others were between towns and cities further away. The key priority for groups seemed to be linking with a group from a similar area (i.e., urban/urban or rural/rural) or with a similar interest such as football or heritage. The funding criteria, which required project partners to be based in the eligible area (Northern Ireland and the Border Counties) sometimes presented a constraint for Northern Ireland groups seeking urban cross-border partners, although the Programme rules did allow for some partnerships beyond the border counties. Shankill/Shankill is one example.

### **Innovative reconciliation projects**

Projects used a range of different approaches to reaching potential beneficiaries. Measures 5.3 and 5.4 supported an array of innovative activities. Dunfield Football Ltd offered football training on a cross-community and cross-border basis. Other projects - such as the Border Arts Centre and Cross-border Cultural Pathways - used art as a medium through which to address reconciliation and develop cross-border relationships.

## **5.5 Education and Training**

The cross-border education and training projects included in this evaluation were:

- **Cross-border Cultural Pathways (PATCH)**
- **Digital Diversity**
- **Literacy and Equality in Irish Society**

- No Borders to Learning
- Training Towards Reconciliation
- Training Towards Reconciliation and Employment
- UNITED
- Women's Cross-border Diversity Project
- Young Women's Empowerment Programme
- Young Women's Health Project

These education and training projects have been sub-divided for the purpose of the evaluation into three groups, depending on whether the focus of their economic, social/cultural or political:

**1. Training for Employment** projects were primarily economically focused with an emphasis on skill attainment to enhance their employability;

**2. Equality and Diversity** projects addressed wider social issues such as workplace discrimination, better practice development within organisations or supporting other organisations to develop equality and diversity work;

**3. Education and Reconciliation** projects were engaging in political dialogue at an intercommunity level and had chosen to use or design education courses specifically to facilitate this process.

### Training for employment

Among the projects included in this category, there was often limited attention given to reconciliation work or introducing reconciliation-related discussions among project participants. Although projects were intended to attract participants from both sides of the border, in one project (No Borders to Learning) trainees had a choice of venues on either side of the border. Unsurprisingly, most participants chose the venue in their own locality and opportunities for even informal exchanges were lost. However, even for the majority of projects which brought participants together on a cross-border basis, the focus on employment rather than reconciliation was the main attraction for participants.

The Young Women's Health Project is a cross-community cross-border partnership between the Whiterock Childcare Centre, based in Nationalist West Belfast, the Shankill Women's Centre, which is located in a predominantly Protestant area of North/West Belfast and the Ait-na nDaoine Community Project in Dundalk. The project started as a straightforward cross-border exchange focused on health and well-being issues, but was challenged by the Cross Border Consortium to develop a greater cross-community reconciliation focus. The target group was young lone parents who undertook a diverse training programme aimed at personal development as well as general employability skills. While it is unclear from the documentation available to what extent project promoters and staff emphasised the reconciliation objectives, in a focus group discussion many of the young women made it clear that they had become involved in the programme as a means to gaining employment. At the time of evaluation, the project was considering how diversity and equality work could be integrated into the programme design, rather than being seen as a subsidiary component. It is intended that reconciliation and diversity issues will be more directly addressed in the follow-on Young Women's Empowerment Project funded under the Peace II Extension.

The cross-border partnerships of these projects had been developed in different ways, reflecting in part the nature of the partner bodies. For example, FAS initiated the No Borders to Learning project in partnership with their northern counterpart organisation Learndirect. However, when this partnership was unsuccessful FAS linked up with the Worker's Education Association (WEA), a large community-based education initiative. The WEA undertook recruitment and support for participants whilst FAS provided the technical input. The No Borders to Learning project's initial difficulties in establishing a cross-border partnership highlighted how the complexities of cross-border work can be underestimated. The final partnership was cognizant of the need to support participants as well as provide training and that the nature of this support went beyond travel, fees and childcare issues.

## Equality and Diversity

Equality and diversity awareness was a central theme for a number of projects although they addressed the issue of cross-border working in different ways. For instance, the Women's Cross-border Diversity Project actively brought together participants from both sides of the border, while Digital Diversity used the link between educational institutions and in the UNITED project, the National Learning Network and the Cedar Foundation undertook 'back-to-back' training. All of these projects showed a high level of uptake and interest among the beneficiary groups and the surrounding communities.

The National Learning Network trained staff from Louth County Council and Newry and Mourne District Council in equality and diversity legislation in their respective jurisdictions. The Digital Diversity project integrated diversity awareness and specific reconciliation training alongside training in IT skills. DKIT is now seeking to widen the impact of the learning within the institution by providing opportunities for participants into other areas of creative and digital media.

The Women's Cross-border Diversity Project brought together women community leaders to engage in conflict resolution training and a peacebuilding module with the expectation that participants will carry these skills back into their communities. Unlike other projects that targeted workplace development or attitudinal and organisational change within institutions, this project addressed community attitudes and aimed to develop a vision of change within the women's sector.

The Literacy and Equality in Society (LEIS) project is an example of institutions and community groups linking together. The project developed teaching materials on equality and diversity issues for use with people who have literacy problems. This project was a partnership between University College Dublin (UCD) and Queens University, with Queen's bringing expertise on literacy and UCD providing the expertise in equality. The materials were piloted by local community groups on either side of the border and constantly reviewed to assess their suitability for a range of target groups. The teaching materials

developed by the project have potential use in both literacy and community-based equality projects across the region. It would be important for the Peace Programme to maximise the impact of projects that have piloted innovative materials for peacebuilding, such as the LEIS project, by ensuring that the learning is not lost.

## **Reconciliation through education**

Projects in this group used education as a medium through which to promote reconciliation and community dialogue. .

The 'Protestant' history project, as part of curriculum of the Cross-border Cultural Pathways (PATCH) project, involved trips to places of historical interest such as the Battle of the Boyne site. The Training Towards Reconciliation Project also used common history (World War I) to engage in conflict resolution by challenging established attitudes and encouraging respect for diversity amongst Peace II target groups, including young people and former prisoners and combatants.

Cross-border Cultural Pathways (PATCH) was based in a community education centre in East Belfast and other outreach centres. Project participants were primarily from a working class, predominantly Loyalist area of Belfast. The focus of the project was on "challenging prejudice and building confidence and respect for the culture of Loyalism", whilst at the same time addressing some misperceptions held by participants about Irish history. Two trainees told the evaluators that although they would "never have dreamed of crossing the border" prior to their participation in the project, they had recently gone on a fishing holiday to Donegal.

One of the key strengths of the Training Towards Reconciliation Project was its ability to attract marginalised young people. This was potentially a difficult process because gaining the trust of Loyalist and Protestant youth could have required a lot of time. It is to the credit of the skills of the project's workers - all of whom came from youth work backgrounds that they quickly brought together a well targeted group of young people.

Although initially funded under Measure 5.4, the project is now in receipt of Peace II Extension funding under Measure 5.3. This will allow project workers to be more responsive to significant issues that participants have raised, and to tackle local issues within the community, give one on one support, or engage more in dialogue.

## 5.6 Research

A small number of cross-border research projects were funded under Measures 5.3 and 5.4 and some other projects incorporated an element of research. These projects have provided new knowledge about the Programme's target groups and about the impact of the conflict that will inform public policy as well as action by both statutory bodies and community initiatives to address continuing legacies of the conflict.

The Legacy of the Troubles research carried out in partnership by Queens University and University College Cork was a large scale survey of the impact of the conflict on the mental health and social attitudes of a representative sample of the population of Northern Ireland and the Border Counties. Key findings included evidence that the impact of the conflict on the lives and psychological well being of respondents was mediated by a range of personal and structural factors. At the time of the survey (2004/2005), one in ten of respondents living in Northern Ireland and one in twenty of respondents living in the southern border counties were suffering from symptoms severe enough to suggest Post Traumatic Stress Disorder (PTSD). A new study, (Legacy of the Troubles II), which is being carried out by Queen's University Belfast and University College Dublin, has been funded under the Peace II Extension. This new longitudinal study will track stability and change in mental health and social attitudes and the capacity of respondents to negotiate and adapt to change after the Troubles. In addition to a survey, in-depth interviews will be carried out with people identified in the first survey as suffering from PTSD symptoms.

Two of the projects undertook work related to the health impact of the conflict on specific target groups. The Mind Matters project target

groups included rural Protestant men, whilst Derry Well Women 2 focused on women. Although both these projects were initiated and managed by community projects, the Health Service Executive and the Health Trusts were actively involved in an advisory capacity.

The rural mental health project, Mind Matters, was an action research approach to local mental health issues in the Derry/Raphoe area. This was part of an ongoing initiative to link mental health services on both sides of the border and to offer a complementary approach to information dissemination, training and health promotion, in order to actively address the increase in rural suicides and depression. The take up was high in the local area and information was well disseminated across the region.

Although the project did not engage in discussion with beneficiaries about issues arising from the conflict, it allowed two Health Boards to engage in mutually-beneficial cross-border work. The project a number of activities such as delivery of a Life-skills project in schools. All of the different components were well received and impacted on their intended target groups. The partnership between the Health Trust and the HSE has now ended, the two the schools programme and the employment programme have since been mainstreamed by the relevant organisations. Unfortunately, however, the project does not yet appear to have influenced health policies on either side of the border.

Derry Well Women has been addressing the health impacts of the conflict on women living on either side of the border. The HSE and Health Trusts were also involved in the project. According to preliminary findings of the research, many women had difficulty identifying how they had been personally affected by the conflict. Nevertheless, other medical research sourced by the project provided evidence indicating a very high level of dependence on tranquillizers and medication by women throughout the troubles.

This research project aimed at accessing women on both sides of the border and had the potential to impact on the practice of community women's health providers in the Republic. However the research advisory group had only one southern representative, who was not able



to provide information in relation to women's groups or organisations. The project also encountered difficulties in overcoming issues of mistrust and reluctance to engage with a 'northern' organisation among potential southern respondents. As part of the project's wider work under this measure, there was a network of projects and links established.

Overall, research projects funded under the cross-border measures aimed at influencing political and wider societal change. This influence was effective at a variety of levels. The projects promoted by universities have helped to influence current thinking on reconciliation within the academic sector and to provide a conduit for linking project actions to theoretical discourse, although this impact would have been greater if the cross-border bodies set up under the Agreement had not been in suspension. In addition to those projects which had a specific focus on research, many projects integrated research activities into their overall strategy. These activities included baseline data collection, assessment of learning and training needs as well as action research approaches to monitoring and evaluation. The Cross Border Consortium networking events have also been used to share learning between projects and to disseminate learning from research projects.

### Overall Comments on approaches to Peace and Reconciliation Work

The section above looked at the approaches that projects used to address reconciliation and peacebuilding. However, since these projects were funded, the Peace II Programme has adopted Hamber and Kelly's model of reconciliation<sup>24</sup> which defines reconciliation as a process usually involving five interwoven and related strands:

- Building Positive Relationships;
- Developing a Shared Vision of an Interdependent and Shared Society; Acknowledging and Dealing with the Past;
- Significant Cultural and Attitudinal Change;
- Social, Economic and Political Change.

Therefore, it is worthwhile to consider the work of projects funded under Measures 5.3 and 5.4 using an integrated approach to these strands.

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<sup>24</sup> Hamber, B & Kelly, G (September 2004) *A Working Definition of Reconciliation*, Brandon Paper published by Democratic Dialogue, Belfast,

### Individual level

Many of the projects - especially those engaging in one to one and small group dialogue work - focused on addressing reconciliation at the individual level. At this level the relationships developed were often contained within a specific group such as victims or former prisoners and the vision was focused on individual expectations and personal resolve. Much of the work was directed at acknowledging the past and working from a position of understanding of others' experience. Some of the groups are now working towards developing a future vision around rights and justice for both ex-combatants and victims.

The challenge for groups such as Glencree's 'Survivors and Former Combatants' and 'Churches Working with Sectarianism' Programmes, Coiste na nIarchimi's 'Processes of National Building' Programme and An Teach's Ban 'Border Peacebuilding' project is in moving their target groups on towards influencing wider social and political change.

### Group level

Projects working on community dialogue developed relationships on a broader social scale than those focused on one to one dialogue. Aimed at reaching a broader audience, the nature and content of this engagement was not as deep or as intense as one to one work. Discussion tended to be about practical issues relating to economic, social or cultural activities. Some projects (for example, Cross-border Cultural Pathways developed a relatively short-term vision, centred on an activity such as producing an artwork together. Others, such as Riverbrooke Cross-Border Initiative, had developed a shared vision that developed over a longer-term and was more sustainable in future. The implicit strategy of most community dialogue projects was to engage ever increasing numbers of people in this type of work and thus gradually change attitudes and fears throughout wider society.

### Inter-community level

Some projects were addressing cross-community prejudices directly using a variety of approaches. For example, Training Towards Reconciliation and the Cross-border Cultural Pathways project both worked at a local community level. The Border Peacebuilding Project,

the Irish School of Ecumenics, the Churches Working with Sectarianism and Survivors and Former Combatants, on the other hand, all worked at a broader level.

The approach frequently taken by projects was to develop and build trust within separate communities and then to develop relationships with other communities, eventually bringing the groups together in supported and assisted inter-community dialogue. Their rationale (or vision) was that while peaceful engagement and dialogue is required for reconciliation, this dialogue needs preparation and facilitation in a safe and conducive environment with a high level of support.

### **Political level**

This was the most difficult level of engagement for many projects. Most of the projects were attempting to influence individuals or communities rather than wider social and political policy change. Research projects such as Mind Matters, the Legacy of the Troubles and Derry Well Women 2 should, however, be expected to have some influence on public policy and service provision.

The input from the Cross Border Consortium also helped to increase the projects' ability to influence the wider political arena. Public launches and opportunities to showcase projects all helped to make public the lessons learned and experiences gained from the project.

## **5.7 Cross-border Work - Models of Practice**

Projects funded under Measures 5.3 and 5.4 took a variety of approaches to cross-border work and development of cross-border partnerships. Four broad categories of cross-border work are discussed below.

The different approaches to cross-border work, used by projects, are not hierarchical and there is no preference for one model over the other. The important factor that emerged through the evaluation was the need for projects to develop a clear peacebuilding and reconciliation strategy.

## **1. Groups that offered peacebuilding / reconciliation resources to organisations either side of the border**

These tended to be well-established organisations that were operating from their own centre and were able to make their facilities and staff available to other groups. This could be reconciliation support; a safe venue to facilitate group work or a university offering research facilities or courses. The project is able to attract participants on both sides of the border (for example, Survivors and Former Combatants Programme, the Irish School of Ecumenics, Digital Diversity) or work in collaboration with a similar institution on the other side (for example, Legacy of the Troubles and Literacy and Equality in Society).

Some of these projects had also begun to acknowledge the need for meaningful cross-border partners within their management and advisory structures, although in many cases this was still in the early stages of developing into a meaningful and fully participatory process (for example An Teach Ban and Derry Well Women). Despite outreach strategies and targets designed to develop an increased awareness of the project on both sides of the border, a number of projects found that participation was weighted approximately 70:30 between the north and the south (for example Survivors and Former Combatants Programme, Border Peacebuilding Project, and Processes of National Building Programme).

The Legacy of the Troubles and LEIS projects were both partnerships between academic institutions. In the LEIS project, both partners contributed equally to the process and there was a genuine exchange of skills and knowledge transfer. The QUB/UCC partnerships, however, was less equitable although the research undertaken succeeded in achieving its target of responses from people in both jurisdictions

## **2. Cross-community work enhanced by a cross-border link**

These projects were usually led by community-based organisations, usually based in Northern Ireland. Their main focus is local cross-community development and their involvement in the cross-border partnership was being used to complement their local work. In a number of cases, it was suggested that engaging with the 'other' community

through the cross-border project made it easier to challenge perceptions, attitudes or prejudices than would be the case without the presence of southern participants. These cross-border partnerships and relationships tended to be less well-developed, but nevertheless enhanced the local work of partners on both sides of the border.

Often the cross-border dimension provided an important catalyst for address cross-community issues, yet in a 'safe' and acceptable way. For example Ballymacarett Arts and Cultural Society actively focused on using the PATCH project as part of its strategy for challenging and breaking down fear and prejudice in its local area. Although the Training Towards Reconciliation Project initially had a worker based in Monaghan, practical difficulties caused the worker to move to Armagh. Consequently the project, organised workshops and seminars in the southern border counties, although its administration was based solely on the northern side.

### **3. Cross-border management and dialogue with local development activities.**

These projects tended to be community dialogue projects established by cross-border partners already well-established and working on local or regional economic and community development issues. The project focused on sharing practice, ideas and developing a vision based specifically on mutual practical interests. While equitable cross-border management structures were set up, the focus of the cross-border project was to learn from each other on practical, non-contentious issues: e.g. Riverbrooke Cross-Border Initiative, Shankill/Shankill. The reconciliation outcomes would, however, tend to be slower for many of these groups as the work tended to be slow and develop organically at the pace of the communities. Some of the projects had been operating for 10 years with minimal reconciliation work occurring outside the management meetings and occasional exchange visits and events.

### **4. Cross-border participants and activities**

These projects often offered short-term exchanges or training programmes. Participants were unlikely to engage in dialogue outside the project or continue in dialogue once the project had finished.

In some cases, (for example, the Women's Cross-border Diversity Project) projects were run by community or voluntary organisations. Others, (for example Digital Diversity and UNITED), were managed by a partnership structure involving public bodies and community sector organisations. Participants were drawn from both sides of the border, however, the short-term nature of the projects and exchanges and the focus on objectives such as delivery of accredited training, limited the opportunities for indepth reconciliation. Nevertheless, many projects reported changes in attitudes and greater confidence and willingness of participants to engage in cross-border activities.

Sustainability was a key issue for many of these projects. The sustainability and learning from these groups remained with the project promoters who could carry the learning and outcomes into other projects. Those involving educational institutions and public agencies such as FAS can carry forward the learning and continue to support trainers. However, much of the 'institutional memory' of the Women's Cross Border Diversity Project has been lost with the collapse of the project promoter, Women Educating for Transformation. Project participants, who were expected to take their learning and skills back to their communities will not have ongoing support from an organisation specialising in gender equality.

## 5.8 Challenges of Cross-border Reconciliation Work

Each of the approaches outlined above has its own benefits and challenges. Peacebuilding and reconciliation on a cross-border basis brings with it additional levels of complexity, and additional challenges, that are discussed below in relation to the 'five strands' of the Hamber and Kelly model.

The difficulties of Cross-border work that has to support different cultural relationships and building positive relationships is often compounded by the practicalities of arranging meetings, communication and travel. Although adding to the depth of reconciliation work, a lack of shared history can also raise practical challenges. Time will be needed

to get to know each other. Words can have different meanings and there is often a need to develop a shared language before communicating meaningfully. Conflicting ideas and cultural values often become difficulties around apparently minor issues such as choice of venues, timekeeping, and confirming attendance

One of the challenges of developing a shared vision of an interdependent and shared society is the spectrum of opinions and ideas that have to be negotiated to produce a consensus and shared vision. Women's perceptions of a shared vision are likely to differ greatly from men's, for example. 'Visions' would need to be assessed in relation to impact on equality, human rights and poverty.

Projects have found acknowledging and dealing with the past one of the most difficult elements of the reconciliation process. The range of experiences between participants from different communities and backgrounds can be very wide. Some of the most important impacts of the conflict on individuals and their communities may be the ones not be spoken of; or issues may be ignored or lost in the attempt to find common ground. Projects may be lacking in the necessary skills such as facilitation, listening or counselling to deal with these issues when and if they do emerge; ensuring that the voices of marginalised and socially excluded people can be an additional challenge.

A key factor highlighted by projects is the need to acknowledge the different starting points of project partners. Therefore, targets and expected outcomes may need to be different to reflect these differences and to capture significance of the cultural and attitudinal change that has taken place. An additional challenge is ensuring that the learning from sensitive and often confidential work with marginalized or underrepresented target groups is not lost. Learning needs to be documented, shared and brought to bear on the wider policy arena if the project is to have a wider impact beyond those directly involved.

Many of the projects were trying to influence wider social economic and political change. Because there are few cross-border policy mechanisms and projects have limited resources, they may struggle to influence public policy and practice in both jurisdictions.





6

**SIGNIFANCE OF IMPACT**

## 6 SIGNIFICANCE OF IMPACT

### 6.1 Introduction

Having reviewed various aspects of the performance of the sampled projects, this section covers the impact of those projects, defined as the consequence of the use of the outputs by the target groups (in other words the effects of outcomes). It uses the three criteria introduced at the beginning of this report: relevance, extent and duration, to assess overall impact.

Peace II projects are intended to have an impact in 'reinforcing progress towards a peaceful and stable society and to promote reconciliation', by:

- (i) addressing the legacy of the conflict
- (ii) taking opportunities arising from peace
- (iii) paving the way to reconciliation.

Only for Peace II Extension projects has the concept of reconciliation been elaborated into five interwoven and related strands (see section 2.1).

This section firstly evaluates the overall relevance of the objectives of the two cross-border measures, with reference to the issues that emerged as critical in the Conflict Linkage Mapping exercises. It then considers the relevance of the target groups, and of the project activities for reconciliation. Secondly, extent of impact is assessed in terms of the numbers of people reached, but also in terms of the depth of the peacebuilding and reconciliation process. Thirdly, the criterion of duration is assessed in terms of how long the benefits of the programme will last. This raises the issue of sustainability. This section ends with some overall conclusions.

## 6.2 Relevance of Measures 5.3 and 5.4 to the conflict and to the border

There is a good fit between the issues identified in the conflict analysis presented in Section 4, and the objectives of the two measures. They both focused on the provision of a strategic framework to support cross-border strategies and projects. Measure 5.3 focused primarily on those which would promote 'peace and reconciliation' while the focus of Measure 5.4 was on those which could make a positive contribution to peacebuilding and reconciliation by developing increased cross-border activities and providing opportunities for those who have been prevented from fulfilling their potential.

The table overleaf summarises the impact of projects funded by Measures 5.3 and 5.4 on the key 'nodes' that emerged from the conflict mapping workshops that were judged to be within the sphere of influence of Measures 5.3 and 5.4. (See section 4 above). This again generally indicates a high degree of relevance. These are ordered in the table from high to low impact.

Table 2. Assessment of impact of Measures 5.3 and 5.4 against key issues emerging from mapping workshops

Issue	Impact	Comments	Examples of direct projects
Natural hinterland changed with the conflict and border closures	High	The measures have encouraged and enabled much greater mixing across the border, although the 're-opening' of the border when the Troubles ended has also had a major impact	Border Arts Centre
Reduced socialising across the border	High	Ditto as above, although this has been slower for some communities that have chosen not to socialise across the border	Various projects
Fear and concerns alleviating amongst poorer/working class areas	High	Some projects funded by the measures appear to have had a positive impact on this process, by widening horizons and challenging prejudices and assumptions	Cross-border Cultural Pathways
Increased confidence in Loyalist areas that communities can co-exist across the border	High	A number of project participants from Loyalist areas have crossed the border for the first time as a result of cross-border projects funded under the measures, again challenging prejudices and assumptions	Farset/Inishowen and Border Counties Initiative
Maturity in cross-community relationships	High	Many projects have built upon, and benefited from a natural maturing of cross-community relationships since the peace agreement, but the measures have undoubtedly also contributed to this maturing	No projects reviewed
Unionists feel under threat	Medium	The measures have reached out to the Unionist community (although their limited community infrastructure has limited their participation in	Projects which engaged working class Protestant communities include:

<p>Northern Ireland seen as a foreign country</p>	<p>Medium</p>	<p>the programme), and have encouraged some to step out and make contact with other communities</p>	<p>Cross-border Cultural Pathways, Shankill/Shankill, Young Women's Health Project</p> <p>Projects which worked with Loyalist paramilitary groups include: Processes of National Building Programme and Training Towards Reconciliation Project</p> <p>Projects which engaged victims from the Protestant community include: Survivors and Former Combatants Project</p> <p>Community-based and Networking projects, especially those adjacent to border e.g. Development of Infrastructure and People, Sliabh Beagh Development Association, Kiltycashel.</p> <p>Economic and employment-type training projects, especially strategic initiatives such as Building</p>
<p>Border region as a peripheral area</p>	<p>Medium</p>	<p>The impact has been medium in terms of perceptions of those living close to the border, but has been minimal in the Republic as a whole</p> <p>This has started to turn around, partly as a result of the border opening and stronger economic links across the border. But the measures have also encouraged greater focus and some</p>	

Border region not invested in - insularity	Medium	increased investment in the border areas.	Peace Through Our Shared Environment.
Peace funding increased but no community structures present to channel into in Protestant areas	Medium	Ditto above	Projects which build skills and promote investment
Divisions /fracturing within the Unionist community	Low	Community infrastructure has started to grow and develop in Protestant areas as the IFBs have reached out to this target group, but it will take time to really strengthen community infrastructure	Farset/Inishowen and Border Counties Initiative, Cross-border Cultural Pathways
Republic's population losing interest in Northern Ireland	Low	The measures have helped build confidence in the Unionist community especially in working class communities, but against a backdrop of strong forces that have caused this fracturing	Projects which attempted to build cohesion within the Unionist community, e.g. Processes of National Building Programme
Protestant population declining in southern border counties	Low	The measures have only impacted on those in the border counties in the Republic. Would require much greater outreach to have an impact on this	No projects reviewed
Segregated housing and increased sectarian tensions	Low	There was no discernible impact of the measures on this, although it could be the long-term result of greater investment in, and focus on the southern border counties	No projects reviewed
Fragility of peace process	Low	To really impact on this may take a generation. It is therefore unrealistic to expect the measures to have a positive impact after only six years	No projects reviewed
		It is too ambitious to expect the measures to fill the void left by political failure, but they have maintained a momentum in the peace process	No projects found

16. DUP and UUP responding to availability of peace money by gate-keeping the funding	Low	that would otherwise have been lacking, specifically in relation to cross-border developments and at community level. The IFBs have made an impressive effort to reach out to local community groups in Unionist areas, but impact will take time	No projects reviewed
17. Segregation of two communities through the education system	Low	Although the measures cannot change this, the funding of cross-community higher education training courses has provided an important counter-balance to the highly segregated primary and secondary education systems	No projects reviewed

The Terms of Reference for the evaluation ask whether the overall Measures 5.3 and 5.4 were relevant to cross-border and cross-community peacebuilding and reconciliation. The answer is a resounding yes. The political context of Peace II was very different from the anticipated context. The political process had stalled leaving a political vacuum that in turn hindered cross-border progress in terms of greater collaboration at statutory and institutional levels. Within this vacuum, the significance of an ongoing and well-funded cross-border peacebuilding programme increased dramatically, in building and sustaining momentum towards peace. In the words of one stakeholder interviewed for the evaluation, 'it contributed to the view that at ground level there was movement even if the politicians aren't working'. Although it is unrealistic to expect Measures 5.3 and 5.4 to shore up the peace process, they have continued to build vested interests in peace and in reconciliation.

Whilst there was stalemate in many of the north-south institutions coming together and working more closely across the two jurisdictions, at community level there was significant progress, organisations setting up joint management committees and developing cross-border relationships (for example, Mind Matters, Cross-border Openings Project).

Indeed, it has been convincingly argued that the community/voluntary sector is better placed to promote peace and reconciliation with grassroots organisations, at both trans-community and transnational levels, than territorial government. At the same time, the stalled and fragmented north/south dimension to the Belfast/Good Friday Agreement meant that institutional support for transnational cross-border networking has been weak, with only a 'skeletal institutional framework'<sup>25</sup> in existence. Nevertheless, Measures 5.3 and 5.4 have enabled some pioneering approaches to be developed and piloted. In the words of another stakeholder interviewed for the evaluation: '5.3 played a critical contribution in overall peacebuilding just by its very existence', against the backdrop of a political void.

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<sup>25</sup> O'Dowd, L & McCall, C forthcoming



The relevance of working cross-border in reconciliation work has come through quite strongly in our review of individual projects and in recent research.<sup>26</sup> This is often less to do with facilitating reconciliation processes between cross-community groups from the Republic and from Northern Ireland. Instead, including a cross-border element has provided an important and constructive dynamic, spatially and in terms of social interaction, in facilitating the most challenging reconciliation process - that between different communities from within the north. It has helped to move the process away from a culture of 'win-lose' in a territorial sense, which tends to dominate many processes within the north, to a more relaxed dynamic where territorialism is not so present.<sup>27</sup>

On the other hand, the projects have not focused on those events and trends that have shaped the perceptions on the Republic side of the border. While the Conflict Linkage Mapping points to the importance of a new found optimism and extraversion in the Republic of Ireland, this is also associated with a 'turning away' from Northern Ireland. Although Measures 5.3 and 5.4 have engaged communities in the southern border counties, these communities were already most engaged with, and affected by the conflict. What the measures have not done is address issues of public perception, for example through programmes of public awareness, within the Republic more widely (due to European Commission criteria of eligibility of projects).

The conflict had a particularly negative impact on the economy of the border region and across Northern Ireland, exacerbating structural weaknesses in the economy in the region. Thus, the economic and employment focus, especially of Measure 5.4 was relevant, in turn impacting on some underlying issues such as disillusionment within communities, a sense of abandonment and isolation, and a perception that the other community was getting the benefits of peace. In more recent years the conflict has become more localised and violence tends to be concentrated in disadvantaged communities on both sides of the divide. Programmes which target resources into these potential conflict hot spots are highly relevant to peacebuilding.

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<sup>26</sup> *ibid.*

<sup>27</sup> Interview with Liam O'Dowd. See also O'Dowd and McCall, forthcoming.

### 6.3 Relevance of target groups

Peace II resources are supposed to be targeted at:

- communities and groups that have been adversely affected by the conflict, including victims of the conflict and their families, ex-prisoners and their families, displaced persons, former members of the security forces and ancillary services, young people, women and older workers.
- sectors and activities adversely affected and weakened by conflict and which have had difficulty attracting investment.
- areas showing the effects of conflict and/or community polarisation as a result of the conflict.

The Peace II Programme differentiated the border region in terms of impact of the conflict on different geographic areas and on different communities within those areas. The cross-border measures have generally built on this, enabling groups to look at how the border contributed to the problem and if/how cross-border work might contribute to a solution. Thus, some relationships have been rebuilt (for example through Derry and Raphoe Action), and others have developed new relationships.

However, there has also been a dilemma in deciding which groups to target with Measures 5.3 and 5.4, expressed a number of times by staff of the Cross Border Consortium. Those who are most ready and willing to do peacebuilding and reconciliation work are usually the ones who have bought into the peace process to the greatest extent. Those who have not are least likely to organise themselves, design projects and apply for funding. Yet bringing them into peacebuilding and reconciliation processes may be one of the most important ways of reducing outbreaks of violent conflict in the future.

In practice, this has translated into Catholic groups being slightly better represented in funded projects than Protestant groups. As a result, substantial and successful efforts have been made by the Cross Border Consortium to bring Protestant/Unionist communities into the

programme since Peace I.<sup>28</sup> One of the most interesting examples of how to do this is the Farset/Inishowen and Border Counties Initiative. The task of engaging with different Protestant groups and encouraging a number of small-scale projects was delegated to the Farset/Inishowen and Border Counties Initiative which was much better-placed to engage at community level than the individual IFBs who were struggling with a heavy administrative workload and limited staff.

Derry and Raphoe Action also invested substantially in bringing in rural Protestant groups, for example addressing concerns about how village church halls would be used for cross-community activities. The strength of these projects was having key workers who were trusted and respected by the communities they were targeting.

These efforts to engage Protestant groups in the programme have been highly relevant, to promote cross-community engagement and reconciliation, but also because of the disillusionment amongst many Unionists with their political leadership, expressed in the Conflict Linkage Mapping exercises (see table 2 above), which has in turn resulted in considerable fragmentation of the Unionist population. Thus, engaging at community level has been very relevant, with the potential benefit of strengthening community infrastructure which is notoriously weak within working class Protestant areas and was also raised in the mapping workshops. This has been achieved despite some evidence that the stalled political processes acted as a disincentive for some Protestant groups to engage.<sup>29</sup>

As discussed below, the extent (i.e. depth of the reconciliation work) is still quite limited with some of these Protestant groups. But given their starting point this is somewhat inevitable. By continuing to build on the work done so far, there is a real opportunity in Peace III to continue to impact on issues of fear and isolation within the Unionist community, highlighted in the Conflict Linkage Mapping workshops, and thus to deepen the reconciliation process.

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<sup>28</sup> In the words of one stakeholder interviewed for the evaluation: 'the IFBs were very cognisant of the issue from the beginning, and did a good job' accessing and bringing these groups into the programme.

<sup>29</sup> O'Dowd, L & McCall, C forthcoming.

A target group under-represented in projects funded by Measures 5.3 and 5.4 are former members of the security forces. Only two projects - the Glencree Survivors and Former Combatants Programme and An Teach Ban's Border Peacebuilding Project have engaged this group in an ongoing and significant way.

Meanwhile, the cross-border measures have been successful in targeting ex-prisoners through a number of projects such as Processes of Nation Building and Training Towards Reconciliation. They have also been successful in targeting young people (for example, Craigavon Young Men's 1825 Project, NICHs Community Partnership Project, and Shankill/Shankill) and women (for example, Blaney Blades ABC Group, Strabane and Lifford Womens Centre, and the Young Women's Health Project).

## 6.4 Relevance to reconciliation

Fear, segregation and a deepening sectarianism emerged strongly as common themes in the mapping workshops. Reconciliation processes are key to addressing these issues.

A clear finding of this evaluation is that projects that have placed reconciliation as central to their work are the most relevant in terms of reinforcing peace and promoting reconciliation. A number of projects within the sample fall into this category, for example, the Irish School of Ecumenics, the Survivors and Former Combatants Programme, Training Towards Reconciliation and the Border Peacebuilding Project. These projects are most likely to have grappled with some of the difficult issues in 'addressing the legacy of the conflict'. Indeed, 'acknowledging the past' emerges in Hamber and Kelly's research<sup>30</sup> as the aspect of reconciliation that tends to be emphasised most in Northern Ireland when people talk of reconciliation. This, along with 'bringing about attitudinal change' is where many of the sample projects that have placed reconciliation centre-stage, have maintained their focus.

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<sup>30</sup> Hamber and Kelly, op. cit.

Where this has been challenging and gone below the surface, the shifts also appear to have been most profound. This comes through in the evaluation of the Irish School of Ecumenics project. Feedback from participants indicated that the experience had been challenging and stimulating rather than just making people feel good.<sup>31</sup> The Education for Reconciliation courses examined beliefs around violence and how religious beliefs and rituals have been inextricably bound up with movements to glorify violence in the past. The recurrent theme was how 'to openly move beyond violence'.<sup>32</sup>

Projects that were least likely to have placed reconciliation central to their work are a number of 5.4-funded training projects, with a few notable exceptions, such as the Training Towards Reconciliation project, and Queens University's research on 'The Legacy of the Troubles'.

Indeed, many of the Measure 5.4 projects have prioritised training for educational purposes, usually with a strong focus on social inclusion. This is evident in both the Young Women's Health Project and the No Borders to Learning project. Both projects are trying to bring women (of different age groups) into learning and further education, albeit using different methods, with the principal objective of improving their employability. The dominance of this objective was borne out in a focus group discussion with participants in the Young Women's Health Project. Most had joined the programme for economic and social reasons; only one mentioned the motivation as meeting people cross-border and cross-community.

In terms of meeting the 5.4 objectives of 'providing opportunities for those who have been prevented from fulfilling their potential', these projects are entirely relevant and on track. But in terms of making a positive contribution to peacebuilding and reconciliation, the links are sometimes more tenuous. Yet there may be an untapped potential here. The target groups of these training projects are usually very relevant to the peacebuilding process, for example, young people from both communities. Although training programmes may help to address

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<sup>31</sup> Keys and Wilson, 2006

<sup>32</sup> *ibid*: 23

issues of isolation and economic insecurity, the step, which is often missing therefore, is to bring a much stronger reconciliation focus into the project's work, whilst recognising that many of the training programmes are short-term, often just six months.

It would be unrealistic to expect an in-depth reconciliation process in such a short timescale, but a strategy to challenge and loosen attitudes and prejudice could be a more significant part of many projects than is currently the case. There would also have been logic to bringing groups together under a Measure 5.4-funded training project, to start the reconciliation process, moving at a later stage to becoming a Measure 5.3-funded project that was designed to go to greater depth. Although complicated administratively, this was a missed opportunity even though the potential benefits of this route are well-recognised by the development staff of the Cross Border Consortium.<sup>33</sup>

However, it is not only Measure 5.4-funded projects that tend to have reconciliation as an 'add-on' to the project's main focus. This was also the case for some Measure 5.3-funded projects, for example Rural Mental Health's 'Mind Matters' project. Whilst providing valuable service and promoting cross-border relationships between different agencies, the relevance to addressing the legacy of the conflict and hence impacting on reconciliation and peacebuilding is harder to see. This is mainly because it is an interagency programme, which should have linked into the cross-border body on health, but this has never been implemented under the Belfast/Good Friday Agreement. It is therefore an example of a project that should have had a high impact on policy but the structures were just not present to respond.

## 6.5 Extent

As mentioned in the methodology, the extent of impact is about both depth and breadth. This is best represented in Figure 6.1 below whereby the x axis represents the depth of the reconciliation process and the y

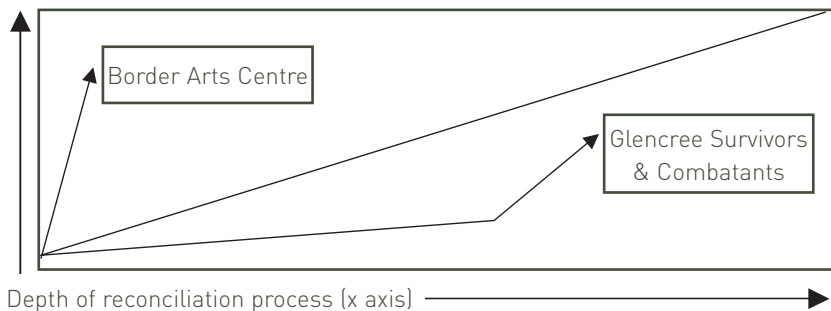
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<sup>33</sup> This was expressed in a workshop with development staff of Border Action

axis represents the breadth, or numbers of people engaged in the process.

The ideal is to reach the top right-hand corner of the diagram, which means reaching as many people as possible with the peace and reconciliation programme, yet also working at depth, to really have an impact in terms of reconciliation (as defined by the Hamber and Kelly model). There are obviously many different paths, or strategies, to reach that top right hand corner. The strategies that appear to have been adopted by two different 5.3 funded projects, discussed below, are roughly plotted on the graph.

*Breadth of reconciliation process - numbers of people engaged (y axis)*



**Figure 6.1 Measuring extent of the reconciliation process**

There has been a tendency in the way that Measures 5.3 and 5.4 have been run, to measure extent in terms of number of participants, put crudely as 'bums on seats'. And projects have inevitably bought into this, sometimes making what appear to be exaggerated claims about the number of people to be reached. In Ballymacarrett Arts and Cultural Society's application for funding for the Cross-Border Cultural Pathways Project, for example, it is claimed that it will reach around 2000 people from marginalised and vulnerable groups, although only 100 are directly involved in the programme. Whilst as many as 2000 people may indeed be aware of the work that Ballymacarrett Arts and Cultural Society and its partner, Balor Community Development Project, are doing, it seems

an overstated claim that as many as 2000 people will be impacted by it in terms of peace and reconciliation. Yet the focus on outputs - often interpreted as numbers of people participating directly in a programme's activities - in the application, monitoring and reporting processes encourages a focus on breadth rather than depth. Whilst depth is much harder to measure, as a more qualitative process, it is nevertheless the essential accompaniment if reconciliation is to be meaningful and is to last.

What emerges from reviewing a sample of projects funded by Measures 5.3 and 5.4 is a range of ways in which they can be influential within groups and communities, and eventually across society. At least four have been identified by this evaluation, as follows:

- (1) Projects that may be working with a relatively small group of participants, yet have a wider ***symbolic impact***, for example, the Messines Training Towards Reconciliation project which works with ex-prisoners from both the Republican and Loyalist communities and has achieved quite a high profile through coverage in the media of visits by mixed groups to Messines. The fact that people who are recognised as leaders in their community are engaging in activities of this nature has a strong symbolic significance, acting as a catalyst and motivator for other groups within these communities to engage.
- (2) ***Pioneering projects*** that have been experimenting with particular approaches that can then be rolled out and taken up by other organisations. Glencree's Survivors and Former Combatants Programme is one such example, pioneering work with survivors and ex-combatants in an iterative and organic way. Whilst a number of the participants have been able to take the approach and their learning back into their own organisations and communities, the most recent evaluation identified ways in which this can be enhanced.<sup>34</sup>

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<sup>34</sup> McGearty, S (2005) *The Glencree Centre for Reconciliation. Survivors and Combatants Programme. Evaluation Report. Final Draft November.*



- (3) Projects that deliberately use a **networking approach** to maximise impact. Regeneration of South Armagh ROSA (029820) and Monaghan Network (030023) are examples of this. Through their network of groups on the ground they are able to impact on the majority of community groups across Monaghan and South Armagh. This project is thus able to draw in community groups from both communities who might not otherwise engage in cross-border work on an individual basis. (However, the scale of the project suggests that the depth of reconciliation may be limited.)
- (4) Projects consciously using '**multipliers**'. This is the terminology and approach used by the Churches Working with Sectarianism Programme, where one of the lessons cited in the project evaluation is that using 'multipliers' such as the media and statutory bodies to advance the work and reach more people is more effective than relying solely on the individual project participants. Projects working with influential leaders also fall into this category, whereby the number of project participants may be relatively small but the influence of those individuals is wide. For example the Processes of Nation Building Programme (also mentioned under strategy 1 above) has involved church, trade union and business leaders in this project, with the potential to influence their own structures and entire constituencies. The Cross-border Openings Project is another example of a project using this strategy.

In the early phase of implementation there is usually a trade-off for projects between breadth and depth of impact. For example, the Survivors and Former Combatants Programme started working with fairly small groups of both survivors and ex-combatants, but taking them through a carefully facilitated and in-depth process of dialogue, relationship-building and reconciliation (see Figure 6.1 above). At the other end of the scale are programmes such as Farset/Inishowen and Border Counties Initiative and the Border Arts Centre that have really emphasised breadth and reaching a large number of participants. For example, Border Arts brought together 55 arts organisations from

Castlederg and Co. Donegal, engaging more than 4,000 people in its arts workshops.<sup>35</sup> One of its objectives has been, 'through arts, to create the opportunity for people of all ages to get an understanding of different cultures and traditions', in an area that suffered from the closure of border roads and tense community relations during the Troubles.

It cannot be said that one strategy is necessarily better than the other i.e. depth over breadth, or vice versa. It depends on the project's objectives and its target group(s). It is noticeable, for example, that a number of projects that have targeted Protestant communities, especially those seen as hard to access, have favoured breadth over depth - for example, the Cross-border Cultural Pathways and Farset/Inishowen and Border Counties Initiative. The strategy here (albeit implicit) appears to be to create some critical mass within parts of the Protestant community to engage in peace and reconciliation work, and to question their own attitudes and perceptions; depth of participation may follow later. This is entirely appropriate. What is important is that the organisation has thought through its strategy clearly, and is considering how to move from breadth to depth (or vice versa).

This movement is most evident in Glencree's case. Although its strategy has emerged quite organically, nevertheless there is thinking about how to extend from depth to breadth. Thus, more recently it has brought in representatives from wider civil society into its work, for example facilitating meetings between ex-prisoners and businesspeople in the Republic of Ireland. It has recognised the natural limitations of in-depth work with its two main target groups - survivors and ex-combatants - and the need to now situate this within broader society. One of the striking features of this project is how the strategy has evolved, apparently based on a constant process of feedback and review. This organic process was identified in the project's evaluation and by project staff interviewed for this current evaluation, as critical to its success. (This, in turn, has been possible partly because of Glencree's ability to access other sources of funding - see below).

Projects that have initially chosen breadth over depth may need some encouragement to eventually deepen their work, for example Farset/

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<sup>35</sup> Venture i Network, (2005) Evaluation 2003-2005

Inishowen and Border Counties Initiative and Cross-border Cultural Pathways. But certain obstacles have emerged during this evaluation, according to how Measures 5.3 and 5.4 have been set up, that may get in the way, especially obstacles around funding. For example, many of the individual projects funded by the Farset/Inishowen and Border Counties Initiative have been reluctant to move from level one (small amounts of funding to allow applicants to deliver one stand alone project with a cross-border) to more ambitious levels two or three. Level two provided larger grants for those who have a relationship established and who wish to move towards developing a sustainable project, while level three focused on the development of an independent cross-border infrastructure.

One of the reasons cited for this is, is the short-term funding horizons for Measures 5.3 and 5.4, which has raised concerns for local groups and organisations about issues of sustainability. Despite this the project does appear to have had a positive impact on a considerable number of people and has been a catalyst for new cross-border activities. For many of these groups this was a case of dipping their toe in the water and there is potential for these groups to engage in more in depth work later.

The case of the Border Arts Centre represents a different challenge. It has clearly gone for breadth initially, aiming to reach literally thousands of people and has achieved that. This is a good example of a project addressing some of the issues that were highlighted in the mapping workshops, resulting from the de facto closure of the border and natural hinterlands being forced to change. The question is whether the same project can now start to work at greater depth, or whether new projects should be created on the back of the Border Arts experience that deepen the process of reconciliation.

This raises a general issue for all projects that have gone initially for breadth, probably only beginning the reconciliation process as represented on Figure 6.1 above - in other words near the beginning of the x axis - as to how they can move into deeper reconciliation work in the next phase of Peace III funding.

It is clear from those projects that have gone for depth that this can be

particularly challenging and require highly skilled facilitation. The evaluation for the Irish School of Ecumenics project sums this up well. Initially, many of the project participants saw the problem as being only the conflict. Now, having been through the programme, they realise that there are deeply rooted problems and divisions that they and their traditions are part of preserving or resolving.<sup>36</sup>

Projects that need to shift from breadth to depth must have a readiness to engage with these challenges. From the review of the project files, ironically it is those evaluations (and applications and assessment forms) that are most honest about the blocks and challenges in the reconciliation process that give the clearest indication that the project is working at depth, and that difficult relationships and attitudinal issues are really being grappled with, for example in the evaluation for the Irish School of Ecumenics project.<sup>37</sup>

This is confirmed by Hamber,<sup>38</sup> who has perhaps done most to research and develop the concept of reconciliation in Northern Ireland today. In his view, evidence that the really difficult issues are being discussed and addressed shows that there is real engagement with the process of reconciliation and with its complexity.

Our analysis underlines the importance of working to a reconciliation model that addresses all five strands together. If only one or two are addressed - for example, building positive relationships and acknowledging the past, without attitudinal and cultural change and some efforts to develop a shared vision, then it becomes impossible to move all the way along the x axis in the model above.

The value of a combined five-strand approach is perhaps most apparent in some of the Measure 5.4-funded training projects. Although they may set out to develop positive relationships - bringing groups together cross-community and cross-border that would not normally mix -

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<sup>36</sup> Keys, L. & Wilson, D (2006) *Evaluation of the Irish School of Ecumenics' Education for Reconciliation Programme 2003-2005*

<sup>37</sup> *ibid.*

<sup>38</sup> Stakeholder interview

because the primary emphasis is on training to enhance employability and social inclusion they are never likely to move far down the x axis in Figure 6.1. Generally, there was much greater potential for 5.3-funded projects to engage in depth of impact than 5.4.

As mentioned at the beginning of this section, one way in which pioneering and successful projects could increase the extent of their impact is by positively influencing the work and approach of other and newer projects. Whilst there is evidence that some flagship projects, such as Glencree's Survivors and Former Combatants Programme, may have achieved this to an extent, there is also evidence that opportunities for successful projects to influence others were missed. In some cases this was because the IFB's development workers - the main point of contact for most projects - were carrying such a heavy administrative workload that they had very limited capacity to support networking and exchange of experience between projects.

This comes through clearly in the evaluation for the Irish School of Ecumenics project. The project evaluation report concludes that there was little opportunity to share some of the most important lessons from the project with the Cross Border Consortium because the exchange of information has been mainly administrative. Yet the report also acknowledges that a lot of knowledge and experience is now held by the Irish School of Ecumenics as a result of the work that could usefully be shared in fora other than reports.<sup>39</sup>

This is not to say that the Cross Border Consortium partners did not organise networking events to exchange good practice, for example, an event held by Border Action in early December 2006 to exchange experience on working with the five reconciliation strands. This has been an important role for the Consortium to play - although limited as a support role to projects rather than broader society. But by the admission of many of the development workers themselves (and to their frustration), it has not happened to the extent it could have, because of the heavy administration of managing Measures 5.3 and 5.4. project promoters such as Women Educating for Transformation, An Teach Ban Border

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<sup>39</sup> Keys and Wilson, 2006

Peacebuilding and Glencree Centre for Reconciliation have initiated their own networking events. Unfortunately, there are still few examples of pioneering projects and innovative approaches having been written up.

## 6.6 Duration

When considering the criteria of duration, particularly striking is the mismatch between the short-term nature of funding under Measures 5.3 and 5.4 compared with the long-term process of achieving an impact on the conflict. It is worth noting that some stakeholders interviewed for this evaluation talked of the move to sustainable peace taking place over a couple of generations in Northern Ireland. This puts a four-year funding horizon for peace and reconciliation projects into sharp focus.

Indeed, it is clear from the sample of projects selected for this evaluation that projects that have been able to build relationships over long periods are most likely to have a lasting impact. One such example is the Riverbrooke Cross-Border Initiative. It has been in existence since 1993 and has thus enabled relationships to be built slowly and in a meaningful way between Riverstown and Brookeborough. The essence has been building trust.

Similarly, the Glencree Survivors and Former Combatants Programme has been working with some individuals (both survivors and ex-combatants) over a period of seven years or more. As a result of that experience Glencree now emphasises a slow process of relationship-building based on trust, beyond their initial objective of dialogue between the two groups. As stressed by one of Glencree's project staff, it is about building sustainable relationships, and that takes time.

It is worth noting that both of these projects have focussed on durable relationship-building over time in spite of, rather than because of the way that Measures 5.3 and 5.4 have been set up. In other words it is because they have other sources of funding and a long-term commitment to carrying out this work. However, both have also been funded by a series of 'Peace' grants, which has certainly played an important part in

enabling the work to progress over time (although there was no guarantee that one grant would be followed by another).

On the flip side, there is evidence of how short-term funding horizons have limited the duration of impact of some projects. As mentioned above, this has been a problem for the Farset/Inishowen and Border Counties Initiative. Some of the groups it funded were not willing to go for funding levels two and three because of concerns about unpredictability and unreliability of short-term funding. This in turn has negatively affected the extent of their work, not reaching out to as many people as would have been possible with longer-term funding, nor going to great depth.

Similarly, Training Towards Reconciliation missed the opportunity to develop their project fully since it was only approved initially for one year. This has an impact on the capacity of projects to recruit and maintain quality staff. Although the project was subsequently approved for another year there were gaps in the funding which negated some of the impact of the project.

Some projects have talked of the staccato nature of funding, whereby they have suffered significant gaps in funding between grants. As already mentioned, this affected Messines. The project experienced a four-month funding gap between approval of the first and the second years of its two- year work plan. This can seriously affect the momentum of a project, and could throw fragile reconciliation processes off-track. Some projects such as the Young Women's Health Project were too small to carry the cash flow needed if there were any delays in funding coming through. Other projects struggled with the financial administration for example Brookeborough (a partner in Riverbrooke Cross-border Initiative), which meant less time was spent implementing the project.

The value of having some long-established organisations and structures in place to support peacebuilding is evident in the case of organisations such as Glencre Centre for Reconciliation and An Teach Ban. In both of these organisations (and in the projects they run, funded by Measures 5.4 and 5.3) expertise is built up over time and a long-term perspective

on peacebuilding is adopted. In the case of Glencree, this has also meant that a constant stream of new participants can be taken through tried and tested programmes and processes such as the LIVE project for victims and survivors. (Similarly, Farset/Inishowen and Border Counties Initiative has developed a structure that can continually enable new groups to come through and access funding.)

All of this relates to issues of sustainability, of processes and of organisations. The prospects of a durable impact tend to be much greater where the organisations and structures funded would survive without Peace II funding and would continue their reconciliation work (albeit on a much more limited scale), for example Glencree Centre for Reconciliation, the Messines Association, Coiste na nIarchimi, An Teach Ban and the Irish School of Ecumenics. For organisations engaged in capacity-building and training, such as the Irish School of Ecumenics, this also means there is an organisation that trainees can refer back to and consult with in the future. However, for projects that were created in response to the availability of Peace Programme funding, for example the Border Arts Centre, sustainability is more of an issue. Indeed, Border Arts Centre had as one of its stated objectives to be sustainable after Peace II funding ceased. However this appears unlikely, and as many projects, which have as their main source of funding the Peace II Programme, a need to find new sources of financing.

Durability of impact also relates to the depth at which projects have engaged in the reconciliation process. There is evidence that short-term cross-border and cross-community training projects have enhanced the employability of project participants (for example, participants in the Young Women's Health Project), but much less evidence that it will have a durable impact in terms of building positive relationships (quite apart from other aspects of the reconciliation process, for example changing attitudes and dealing with the past).

Some of the other short-term cross-border exchanges, for example, taking children from working class Protestant areas of Belfast to Sligo, have been similarly criticised for their apparent superficiality and lack of durable impact unless there is adequate follow-up. However, even if this



is part of a clear strategy to go for breadth within a community first (by initiating a wide range of social exchanges), it is too early to say if this strategy is flawed. More important is to find ways of building depth into the work at a later stage.

## 6.7 Overall Conclusions

There are few projects in our sample that would score highly on all three criteria of relevance, extent and duration, at least at this stage of their work and of their development. The Survivors and Former Combatants Programme comes close, but is only now beginning to tackle the issue of breadth, influencing the wider community. The Irish School of Ecumenics project does appear to score quite highly on all three criteria. It provides highly relevant training in which reconciliation was central. The training has worked at some depth, yet also achieves breadth in that participants are expected to take the skills and learning back into their community. Their ability to do so will ultimately affect the durability of the work.

Although it may be too soon to expect projects to score highly on all three criteria (relevance, extent and duration), making sure that they do, over time, will be key to the overall success of the projects and ultimately to the success of Peace III. Thus, even where quite limited social exchanges have taken place cross-border and cross-community, continuing to invest in these to achieve depth in the reconciliation process will ensure greatest durability.

It is also clear from the analysis above that projects have a differential impact, depending on:

- a) The starting point of the group they are working with. Thus, for example, projects such as Cross-border Cultural Pathways, working with quite insular working class Protestant communities should be recognised for their achievements in encouraging individuals to venture across the border and to engage with members of the 'other tradition', and for

beginning to challenge some long-held views through exposure to Irish history. Meanwhile the achievements expected of the Glencree projects would be very different, not least because they are working painstakingly at depth (and over time) with smaller groups of individuals;

- b) The amount of time they have been running and therefore the depth they have been able to reach in reconciliation work.

This implies that the expectations placed on different projects must also vary depending on the history of the project and its target group. Yet there has been a tendency in the programme to 'homogenise' rather than systematically differentiate between projects in the assessment and reporting processes.

# 7

## REVIEW OF IMPLEMENTATION

## 7 REVIEW OF IMPLEMENTATION

This section reviews three areas of the implementation of Measures 5.3 and 5.4. These areas are the role of the Cross Border Consortium, a review of the Reconciliation and Rights-based Approaches and a review of gaps identified.

### 7.1 Consortium Strengths and Weaknesses

Measures 5.3 and 5.4 were administered by the Cross Border Consortium. The role of the Consortium was critical to the implementation and overall impact of the measures and in the first part of this section the exact nature of that role is discussed in more detail.

#### **Consortium membership**

The Cross Border Consortium consists of four organisations: Pobal, Combat Poverty (working in partnership as Border Action), Co-operation Ireland and the Community Foundation for Northern Ireland. It is a unique organisation in that the partners consistently worked together to develop a single identity that was consistent in its approach through all stages of a projects funding lifecycle.

The background of each organisation is very different in terms of their ongoing relationships with the community groups, their direct and indirect relationship to various government bodies and the focus of the organisation on Northern Ireland, the Republic (nationally) and the southern border counties (specifically).

As a result of these differences the Consortium has a high level of expertise across a range of issues relating to the cross-border measures. These issues include experience of cross-community dynamics in both rural and urban settings, the regional differences along the border, and differences between projects in Northern Ireland and in the Republic.

There is also a strong range of experience amongst the Consortium members and their development staff in relation to the types of project

activity being funded. This covers economic interests, community development, local infrastructure and development, reconciliation and dialogue work. This experience was further supported by the role that each of the individual Consortium members had in implementing other EU and government programmes in the region.

### **Project Pre-Application Stage**

The initial contact for many projects with the Cross Border Consortium was at the preparation for the application stage. The Consortium had a streamlined response for all projects regardless of which individual implementing body they approached. The Consortium embraced the cross-border approach to working within its own organisational structure and was thus sympathetic to many of the project practicalities of cross-border work.

The administrative burden for projects was high at this stage in the process with some of the more experienced projects acknowledging that they spent up to 10 days preparing an application, and many of the smaller projects needed a high level of support from development workers to frame their work into the application format.

Once funding was approved projects were able to implement the activities without ongoing immediate support, except in relation to financial returns. This would explain why many of the development workers for the Consortium focused exclusively on this first phase area of support. However whilst this may have addressed immediate difficulties that projects faced, it limited the capacity of the Consortium to challenge and/ or support the actual reconciliation work being carried out by projects and/or the extent of cross-border co-operation, and limited unnecessarily the effort put into monitoring outcomes.

### **Project Application Stage**

The Cross Border Consortium was responsible for the assessment and approval of all the projects funded under Measures 5.3 and 5.4. One of the difficulties that emerged from the evaluation was how projects were assessed using a loosely defined framework of reconciliation and cross-border criteria. In other words extent, duration and relevance of reconciliation impact was not core in the project assessment criteria (Appendix Five of the Cross Border Consortium 'Promoters' Information

Pack') and neither was a definitive explanation ever made of what constituted cross-border work.

The 'Promoters' Information Pack' stated many examples of the types of project activities that could be funded but not on how the process of reconciliation or cross-border should be carried out, or on concepts of outcomes and incremental impact. This open-ended approach enabled a variety of innovative projects to be funded although this was not necessarily reflected in any written guidelines (they did have Border Action's Reconciliation Matrix).

The difficulties in defining reconciliation have been mentioned above. One of the measures the Consortium has taken is to adopt and adapt Hamber and Kelly's five strands of reconciliation as a way of developing a framework for reconciliation for the programme. However, there is still a large margin of interpretation in applying this framework especially to a funding programme. There may be the need to review how this model is adapted so that it can be effectively applied at both project application and monitoring and evaluation stages.

### Training

The Consortium members have consistently provided support and training to projects in financial management and reporting. The heavily bureaucratic nature of the programme meant that many projects spend up to 25 per cent of their allocated administrative support to the project<sup>40</sup> dealing with financial reporting. The networking benefit of bringing together administrators and project managers meant that inter-project financial support was also established and workers could develop their own links and support.

### Seminars and Workshops

The Cross Border Consortium has also encouraged projects to network outside of financial reporting, and has also supported projects to initiate conferences and workshops to bring together projects on particular themes for example, poverty and peacebuilding (An Teach Ban) or to launch research reports such as The Legacy of the Troubles and the Literacy and Equality in Society (LEIS) project. Other examples include:

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<sup>40</sup> Estimate given by Derry Well Women when asked how much time did they estimate spending on EU reporting.

- 'Weaving the Web of Peace' - A conference organised by An Teach Ban (March 2004)
- 'Beyond Us and Them' - A conference organised by An Teach Ban (April 2003)

The Cross Border Consortium has also organised a number of seminars which brought together funded projects, politicians, statutory bodies and others with an interest in the lessons from the Peace Programme, including:

- Launch of the research report, *Building on PEACE; supporting Peacebuilding and Reconciliation after 2006* (published jointly by the Cross Border Consortium and the SEUPB) (Sept 2003)
- *Challenges for Peace* (Feb 2003)
- *Tasks of Peace* (Nov 2003)
- *Hopes for Peace* (Sept 2004)
- *A Celebration of the Impact of Cross Border Arts* (June 2006)

## Evaluations

One level of support available to the Cross Border Consortium has been the independent evaluations commissioned by projects. These reports provided the Consortium with an insight into the project activities as well as a synopsis of their estimated impact on reconciliation and cross-border work under Measures 5.4 and 5.3. However this evaluation has found a consistent pattern of criticism concerning the focus of the evaluation reports, specifically that there has been excessive focus on project-orientated learning and less emphasis on programme based learning, especially in relation to reconciliation and cross-border work, in other words on output rather than impact.

This has resulted in the Consortium commissioning their own evaluations of projects, in particular to assess the reconciliation and cross-border impacts. Other models of evaluation have been used. For example, the Community Relations Council supported the notion of commissioning evaluations in clusters (either thematic / geographic) in order to determine a more strategic level of impact rather than a more inward and project focused evaluation. However such broader scope evaluations would have needed to be predicated on a baseline conflict analysis, or on indicator monitoring, to yield an aggregation of impact from the projects. This focus on external conditions and on change is a relatively new

approach to the Consortium and as such has not been carried out to date at a level where the changes can be attributed to projects. The approach used by the present evaluation, focused on significance and not attribution of impact, has not been used either in the past.

## Research

The Consortium partners have commissioned several pieces of research throughout the lifespan of the Peace II and Peace II Extension programmes. This support to developing the knowledge base of the programme has been well received by projects. Some examples of research and reports commissioned by the consortium (or individual members of the consortium) include the following:

- *Respect, Protect and Fulfil: A Human Rights-based approach to Peacebuilding and Reconciliation* (Border Action, 2007)
- *Good Practice in Community-based Peacebuilding* (Border Action, 2005)
- *All Over the Place: People Displaced to and from the Southern Border Counties as a Result of the Conflict 1969-1994.* (Border Action, 2005)
- *Peacebuilding in the Border Counties* Border Action leaflet series 1: Concepts for Peacebuilding and Reconciliation; 2: Prompts for Discussion; 3: A Guide to Implementing Reconciliation
- *Building on PEACE; supporting Peacebuilding and Reconciliation after 2006* (published jointly by the Cross Border Consortium and the SEUPB, 2003)
- *Women and Peace-building: identifying the research gaps* (Border Action, 2003)
- *Taking Risks for Peace* (CFNI)
- *Taking Calculated Risks for Peace* (CFNI)
- *On the road to Peace* (Border Action, 2002)

## 7.2 Review of Reconciliation and Rights-based Approaches

The Cross Border Consortium has supported projects in developing a deeper and more critical understanding of the process of reconciliation. As part of this process there has been extensive work done on developing



the model of reconciliation developed by Hamber and Kelly. In this model, five interlocking strands of reconciliation have been identified and projects funded through the Peace II extension programme have been asked to analysis their project outcomes in relation to these five strands.

However this work is still being developed and many projects - and members of the Consortium - expressed concern that the five strands by themselves could not encompass all the work of the projects. It has been suggested that additional factors need to be included in the reconciliation framework such as a Rights-based Approach that would strengthen the reconciliation component at project level.

As part of this evaluation process a review was undertaken to look at the reconciliation framework and to consider the Rights-based approaches that could be used alongside this model.

## **Reconciliation Framework**

As part of this review several points emerged in relation to the conceptual framework for reconciliation and peacebuilding. The first point is that the five strands need to be applied holistically. It is the depth at which reconciliation work is occurring within the five strands that determines whether the impact is high, medium or low. This has not always been the case in the Peace Programme since many projects have been asked to focus on one or two of the strands only. Although individual project outcomes might be limited, they still need to be considered holistically across the five strands. The key is that project activities need to be viewed within a reconciliation framework that views the five strands holistically and acknowledges both the project starting point and intended strategic direction of the project.

Secondly, although project activities can sometimes be reflective indicators of reconciliation work, for example, a project developing a community peace space is probably indicative of a medium level of impact because the issue is non-contentious and the level of debate does not need to address personal or emotional impact of the conflict. However this is not always the case. The activity could be facilitated training and dialogue,

which appears to be good and addressing reconciliation issues; but to be really effective, it requires highly skilled facilitation that is able to pace the group concerned, yet also address uncomfortable issues.

Finally, Hamber himself states very clearly that this model of reconciliation cannot operate without using a rights-based approach to reconciliation. He states that a right to equality is at the core of this process and that projects cannot engage in dialogue or reconciliation and peacebuilding work effectively without having respect and equality underpinning their work.

This last point has several implications for both project activities and the work of the Consortium and also for future reconciliation funding programmes.

### **Rights-based Approaches**

The concept of a Rights-based Approach to reconciliation is a fairly new concept within the overall Peace Programme. However for many of the projects involved in implementing the measures this approach is already in operation. Currently within the programme projects are engaging with rights-based approaches at three different levels:

#### **7.2.1 Equality & Diversity Awareness**

For many projects involved in reconciliation work there is the underpinning right to respect and to equality. Most groups engaged in dialogue work have already embedded this into their work. In particular, there are two main ways in which this has manifested itself through the Programme activities:

- i. Training management committees, staff, and project beneficiaries in basic equality rights under the legislation. Ensuring that all project beneficiaries are aware of and implementing equality policies and familiar with the various grounds of discrimination protected under the law.

- ii. Awareness-raising on specific aspects of equality, for example, policy and training work on issues relating to gender, disability, gay/lesbian rights as well as community relations and sectarianism.

## 7.2.2 Policy Work & Lobbying

Projects engaging in policy work with their target group have started to adopt rights-based approaches to naming the needs of the group, for example, the right to employment, housing etc. Although this type of work is not deemed direct reconciliation work, it is part of an ongoing development of 'action dialogue' whereby project beneficiaries work on practical projects as a means of engaging in dialogue and building relationships.

## 7.2.3 Rights Holders and Duty Bearers

Projects engaging in interagency work are in the very early stages of naming the separation of roles according to rights-based approaches; i.e. acknowledging the roles of 'rights holders' (individuals and groups) and 'duty bearers' (public institutions) and clarifying rights and responsibilities within these groups.

Although this work has not been carried out overtly, many projects are looking to mainstream their work within current interagency structures. There is scope to do far more empowerment work, aimed at supporting projects to engage effectively in dialogue with these agencies using human rights approaches, as well as supporting agencies to acknowledge their role as the 'duty bearers' in this process.

## Implementing a Rights-based Reconciliation Framework

There has already been discussion amongst some of the Cross Border Consortium partners about incorporating a rights-based approach into their work. Implementing Bodies seeking to support the implementation of human rights-based approaches should:

1. Keep as their main aim the acknowledgment and promotion of the right to equality, diversity and respect as a fundamental

- principle underpinning all reconciliation work.
2. Encourage broader project interaction - especially cross-border interaction - between projects, for example, seminars on subjects related to reconciliation, equality, anti-sectarianism and diversity, and to apply specific learning from work to other areas.
  3. Support all policy work of projects and encourage networking of projects on policy issues, keeping the focus specifically on cross-border and reconciliation work.

Although many projects are already engaging in human rights approaches, it is still at an early stage for many projects. There is a need to progress slowly. For some projects rights-based language could be extremely confusing and off-putting, if not introduced sensitively and carefully. Good rights-based practice may be overlooked simply because it is not using rights-based terminology. There is also a concern that a rights-based approach will simply add another layer of criteria and monitoring onto projects and implementing bodies already overwhelmed by monitoring requirements.

There is a danger of 'rights-based approaches' being seen as the panacea for everything, which will suddenly make everything clearer and more straightforward. This has been an issue in the international development sector. This danger can be counteracted by ensuring regular reviews and monitoring of its implementation and ensuring that the appropriateness of rights-based work and the other frameworks being used are regularly assessed.

There appears to be a growing conviction amongst both projects and Consortium members that rights-based approaches need to be acknowledged and where possible supported through the Peace Programme. Although this need not have major financial implications, it would require an initial investment in sourcing appropriate training and introducing it gradually through the Programme structures.

A rights-based approach will be 'work in progress' for some time to come and cannot simply be added on top of the existing

structures. In particular a review of the horizontal principles, five reconciliation strands and the rights-based approaches need to be looked at to develop one reconciliation framework that can be applied across the Programme.

## 7.3 Gaps identified

As part of this review, the evaluation has identified a number of gaps in the implementation of the Measures 5.3 and 5.4 and identified areas where there is scope to deepen the overall impact of the measures.

### 7.3.1 State Security Forces

One of these areas identified related to the role of the two states and of state security forces. This has never really been addressed in the Peace II Programme, although "Former members of the security and ancillary services facing additional employability needs" was one of the named target groups. We feel it should be identified as a strategic gap for peacebuilding. There are significant differences with how conflicts in other countries have been addressed. There is often much greater involvement and influence from international bodies that put pressure on governments to engage in the reconciliation process and in security sector reform.

Consequently a missing element in the Peace II Programme is the process of reconciliation that engages with security sector personnel (former and currently serving) and takes account of state actions during the Troubles, in particular, the role of state security forces. The challenge, therefore, is how to involve these players in the reconciliation process and this requires a new approach from both Irish and British governments as well as others. The Peace III Programme again names "former members of the security and ancillary services" as a target group, but, in line with the more focused approach to reconciliation in the new programme, does not specify any employability objective. Therefore, there should be more potential for the role of state security forces to be addressed in the new programme.

### 7.3.2 Addressing policy issues on a cross-border basis

One of the key difficulties facing many of the projects involved in the Peace II Programme and engaged in cross-border work was the lack of cross-border policy mechanisms. Many cross-border partners found themselves working on policy issues arising from their projects separately within their own jurisdictions because of the lack of harmonization of legislation, structures, roles and responsibilities of public bodies etc.

Victims of the conflict were identified as one of the primary target groups for the Peace II Programme. The vast majority of victims of the conflict are from Northern Ireland and there is a strong network of victims groups in place. A feature of the conflict identified in the Building on Peace report is that a considerable number of conflict-related deaths occurred in the border region of Northern Ireland:

*"it is plainly obvious that conflict related deaths are generally higher in places along the border as well as the Belfast "hotspots".<sup>41</sup>*

It is therefore probable that there are a considerable number of victims living in the border region on both sides of the border. However there has been limited involvement of victims and survivors in cross-border work so far. The fact that there are no organised victims groups in the border counties is probably a key factor in this regard. The one notable exception where there has been structured work with victims as a specific group, is the Glencree Survivors and Former Combatants project. There is scope for more cross-border work with victims in future cross-border programmes.

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<sup>41</sup> Building on Peace, ADM/CPA, EU House, Monaghan, 2005

**8**

**GOOD PRACTICE**

## 8 GOOD PRACTICE

This section highlights some of the examples of good practice that have emerged over the course of this evaluation. It focuses, in particular, on good practice in reconciliation and peacebuilding and does not explore good practice in other areas such as cross-border economic development or training. These examples can provide valuable learning for the future delivery of cross-border programmes and for other reconciliation initiatives in Ireland and elsewhere. Examples of good practice have been analysed at three levels:

1. The management and implementation of the measures
2. The targeting of funding
3. Project level

### 8.1 The management and implementation of the measures

#### 8.1.1 Establishing the Cross Border Consortium

The decision to establish the Cross Border Consortium was a significant development in the overall delivery of the two cross-border measures. It provides a model for the delivery of cross-border work and was in itself a good example of "a strategic cross-border framework". While the establishment of the Cross Border Consortium presented challenges for the partners and the staff involved in the implementation of the measures, it created benefits at a number of levels:

- It pooled the significant experience of partner organisations, each with their own philosophy and expertise.
- It created opportunities for cross-fertilisation and learning between the management and staff of the partner organisations
- Amalgamating the two measures created a pool of over €50m and allowed the Consortium to be more strategic in its funding strategy
- The range of experience and expertise in the development teams impacted on the projects at all stages. It enabled the



Consortium to effectively target particular groups and communities; it led to a rigorous assessment process and provided scope for a broader range of support to projects.

- It promoted and facilitated co-ordination between the cross-border measures and other Peace II and EU programmes being delivered by these agencies.

### 8.1.2 Provision of support for projects

The Consortium provided a range of supports to potential projects prior to and during the application process and to projects that had received funding. This was significant for a number of reasons:

- **Targeted support:** Pro-active targeting including promotion of the programme, assistance with project development and support through the application process was effective in bringing in new groups and projects - especially from the Unionist community - many of whom had not previously participated in either cross-border or cross-community activities.
- **Training:** Provision of training in financial reporting and monitoring procedures helped projects overcome some of the barriers created by what many considered to be an excessively bureaucratic approach. (It should be noted that the monitoring and reporting procedures were to meet EU requirements and outside the control of the Consortium.)
- **Developing a culture of evaluation.** The provision of funding to all projects to commission external evaluators was a new and innovative approach to the difficult issue of evaluating reconciliation work. While the quality of the evaluations naturally varied, this initiative has been valuable as it helped create a culture of evaluation among projects and gave ownership of the evaluation to the projects. In particular, it highlighted the importance and challenges of measuring the impact of reconciliation work. This process has been further enhanced by the provision of training in evaluation methodologies to all projects under the Peace II Extension.

- **Networking among projects:** The benefits of networking between projects have been recognised by the Consortium; a number of networking events took place during the extension phase of Peace II. Given the challenges presented by this work and the range of projects supported there is huge potential for learning through these events.

### 8.1.3 Deepening the quality of reconciliation work

Over the course of the Peace II Programme the Cross Border Consortium worked to deepen the understanding of reconciliation and to enhance the work of projects and others in the field through a number of innovative initiatives.

#### The introduction of Hamber and Kelly's five reconciliation strands.

Projects have struggled with the concept of peacebuilding and reconciliation and how they can apply these concepts to their own work on the ground. The work by Hamber and Kelly was an attempt to analyse the concept of reconciliation, to make it more 'actionable' and to provide projects with a more accessible way to approach complex issues. While there are some issues regarding the application of the five strands, it is clear that this initiative has had a significant impact on the ground and has opened up new thinking among projects on this issue.

#### Funding research and reports

The Consortium has been responsible for a number of important pieces of research on issues relating to the border and reconciliation. This has been done through funding projects to carry out research and by directly commissioning research. Examples of the former are 'Peacebuilding through Policy' and the 'Legacy of the Troubles'.

#### Seminars and conferences and workshops

A number of events dealing with different aspects of peacebuilding and reconciliation have been funded and/or organised directly by the Consortium. These events were particularly valuable in disseminating good practice among projects, sharing learning and in providing new insights into the work.

## 8.2 The targeting of funding

There are many examples of good practice relating to the types of projects supported and how funding was targeted in order to have a strategic impact. The Consortium identified a range of innovative and creative ways in which the most effective use of funding could be used to facilitate the greatest level of impact in terms of cross-border reconciliation and peacebuilding work.

### 8.2.1 Strategic Reconciliation Projects

A number of projects were identified which were working at a structural level with organisations that played an important role in the conflict and in the process of reconciliation. These projects are seen as significant because they have the potential to engage with and move an entire constituency. One example is Glencree Centre for Reconciliation's Churches Working with the Sectarianism Programme, that "seeks to address the relationships of the 12 northern counties between members of the differing Christian traditions". The focus of Coiste na nIarchimí's Processes of Nation Building Programme is to undertake outreach work and research as well as engagement or encounter processes between those holding divergent political perspectives and those from different sectors such as trade unions, business, churches and young people.

Projects of this nature are significant as they seek to engage those in leadership roles in their communities and through this to generate wider reconciliation outcomes. The individuals involved, be they former prisoners or clergy, have the potential to influence their communities and to bring about structural changes. These projects are also significant as they are focused on institutional rather than the individual relationships.

### 8.2.2 Innovative reconciliation projects

The projects have used a range of methodologies to address reconciliation issues. Some are particularly innovative in how they apply and use different themes and approaches. A number of projects have developed interesting and effective arts projects which target disadvantaged young people. Others have used information technology training, heritage or the environment.

The Digital Diversity Project involved a partnership between Dundalk Institute of Technology, the Upper Bann Institute and the University of Ulster. It has developed a link between the reconciliation agenda and digital media and it worked to address old contentious issues in a new and more imaginative way.

The Cross-border Cultural Pathways project used both arts and 'Protestant' history as vehicles to engage young people and adults from a Protestant working class area of east Belfast in cross-border activities. The Dunfield Project involved Linfield and Dundalk football clubs and used soccer as a common link to bring young people together.

Projects of this nature have huge potential to both engage new people and to address reconciliation issues in more imaginative and inclusive ways. They can be particularly effective in bringing in groups who might not otherwise engage in reconciliation initiatives such as young men. These projects also led to a public events and productions which opened the process out to a wider audience. For example, Smashing Times Theatre Group's Creative Training in Community Drama project involved three performances and post performance discussions in November 2005. Similarly, in May 2005, the Calipo Theatre Company premiered four short films produced by young people in the border region through its In-Focus project

### **8.2.3 Building capacity in reconciliation and cross-border development**

Building capacity in reconciliation and cross-border development through training is particularly useful as it creates a wider pool of people to carry out this work and promotes sustainability.

Examples include:

- the Irish School of Ecumenics project that delivered community-based education for reconciliation to people on both sides of the border.
- Co-operation Ireland's Peace and Reconciliation Peer Education project which aimed to train 40 young people as Peace and Reconciliation facilitators.
- the Peacebuilding Through Policy project which aimed to build the capacity of women in the border region to engage in mediation, dialogue and conflict resolution.

- The National Learning Network which has been training employers in equality and diversity legislation through its UNITED project. Organisations who partook in the training include Louth County Council and Newry and Mourne District Council.
- The Literacy, Equality and Creativity project which aimed to develop literacy materials that can be used by community groups when dealing with issues of equality and diversity.
- The Borderlands Studies project provided both an undergraduate and a postgraduate programme which focused on cultural and social issues relating to the border.

A key issue in reconciliation is how to generate impact and how to sustain the work. Building reflective capacity among individuals and organisations to address issues relating to reconciliation impact through training and the development of resources is a recognized way of achieving this. The examples highlighted here shown how the cross-border measures have contributed to this process.

### **8.2.4 Research**

Several research projects investigated the impact of the conflict and in particular the health impacts. The 'Legacy of the Troubles' carried out by Queen's University and University College Cork looked at the overall psychological and mental health affects of the conflict. Both the Derry Well Woman Project and the Mind Matters project investigated different aspects of the impact of the conflict on mental health in the North West. Work of this nature is valuable as it deepens the understanding of the impact and legacy of the conflict and in particular the wider impact on communities.

### **8.2.5 Community Networking**

A number of projects supported involved a network of smaller community groups through which a range of local groups on both sides of the border (youth, women, elderly) engaged in cross-border work under the umbrella of the main project. This category includes border interface projects such as Riverbrooke Cross-Border Initiative, the Kiltycashel Project, Sliabh Beagh Development Association and Derry and Raphoe Action. It also involved wider networks such as Regeneration of South Armagh and the Monaghan Community Network. Community Networking projects are an effective mechanism to engage groups in cross-border programmes and

allow projects to build relationships and develop at an appropriate pace. It can also be effective in drawing in groups and communities that are part of the wider network and enabling them to become involved in cross-border work in a safe and supportive environment.

### **8.2.6 Strategic cross-border development**

Both Measures 5.3 and 5.4 aimed to develop strategic frameworks for cross-border development. The two measures and in particular Measure 5.4 supported a number of larger strategic projects that aimed to address important issues in the region on a strategic cross-border basis. These projects often engaged key institutions on both sides of the border such as councils, Vocational Education Committees and Education and Library Boards. They dealt with strategic cross-border issues such as tourism and IT training. Examples of these strategic projects are the Green Box - an innovative eco tourism project, the first of its kind in Ireland, as well as WIN (Women in Enterprise Network) - a cross-border women's network which provides training and networking opportunities for women who own small to medium businesses, or who want to own their own business.

Projects of this nature are important in developing cross-border frameworks and in addressing some of the social and economic issues affecting the border region. It is also effective in linking these institutions, especially counsel into cross-border and reconciliation initiatives. However, there are limitations regarding the depth of reconciliation work in many of these projects.

## **8.3 Project level**

The evaluation identified a number of examples of good practice among the projects supported. These were considered significant, as they are likely to enhance the peace and reconciliation impacts of these projects.

### **8.3.1 Engagement in public events**

A number of projects reviewed have started to engage in more public events and to move from private activities to the more public activities.

This presents challenges to those involved but is significant as it creates opportunities for a greater ripple effect and for wider and more sustained impacts. This move reflects increased confidence among projects as well as changes in the wider environment. Examples of projects that have moved in this direction are the Processes of Nation Building Programme, the Survivors and Former Combatants Programme, Training Towards Reconciliation and The Other View Magazine.

### **8.3.2 Involving participants in planning and decision making**

Actively engaging participants in the overall planning of the project and in shaping its future direction is effective in ensuring that the project is responsive to participant's needs, in building ownership among communities and in building the capacity of participants. The Survivors and Former Combatants Programme has set up a steering group comprising both survivors and ex-combatants to plan the future delivery of the programme. Digital Diversity brought participants from the first phase of the project (Digital Diversity 1) on to the management committee of the second phase (Digital Diversity 2) and also used them in a mentoring role to support new participants.

### **8.3.3 Development of accredited courses in Reconciliation and Cross-border issues**

A number of projects supported under the two measures have developed specific, tailor made, accredited courses dealing with reconciliation and cross-border issues. These programmes provide a solid base for future cross-border work and the learning from them should be disseminated. The Smashing Times Theatre Company provided UCD accredited training to 40 participants in community drama facilitation skills focusing on conflict issues. Examples of projects that have developed new accredited programmes include: An Teach Ban's Border Peacebuilding Project, The Holywell Trust Holos Project, Opportunities for Women Learning (OWL) and Training Towards Reconciliation.

### **8.3.4 Building durable and accessible structures**

Building a durable and accessible structure to facilitate ongoing reconciliation processes is valuable as it contributes to the sustainability of the work. It enables projects to bring in new participants, progress

existing ones and for the transfer of learning. The Glencree Survivors and Former Combatants Programme has been in place for six years and has continued to bring in new participants. The Farset/Inishowen and Border Counties Initiative has developed a structure to facilitate new groups becoming involved in cross-border work, particularly groups from the Unionist community who have traditionally been reluctant to become involved.

### **8.3.5 Developing International links**

There are some examples of projects developing international links in order to enhance the quality of the programme and to explore other models of reconciliation. The Peace II Programme does not support travel outside Ireland, which is a limitation on the work of these projects. As a result these projects have secured additional external funding to carry out this work. The Training Towards Reconciliation project secured funding to bring groups to Messines in Belgium while Glencree Centre for Reconciliation brought groups comprising ex-combatants, survivors and civil society, to South Africa.

## **8.4 Proposed guidelines for future cross-border reconciliation work**

Based on the review of impact and on good practice identified, the evaluators have drawn up guidelines that could underpin future cross-border peacebuilding and reconciliation programmes. These include:

- Developing a clear strategy as to how the project will affect and deepen the quality of reconciliation work (or alternatively broaden it if depth was the initial focus);
- Defining how the project will integrate the five strands of the reconciliation model in a holistic manner in the process;
- Actively engaging participants in all stages of the project, from design through to evaluation;
- Building in processes and structures to facilitate learning, internally and with other similar projects;
- Linking the work of the project (where appropriate) to cross-border policy development;





## **CONCLUSIONS**

## 9 CONCLUSIONS

The evaluation concludes that Measures 5.3 and 5.4 have been highly relevant to peacebuilding and reconciliation in Northern Ireland and across the border in the Republic. Not least because of the scale of resources, and therefore the critical mass of projects funded, the measures have had a significant impact on peacebuilding at a critical time when there has been limited political progress. This marks a substantial advance over Peace I, where project impact mainly focussed on increasing linkages and contact between groups and communities. Four years into Peace II, there is now an impact on the reconciliation process. However, it is also worth noting that project outcomes in Peace II have tended to be under-reported due to a bias towards quantitative measurements.

The channelling of funding through local grassroots organisations has been an efficient way of accessing different communities. Arguably, working through the voluntary sector is a highly effective way of doing cross-border work compared with territorial governments that are more likely to be constrained by the border. Nevertheless, there is scope for greater involvement of statutory bodies in cross-border peacebuilding work. It is also important to note that the efficiency of the programme overall has been negatively affected by the heavy emphasis given to conformity to rules (and outputs) at the expense of attention given to impact. Long-term sustainability is also an issue for some projects and processes

### 9.1 Value added of cross-border work

Working cross-border brings considerable added value to the overall process of peacebuilding and reconciliation as it addresses a number of core conflict issues. The evaluation has identified the central role the border has played in defining attitudes and values and how it both reflects and reinforces many of the division that lies at the core of the conflict.

Cross-border work provides an essential mechanism where these issues can be addressed in a holistic fashion and can bring all sides of the equation together and allow for more inclusive dialogue.

Cross-border work also addresses in an integrated manner a range of problems that were a direct legacy of the conflict, including the breakdown in cross-border relationships, isolation of border communities and overall social and economic decline.

This evaluation has also found that cross-border programmes considerably enhance cross-community relationships and bring considerable added value to the overall process of reconciliation within Northern Ireland and the southern border counties.

Cross-border projects were able to engage in a deeper level of reconciliation work through a variety of ways. These included:

- Building in processes and structures to facilitate learning, internally and with other similar projects;
- Developing different cultural relationships including developing a shared history of the conflict that would not have been articulated or heard;
- Developing a shared language that acknowledges different cultural values and understandings;
- Developing a shared vision that is more inclusive and challenging of traditionally held beliefs than would otherwise have been possible.

## 9.2 Analysis According to Evaluation Criteria

The overall conclusion of the evaluation is that Measures 5.3 and 5.4 have been highly relevant for peacebuilding and reconciliation in the current context in the Republic of Ireland and Northern Ireland. This is primarily because the two measures helped to maintain the momentum of the peace process in society, in the absence of progress in the formal political agreements. The border appears in more than half the issues

ranked in the conflict analysis, and is consequently a salient aspect of peacebuilding work.

The measures target priority groups that have real potential for increasing the probability of trends and events favourable to reconciliation. We would point in particular to the Protestant working class groups that have felt isolated and abandoned.

The measures' relevance is just slightly reduced, however, by the lesser priority given among the projects to groups such as the security forces - as well as Measure 5.4's orientation in favour of economic objectives, as opposed to reconciliation. In effect, we have not found the acquisition of economic skills to be as relevant as other activities, based on the ranking of issues drawn from the evaluation's Conflict Linkage Mapping process.

The efficiency of the measures is enhanced by the use made of local structures that contribute their capacity to innovate and translate the broad objectives into issues relevant to the place and time. This is constrained by a burden of guidelines and reporting requirements which prioritise formal a priori criteria, to the detriment of a deeper interface with the society, leading to more outcomes and impact (a posteriori assessment criteria).

The evaluation finds that the measures' duty of fiduciary responsibility is interpreted through an emphasis given to conformity to detailed financial procedures, while less attention is given to key programming content. This content is nevertheless an inherent part of the efficiency and fiduciary concern, as it enhances the degree to which inputs are translated into outcomes, and generate value for money. Projects have tended to choose either breadth or depth of impact in their initial strategy, according to their target group. Whilst one approach is not necessarily better than the other, more could be done to encourage projects to move from breadth to depth or vice versa. Maximising durability of impact depends very much on reliable and extended funding. Learning - especially across projects - is also constrained by the amount of time spent on financial controls, which is not balanced

with an adequate investment of resources to support project partners in monitoring and learning. This is a frustration clearly felt by development workers within the Cross Border Consortium.

The measures are effective at what they seek to achieve at the level of outcomes, and can be claimed to have had a significant impact on peacebuilding, especially at the local level, because of the scale of resources (a critical mass has been achieved) and extensive results across a wide range of activities - even if these are under-reported due to a bias for quantitative measurements.

However, sustainability is not well secured. This is partly (and justifiably) related to the wider political context: the overall impact of projects funded by the measures is inevitably constrained by the lack of political progress in Northern Ireland during the period under review, in turn limiting the development of a conducive cross-border institutional framework.

Some projects are worryingly dependent on Peace Programme funding (which is about to reduce) and so far lack the capacity to raise funds elsewhere. Others are constrained by the short-term grants issued under Measures 5.3 and 5.4 and by funding gaps. All of these factors impact negatively on duration of impact, although it is still early to see the real long-term effect of reconciliation processes.



# 10

## RECOMMENDATIONS

## 10 RECOMMENDATIONS

The following recommendations are directed at organisations that will have responsibility to implement future cross-border peacebuilding measures, and for the SEUPB which will design and allocate resources for these measures under Peace III.

### 10.1 Addressing core cross-border issues.

A considerable number of social and economic problems that affected the border region are being addressed through other programmes. However, the core issue of the border itself, perceptions of the border, cross-border identity and how these impact on peace and reconciliation in Ireland still remain. This points to the need for future Peace programmes to have a strong focus on cross-border strategies that will address these central issues and continue to build and deepen relationships on a cross-border basis. Consideration should also be given to relaxing the criteria for eligibility for future funding for cross-border peace and reconciliation work, so that communities in the Republic that are more distant from the border are able to engage, thus addressing the wider context of relationship-building.

### 10.2 Developing a cross-border policy agenda.

The changing political environment opens up the possibility of cross-border institutions being reactivated and an increase in cross-border development. It is important that the learning and policy implications of existing cross-border work, carried out under Peace II, feeds into these wider developments. Strategies should be developed to ensure that future cross-border work has a focus on cross-border policy development and that structures and processes are put in place to ensure that civil society has an opportunity to engage in this process. This could be facilitated by the establishment of the proposed North South Consultative Forum, first mentioned in the 1998 Belfast Agreement and included among the provisions of last year's St Andrew's Agreement.



### 10.3 Reconciliation and a Rights-Based Approach.

The tendency to separate out the five strands of Hamber and Kelly's reconciliation model must be resisted; it requires a holistic approach. There may be scope to strengthen the rights-based component of some reconciliation work, for example paying more attention to issues of diversity and equality. However, elaborating on the implications of a rights-based approach is likely to be 'work in progress' for some time to come; it cannot simply be an 'add-on' to existing models, for example, as another set of criteria. Indeed, many projects are already incorporating rights in their work, albeit implicitly. This can be built upon and made more explicit through an overarching rights-based reconciliation framework.

### 10.4 Good practice.

As Peace funding becomes scarcer, the need to capture and replicate good practice intensifies in order to make best use of limited resources. This will require more attention by the Intermediary Funding Bodies (IFBs) than has been possible in Peace II, to capture and disseminate good practice in reconciliation work. Overarching strategies should be put in place to ensure good practice is available and utilised at all stages of the project cycle including project design, implementation and evaluation.

### 10.5 Strengthening programme design with better contextual analysis.

Stronger links could be made to a long-term contextual analysis, to clarify desired impacts, outcomes and outputs. For example, the participatory Conflict Linkage Mapping methodology used for this evaluation could be used by the programme and by individual projects as the starting point, to guide project design and to facilitate the measurement of progress against that starting point.

## 10.6 Maximising duration and extent of impact.

Peacebuilding projects take time to be fully effective. There needs to be much greater attention paid to duration of impact. This may imply continuing to fund some of the most effective projects from Peace II, encouraging those that initially favoured breadth of impact to begin to engage at depth, and vice versa for those that initially favoured breadth. As far as possible longer timeframes for individual grants should be offered, to really allow projects to make a difference.

## 10.7 Funding Procedures.

The Peace III Programme should ensure that funding cycles do not unnecessarily reduce the duration of impact, and that there is greater continuity of funding.

## 10.8 Evaluation practice.

There should continue to be a shift in evaluation practice to separate the learning of individual projects from the broader programme evaluations. Cluster-based evaluations are likely to be more cost-efficient, will give a better sense of outcomes and impact and offer greater potential for learning across projects. Meanwhile the focus of evaluations at individual project level should be on project learning.

## 10.9 Risk-taking.

Peacebuilding and reconciliation work is, by its very nature, risky and unpredictable. Yet management of the measures has become increasingly risk-averse, focussed on stringent financial compliance and introducing rigidities that are at odds with the operating environment and nature of this work. In Peace III, projects must be given space to continue experimenting and to develop organically, albeit within an

agreed strategic framework. Mistakes are opportunities to learn rather than triggers for penalties.

### **10.10 Selection criteria**

There has been a tendency in the programme to focus on detailed administrative criteria when selecting and monitoring projects to be funded by each Measure. Criteria for funding cross-border peacebuilding projects under Peace III should not neglect input and output reporting, but take greater account of indicators at a more strategic level, with a focus on anticipated and achieved outcomes.

### **10.11 Support for future cross-border work.**

There is a recognition that cross-border work which addresses the core cross-border issues is difficult and challenging, particularly for new groups and for communities who have not previously engaged. Support at all stages is essential. Consideration should be given to establishing a technical support unit or similar structure which could facilitate and support cross-border actions with a particular emphasis on deepening the impact of the work.

### **10.12 Cross Conflict Learning Internationally.**

There is evidence that a few projects are engaged in shared learning and exchange with peacebuilding programmes elsewhere in the world. However, this has not been actively supported under Peace II. The experience in Northern Ireland and the southern border counties has much to offer peacebuilding and reconciliation work elsewhere, not least because it has been well-resourced and almost entirely developed and implemented locally. Future programmes should enable and encourage this to happen, as a two-way process with other peacebuilding work internationally.

## APPENDIX 1: TERMS OF REFERENCE

The Cross Border Consortium comprises Pobal and Combat Poverty (working in partnership as Border Action), the Community Foundation for Northern Ireland and Co-operation Ireland. The Cross Border Consortium has responsibility within the EU Peace II Programme for implementation of Measure 5.3 Developing Cross-Border Reconciliation and Understanding; and Measure 5.4 Promoting Joint Approaches to Social, Educational, Training and Human Resources.

Under Peace II, the Cross Border Consortium has funded 144 projects under Measures 5.3 and 5.4, which received a combined allocation of almost €49M (2000-2004).

It is expected that in addition, a number of projects, building upon or developing the work undertaken during the first phase of Peace II will be funded under the Peace II Extension (2005-2006). The evaluation will primarily focus on projects funded in the first phase of Peace II, but will also take into account the work of projects funded under the Peace II Extension.

### Aim and Objectives

The overall aim of the evaluation is:

To identify and assess the peace and reconciliation impact of projects funded under Measures 5.3 and 5.4, linking these to Programme and measure-level objectives, with a view to informing future interventions, including activities to be financed under the Peace Programme 2007-2013.

In pursuit of this aim the evaluation will have the following objectives:

1. Develop a framework to assess the peace and conflict impacts of cross-border projects funded under Peace II.

2. To critically assess the peace and reconciliation impact of projects funded under Measures 5.3 and 5.4 against the identified framework;
3. To provide an overview of the activities of these projects, and assess the efficacy of the various approaches adopted in achieving peace and reconciliation outcomes and impacts;
4. To consider the contribution of working on a cross-border basis to the peace and reconciliation impact of these projects, as well as the additional challenges which it presents;
5. To collate learning and identify best practice;
6. To make recommendations, and develop models of best practice, for peacebuilding on a cross-border basis with a view to informing future interventions, including the future funding of activities under the new Peace Programme.

In 1999, the Cross Border Consortium partner organisations commissioned an evaluation of the impact of cross-border measures of the EU Peace I programme. The findings of this evaluation, published as *Border Crossings: Lessons from the Peace Programme*<sup>42</sup> This document assessed the impact of funded cross-border projects, taking into consideration the operational and strategic barriers to cross-border development. It highlighted good practice in cross-border co-operation and identified opportunities for future cross-border development.

This evaluation of Measures 5.3 and 5.4 will build upon the findings of the Peace I evaluation. However, while the focus of the previous evaluation was on the impact of Peace Programme funding on cross-border development, the focus of this evaluation will be specifically on the peace and reconciliation impacts of these measures.

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<sup>41</sup> *Border Crossings: Lessons from the Peace Programme. An evaluation of Measures 3.1 and 3.4 of the EU Programme for Peace and Reconciliation*, Northern Ireland Voluntary Trust, Area Development Management, Combat Poverty Agency and Co-operation Ireland, October 1999.

In undertaking Objective 1 above, a peace and conflict impact assessment (PCIA) of these projects, the evaluation should utilise the model of reconciliation developed by Hamber and Kelly and should also draw on ADM/CPA's "Reconciliation Matrix" and Dr. Catherine Lynch's Framework for Assessing Peacebuilding Impact (copies of each appended). It is expected that other models of PCIA will also be adapted and applied, including models using a Human Rights-based Approach.

In assessing the peace and reconciliation impact of the projects, the evaluation should also refer to the horizontal principles of the Peace II Programme, in particular, Equal opportunities/balanced intervention; Impact on poverty/New TSN; and Rural development in the Border Counties.

### **Expected Outputs:**

- The consultants will be expected to present the framework, a written interim report and the draft final report to the Advisory Committee for discussion.
- It is intended that the Consultants will present the evaluation findings at a seminar organized by the Cross Border Consortium. The consultants will also be expected to participate in dissemination of the findings in the media and through other channels.
- The written Final Report should be delivered in 6 hard copies and one electronic copy.

The Final Report should include an executive summary that can be published separately.

### **Methodology**

The evaluation will draw upon a variety of sources of information in addition to the literature noted above. Specifically these should include:

- project evaluations;
- monitoring data and other project records;
- interviews / focus groups with staff, management and project participants;
- interviews / focus groups with other key stakeholders
- relevant literature specific to the relationship between conflict and development.

The sample of projects selected for in-depth study should be broadly representative of geographic location; sector / activity; and target groups.

### **Advisory Group**

Day to day management and supervision of the evaluation and liaison with the evaluators will be through Ruth Taillon on behalf of the Cross Border Consortium. The Cross Border Consortium will convene an Advisory Group that will meet at least three times during the period of the evaluation. The Advisory Group will include representatives of the Consortium partner organizations and other experts. The role of the Advisory Group will include:

- Agreement on the framework and sample selection;
- Identification of issues and specific evaluation questions;
- Assistance with access to information and interviewees;
- Review and commenting on reports.

## APPENDIX 2: KEY DOCUMENTS AND PERSONS CONSULTED

Co-operation Ireland, *Proposals for Effective North South Co-operation*, 2005

Hamber, B., & Kelly, G. (2005) *A place for reconciliation? Conflict and locality in Northern Ireland*, democratic dialogue, Belfast

Hamber, B & Kelly, G (September 2004) *A Working Definition of Reconciliation*, Brandon Paper published by Democratic Dialogue, Belfast,

Harvey, B. (2006) *Review of the Peace II Programme*, The Joseph Rowntree Charitable Trust

Harvey, B., Kelly, A., McGearty, S., Murray, S. (2005) *The Emerald Curtain. The social impact of the Irish border*, Triskele Community Training & Development

Keys L., and Wilson, D. (2006) *Evaluation of the Irish School of Ecumenics' Education for Reconciliation Programme 2003-2005*

Maher, H., & Basanth, T. (no date) *Good Practice in Community Based Peacebuilding*, commissioned by Area Development Management Ltd and Combat Poverty Agency

McGearty, S. (2005) *The Glencree Centre for Reconciliation. Survivors and Combatants Programme*. Evaluation report. Final draft. November

O'Dowd, L., & McCall, C. (forthcoming, 2007), 'The Voluntary Sector: New Patterns of Co-operation', Chapter 6 in Coakley, J & O'Dowd, L (eds) *Crossing the Border: New Relations between Northern Ireland and the Republic*, Dublin: Irish Academic Press

PricewaterhouseCoopers (2006) *Special EU Programmes Body Evaluation of Priority 5 of Peace II*, Final Report, EU Programme for Peace and Reconciliation, April

Venture i Network (2005) *Evaluation 2003-2005*



## Implementing Body Personnel

<b>Name</b>	<b>Organisation &amp; Title</b>
<b>Paddy McGinn</b>	Manager, Border Action
<b>Tony Kennedy</b>	Chief Executive, Co-operation Ireland
<b>Avila Kilmurray</b>	Director, Community Foundation NI
<b>Paddy Logue</b>	Former joint manager of Border Action; (now Policy Worker, An Teach Ban)
<b>Tony Crooks</b>	Chief Executive Officer, Pobal
<b>Helen Johnston</b>	Director, Combat Poverty Agency
<b>Shaun Henry</b>	Programme Director, Special EU Programmes Body
<b>Adrian Mc Namee</b>	Manager, Peace Programme, Special EU Programmes Body
<b>Ciaran de Baroid</b>	Community Projects Officer, The Community Foundation NI
<b>Des Fegan</b>	Programme Manager, Co-operation Ireland
<b>Anthony Quinn</b>	Administration Manager, Co-operation Ireland
<b>Brian</b>	Research Officer, Co-operation Ireland
<b>O Caoindealbhain</b>	
<b>Ruth Taillon</b>	Research Co-ordinator, Border Action
<b>Colette Nulty</b>	Development Co-ordinator, Border Action
<b>Paul Skinnader</b>	Development Co-ordinator, Border Action
<b>Pauline Perry</b>	Development Officer, Border Action

## Others

<b>Name</b>	<b>Organisation</b>
<b>Duncan Morrow</b>	CEO, Community Relations Council
<b>Jim Dennison</b>	Director of European Programmes Community Relations Council
<b>Joe Hinds</b>	Community Bridges Programme of IFI (Community Relations Council)
<b>Catherine Lynch</b>	Former research officer with CI
<b>Brian Harvey</b>	Researcher
<b>Sergeant Jennifer Hudson</b>	Foyle District Command Unit, PSNI
<b>Brandon Hamber</b>	Researcher Belfast
<b>Liam O'Dowd</b>	Centre for International Borders Research Queen's University Belfast
<b>Andy Pollock</b>	Director, Centre for Cross-border Studies
<b>Peadar Carpenter</b>	Dept. of Foreign Affairs Anglo-Irish Section
<b>Gillian Robinson</b>	Director, INCORE
<b>Mari Fitzduff</b>	Former Director, INCORE (former director)
<b>Robin Wilson</b>	Democratic Dialogue
<b>Mike Tomlinson</b>	Queens University Belfast
<b>Kathy Hayward</b>	Institute of British Irish Studies, UCD
<b>Susan Mc Kay</b>	Journalist
<b>Norman Porter</b>	Institute of British Irish Studies QUB
<b>Adge King</b>	Monaghan Co. Development Board

## APPENDIX 3: PROJECTS REVIEWED

### Focus Groups and Site Visits

23rd November	Ballymacarrett Arts and Cultural Society
30th November	Derry and Raphoe Action
1st December	Messines Association
5th December	Coiste na nlarchimi
8th December	Whiterock Childcare Centre
8/9th December	Glencree Centre for Reconciliation
15th December	An Teach Ban
15th. December	Dundalk Institute of Technology

### Interviews with Project Promoters

During some of the project visits the evaluation team met with project beneficiaries, however for other groups the team met only with project staff. A semi-structured interview process (Questions in Appendix 6) enabled the team to elicit practical issues from staff in relation to admin and finance etc. as well as feedback on the overall success of the project.

- Ballymacarrett Arts and Cultural Society
- Glencree Centre for Reconciliation
- Derry and Raphoe Action
- Trojans Youth and Community Development Group
- Derry Well Women
- Messines Association
- Coiste na nlarchimi
- Women Educating for Transformation
- Whiterock Childcare Centre
- Rural Mental Health
- An Teach Ban
- Dundalk Institute of Technology

Information was primarily taken from the project monitoring reports although IFB reports to SEUPB and Development Worker reports were also used along with evaluation reports of projects.

## APPENDIX 4: PROGRAMME BACKGROUND

In the autumn of 1994, shortly after the IRA cease-fire, the European Commission created a special Task Force to look into further ways of giving practical assistance to Northern Ireland and the Border Counties of the Republic of Ireland in consultation with the national authorities. The creation of this Task Force was a practical expression of the European Union's commitment to the peace and reconciliation process which was underlined by a statement from then President Jacques Delors welcoming the cessation of hostilities.

In its deliberations, the Task Force considered the new opportunities and special needs arising out of the cease-fires and the embryonic peace process. It came to the conclusion that the European Union had a clear interest and a vital role to play in maintaining the momentum for peace and reconciliation, not only for the benefit of the region most affected, but also for the benefit of the wider European Union as a whole. On the basis of this conclusion, the Commission adopted a proposal for a Special Support Programme for Peace and Reconciliation in Northern Ireland and the Border Counties of Ireland, to be implemented in the form of a Community Initiative under Structural Funds.

At the Berlin Council in March 1999 the Heads of State and Government agreed a political package (known as 'Agenda 2000') to structural interventions in favour of European Union regions for the period 2000-2006.

In the Belfast/Good Friday Agreement 1998, the Irish and British governments' commitments specifically recognition of the value of:

" ... the work being done by many organisations to develop reconciliation and mutual understanding and respect between and within communities and traditions, in Northern Ireland and between north and south, and they see such work as having a vital role in consolidating peace and political agreement. ..."

To mark the European Union's continuing support to the 1998 Belfast Agreement,<sup>43</sup> the Berlin Council meeting decided that the Special Support Programme for Peace and Reconciliation would be continued for a further five years (2000-2004) with an amount of €531m, matched by a further €176.965 m of public sector expenditure and an estimated €33m from the private sector; an estimated €741m in total. The new Peace Programme, known as Peace II, was 'promoted' within European structures to the status of a mainstream programme.

In January 2005, it was decided to extend the Programme by a period to two years to the end of 2006. The available budget agreed by the Council of EU Finance ministers is for €60m in 2005 and €48m in 2006. Subject to the approval of the College, the Preliminary Draft Budget for 2006 will contain a proposal for an additional €12m EU funding, bringing the total available for 2006 to €60m.

### **The Peace Distinctiveness Criteria**

Peace II supports a range of cross-community, cross-border and/or capacity building projects run by community and voluntary organisations, businesses, statutory agencies and other groups and organisations. The strategic objectives of the programme are wide-ranging, including: economic renewal; social integration, inclusion and reconciliation; locally-based regeneration and development strategies; outward and forward looking region; and cross-border co-operation. These represented different emphases from the Peace I Programme with a clear strategic focus on economic development and greater integration amongst both parts of Ireland and the broader world.

The overall strategic aim of Peace II is: "... to reinforce progress towards a peaceful and stable society and to promote reconciliation".

This had already been the overall strategic aim of Peace I, but Peace II was to develop the focus in terms of peacebuilding by developing specific objectives which sought to create a strategic linkage between the necessity of promoting peace and the desirability of addressing

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<sup>43</sup> Also known as the Belfast/Good Friday Agreement.

economic and social under-development and distortion. The strategic objectives of the Peace II Programme - known as the 'Peace Distinctiveness Criteria' - are:

1. *Addressing the Legacy of the Conflict*, i.e. the Programme will address specific problems generated by the conflict in order to assist the return to a normal peaceful and stable society.
2. *Taking Opportunities Arising from Peace*, i.e. to encourage actions which have a stake in peace and which actively help promote a stable and normal society where opportunities for development can be grasped.

A third specific objective is identified by the Operational Programme:

3. *Paving the Way to Reconciliation*, i.e. to build an inclusive process and to promote actions that will pave the way to reconciliation

In the Peace II Extension period, the concept of reconciliation has been further refined and is defined as a process generally involves five interwoven and related strands.<sup>44</sup> All projects will be required to demonstrate how they contribute to this concept of reconciliation. The five strands are:

1. *Developing a shared vision of an interdependent and fair society*: The development of a vision of a shared future requiring the involvement of the whole society, at all levels. Although individuals may have different opinions or political beliefs, the articulation of a common vision of an interdependent, just, equitable, open and diverse society is a critical part of any reconciliation process.
2. *Acknowledging and dealing with the past*: Acknowledging the hurt, losses, truths and suffering of the past. Providing the

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<sup>43</sup> Based on a Paper by Brandon Hamber & Grainne Kelly published by Democratic Dialogue, Belfast, September 2004

mechanisms for justice, healing, restitution or reparation, and restoration (including apologies if necessary and steps aimed at redress). To build reconciliation, individuals and institutions need to acknowledge their own role in the conflicts of the past, accepting and learning from it in a constructive way so as to guarantee non-repetition.

3. *Building positive relationships*: Relationship building or renewal following violent conflict addressing issues of trust, prejudice, intolerance in this process, resulting in accepting commonalities and differences, and embracing and engaging with those who are different to us.
4. *Significant cultural and attitudinal change*: Changes in how people relate to, and their attitudes towards, one another. The culture of suspicion, fear, mistrust and violence is broken down and opportunities and space opened up in which people can hear and be heard. A culture of respect for human rights and human difference is developed creating a context where each citizen becomes an active participant in society and feels a sense of belonging.
5. *Substantial social, economic and political change*: The social, economic and political structures which gave rise to the conflict and estrangement are identified, reconstructed or addressed, and transformed.

### **Measure 5.3: Developing Cross-border Reconciliation and Understanding**

Measure 5.3: Developing Cross-border Reconciliation and Understanding, has been funded under the European Regional Development Fund to support cross-border social and cultural regeneration, targeting those communities and areas which had suffered most from 30 years of conflict. The total allocation under this Measure was approximately €15m (ERDF contribution €11m) and 41 projects have been funded under Peace II (2000-2004).

The main objective of the measure is to provide a strategic framework for supporting cross-border strategies and projects which will make a positive contribution to peacebuilding and reconciliation and which will promote mutual respect and understanding.

The types of projects funded under Measure 5.3 include

- projects which promote understanding of differing language, cultures and traditions and which build respect;
- initiatives which provide opportunities for young people to experience cultural diversity that promotes understanding and respect;
- community-based initiatives particularly those targeting marginalized and vulnerable groups which involve inclusion, confidence building, counselling and service provision;
- social partner organizations and voluntary and community sector co-operation strategies and projects, especially those linked to the economic renewal and social, economic and potential transition themes of the Programme;
- cross-border projects which will provide access to new information and communication technologies;
- advice and information provision in areas of low cross-border interaction;
- cross-border community resource facilities and purchase of essential equipment;
- collation and dissemination of good practice which will help sustain cross-border work in the long term;
- promotion of positive and innovative peacebuilding efforts from the island in the national and international context;
- cross-border research focused on promoting innovative practice and drawing from transnational learning;
- actions reintegrating socially excluded groupings and targeted actions for young people, disabled and the elderly.



### **Measure 5.4: Promoting Joint Approaches to Social, Educational, Training and Human Resource Development**

Measure 5.4: Promoting Joint Approaches to Social, Educational, Training and Human Resource Development, is funded under the European Social Fund to promote cross-border co-operation and provide a strategic framework for support to cross-border strategies and projects, consistent with the objectives of the European Employment Strategy, across a wide variety of sectors and organizations. The total allocation under this Measure was approximately €29m (ESF contribution €21.5m) and 103 projects have been funded under Peace II (2000-2004).

The main objective of Measure 5.4 is to provide a strategic framework for supporting strategies and projects which will make a positive contribution to peacebuilding and reconciliation and assist in developing opportunities for increased cross-border activities and provide opportunities for those who have been prevented from fulfilling their potential.

The projects funded under Measure 5.4 include:

- business, public bodies and social partner organizations concentrating on the need to increase basic skills, improve the participation of women, promote the transition to a knowledge based economy and develop pathways for and integrating those most affected by the conflict;
- joint initiatives on education, training and skills development;
- collaborative projects in research and development aimed at promoting innovation and competitiveness; boosting human potential in research, science and technology, strengthening the research capabilities of the higher education sector, north and south, and ensuring that development is of a sustainable nature;
- networking of communities to promote equal opportunities for all in accessing the labour market, with particular emphasis on those exposed to social exclusion;
- strategies and projects focused on community action aimed at improving employability through building confidence and promoting networks;

- cross-border local needs and skills audits and follow-up training activities, including training trainers;
- collation and dissemination of good practice which will help sustain cross-border work in the long term;
- training, education and counselling initiatives that facilitate and improve access to the labour market;
- advice, information and specific activities that will facilitate and promote cross-border job mobility;
- co-operation strategies and projects, especially those linked to the economic renewal and social, economic and political transition themes of the Programme;
- the development of projects which will include significant east-west as well as north-south linkages.

## APPENDIX 5: INTERVIEW AND FOCUS GROUP CHECKLISTS

### Semi-structured interviews with Stakeholders

Adapted according to each individual project:

- History of the project and rationale. Relative contribution of Peace II funding to this?
- Overview of activities funded by Peace II, and funded by other sources?
- What has worked and why (in all stages of the project cycle)?
- With the lessons and experience gained, what would you now do differently and why (in all stages of the project cycle)?
- Ranking of the changes (positive & negative) observed around the project (by order of importance), and attribution to the project. Try proportional piling?
- Impact of the changing political context during the life of the project, and relation to the project
- The relationship with Peace II and the organisations dispensing the funding: what has worked and what are the lessons (what needs to be done differently)?
- How useful was the support you had from Peace II IFBs, in terms of helping you achieve your peacebuilding objectives? What were the obstacles/ blocks?
- Funding sources beyond Peace II, i.e. issues of sustainability

During semi-structured interviews, reference will be made to the original project objectives and other documentation (for example, findings from earlier project evaluations).

(Issue of the border: manner in which it has come up? If not, maybe bring it up at the end.)

## Focus Group Guidelines

Issues to be covered will include:

- Project background issues and history
- Description of engagement with the project and how this has evolved/ changed. Level of engagement at different phases in the project cycle (for example from design through implementation to evaluation)
- Timeline of project activities and impact - use tree metaphor to capture inputs, activities, outputs and impact. Also capture wider impacts (i.e. ripple effects)
- How relations between relevant communities have changed (both positive and negative), before the project started, and now. Use Venn Diagram / drawing. Discussion about why/how relationships have changed to assess role of project in bringing about change. What difference does this make (i.e. what is the purpose of improving relationships)
- OR impact of the project (positive and negative). Different impacts to be ranked according to perceived significance
- Significance of the cross-border factor a) as a source of conflict, b) related to the impact of the project.