



**Communities  
in Transition**

# Mid-term Review

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The  
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**Communities  
in Transition**



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# Introduction

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- Methodology
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# Introduction

## Overview and Acknowledgements

This document provides a Mid-Term Review of the Communities in Transition (CIT) Programme. The purpose of the Review is to identify emerging elements of good practice and opportunities for improvement, to help inform the remainder of this particular period of funding and to consider what learning could be taken forward if CIT continues beyond wwtits current end date of 31st March 2021.

The authors wish to express their gratitude to those who agreed to take part in interviews and focus groups that supported and complemented our desk-based analysis. We also wish to thank Co-operation Ireland (CI) for presenting a thorough historical narrative of the Programme and the support and feedback offered by The Executive Office NI (TEO) throughout the development of the Review.

## Methodology

The following section explains the approach taken to developing this Review, it includes an overview of those consulted regarding their views on the design and delivery of the CIT programme and explains how further sources of information and data were obtained and utilised.

In an effort to establish a thorough perspective of the programme's background, this current phase of delivery and future potential, a substantial consultation process took place between July and September 2020, this included:

- Three Steering Group meetings.
- Four Focus groups with TEO and CI.
- Eight interviews with members of the Project Board (past and present).
- Eighteen consultations with Delivery Partners.
- Eighteen further sessions with key stakeholders.

The framework for these sessions, including the questions used and an explanation for how confidentiality and anonymity would be ensured, was approved by the Ethics Committee of Queen's University Belfast (QUB) – see Appendix 1 for full details.

In addition to this significant and intensive consultation process, this Review will also reflect on other sources of information that have been established throughout the duration of the programme, including: an assessment of data collected via its Outcome Based Accountability (OBA) framework, a Baseline Survey completed by individual participants and Progress Reports submitted by Delivery Partners.

## OBA

- It was determined that each project funded by CIT would create a bespoke OBA template, within which a Delivery Partner could populate their progress as they moved through their projected activities.
- Although Delivery Partners were encouraged to personalise their approach to creating an OBA template, it was determined that activity was to be defined within four main categories – 1. Quantity, 2. Quality, 3. Is anyone better off by number and 4. Is anyone better off by percentage.
- It was agreed that OBA data would be collected from Delivery Partners by QUB, and in consultation with CI and TEO, on a quarterly basis.
- This report refers to OBA data covering the delivery period to September 2020.

## Baseline Survey

- At the inception of this phase of funding it was arranged that Delivery Partners would have all their participants complete a Baseline Survey – see Appendix 2 for full draft of Baseline Survey.
- This information enables us to get an insight into how participants feel about a number of local issues, including: their level of community participation and perceived sense of safety as they move through their area, among other issues.
- While this is an interesting and valuable source of information in isolation, its real value will become clearer once participants have also completed an Exit Survey at the end of their respective project. This will enable us to establish if an individual's participation in their project has had any influence on how they perceive different aspects of their community and their role within it.

## Progress Reports by Delivery Partners

- Delivery Partners provide a written progress report to CI and TEO outlining progress against key deliverables, completed and upcoming communications activity, incurred expenditure and financial forecast, project risks, mitigations and emerging issues. These reports provide a record of project achievements, as well as an indication of how the project is being managed and an overview of challenges faced.

This Review will analyse the information collected to date within four chapters:|

- Chapter 1: Consultation Phase
- Chapter 2: Tender Process
- Chapter 3: Delivery Phase
- Chapter 4: Future Planning

The assessment of the Consultation Phase in Chapter 1 will provide an overview of how extensive engagement throughout CIT's eight sites facilitated the creation of seven key themes, within which the programme's work would be categorised and delivered. Chapter 2 will then reflect on the Tender Process that followed, during which organisations could tender for projects that were designed to reflect the needs of each of the eight sites, which had also been identified in the Consultation Phase. Chapter 3 will present an assessment of the on-going work in the Delivery Phase and identify aspects of good practice and opportunities for improvement that are beginning to emerge throughout the programme. Having reflected on the development and progress of CIT to date, Chapter 4 will consider how the learning gathered so far could be applied to a future version of CIT, if it continues beyond this current period of funding.

Finally, this Review will end by presenting a range of recommendations for how CIT might be best delivered in the short and long-term. These recommendations are intended to be objective, realistic and reflective of the key issues discussed within other parts of this Review.

Before moving into the main body of the Report, the authors will briefly provide an overview of the Situational and Environmental Factors that have gone some way toward shaping the projects currently funded by CIT. The Situational Factors section will present a short explanation of the planning and development that pre-empted the Delivery Phase, currently underway – including: its policy origins and geographical framing. The Environmental Factors section will reflect on the social and political issues that have been on-going during the implementation of the projects, funded by CIT – specifically the absence of a sitting Executive for much of the design of the programme and the impact of Covid19 during the current phase of delivery. These sections are intended to offer the reader the context within which CIT has developed.

## Situational Factors

While the focus of this Report will largely be on the current ‘Delivery Phase’ of CIT, which is at its mid-point of funding, the origins of the work funded by CIT can be traced back to 17th November 2015 and the publication of A Fresh Start – the Stormont Agreement and Implementation Plan. The document, published by the Executive NI and the UK and Irish Government, set out proposals to address the most challenging issues impacting Northern Ireland, including a commitment to tackle the ‘insidious influence of paramilitarism and reinforce efforts to tackle organised crime and criminality.’

Following on from the publication of the Fresh Start agreement, the NI Executive appointed an independent Three Person Panel to create a strategy that would seek to disband all paramilitary groups. This strategy, which included 43 recommendations, was published on the 7th June 2016. The authors stated that the successful implementation of its proposals ‘might go some way towards creating conditions in which groups would abandon their paramilitary structures and peacefully support the rule of law’, while providing ‘a new strategic approach to the discontinuation of residual paramilitary activity.’

In response to the report by the Three Person Panel, the NI Executive created The Executive Action Plan on Tackling Paramilitary Activity, Criminality and Organised Crime, which set out a series of commitments intended to work towards an end to all forms of paramilitary activity and to promote the use of peaceful and democratic means and the rule of law across all communities. CIT was one of thirty-eight actions that form the Executive Action Plan.

The overall vision of the programme was outlined within the four core outcomes of the Executive Action Plan, these include:

1. Paramilitarism has no place.
2. Support is available for those who want to move away from paramilitary activity and structures.
3. A society where citizens and communities feel safe and confident.
4. The public support and have increasing confidence in the justice system.

The Communities in Transition Project aligns with commitment B4 of the Executive Action Plan, which was designed to build capacity, confidence and resilience in eight areas that were most negatively impacted by paramilitarism and associated criminality:

<sup>1</sup> Northern Ireland Executive, A Fresh Start – the Stormont Agreement and Implementation Plan (Belfast: Northern Ireland Executive, 2015).

<sup>2</sup> Northern Ireland Executive, The Fresh Start Panel: Report on the Disbandment of Paramilitary Groups in Northern Ireland (Belfast: Northern Ireland Executive, 2016).

#### **B4 - The Executive should establish a fund to support ambitious initiatives aimed at building capacity in communities in transition, including through developing partnerships across civil society and across community divisions.**

It was initially outlined that TEO and the Department for Communities would take forward work associated with B4 on behalf of the Executive. It was noted this work was to be designed in collaboration with stakeholders who demonstrated relevant experience and expertise, including: Northern Ireland Housing Executive, the Community Relations Council, the International Fund for Ireland, local Government and key community stakeholders.

In late December 2016, the Tackling Paramilitarism Programme Board commissioned independent research aimed at providing an evidence base to inform decisions on the identification of eight geographical areas for focused intervention through commitment B4. The work was conducted throughout January 2017.

The research identified 13 sites that were considered to be the areas throughout the region that were most impacted by paramilitarism. These areas were determined through review of a range of media sources from the period January 1st 2016 to January 31st 2017 (main newspapers but not an exhaustive list); reviewing and analysing multiple data sets; reviewing academic literature and research reports around the issues associated with paramilitary activity and behaviours, and Informal discussions with a range of stakeholders, facilitated through the Programme Board.

These 13 areas were then scored against agreed indicators of paramilitary activity and associated criminality. The top 8 areas were taken forward to be the focus of action B4.

These areas were:

1. Antiville and Kilwaughter in Larne together with Northland and Castlemara in Carrickfergus.
2. Brandywell and Creggan in Derry/Londonderry.
3. Clandeboye, Conlig (including Kilcooley) in North Down.
4. Drumgask and Kilwilkie in Lurgan.
5. Lower Falls, Twinbrook, Poleglass, Upper Springfield, Turf Lodge and Ballymurphy in West Belfast.
6. New Lodge and Greater Ardoyne in North Belfast.
7. Shankill (upper and lower, including Woodvale) in West Belfast.
8. The Mount – SOA and Ballymacarrett (2 & 3) in East Belfast.

While these sites experience similar issues associated with education underachievement, economic deprivation, family breakdown and poor mental and physical health outcomes, they are unique locations that often have area specific challenges, specifically in relation to paramilitary and criminal activity:

**1. Antiville and Kilwaughter in Larne together with Northland and Castlemara in Carrickfergus** is a site within which there is very little community infrastructure. Where groups do exist, there has often been a perception that they are driven forward by a small number of individuals who are often overwhelmed by the level of need evident throughout the area. One of the key issues facing the small number of groups active throughout Larne and Carrickfergus is the level of drug addiction prevalent throughout this site. This high level of drug addiction has been previously described as a 'pathway' to paramilitarism in Larne and Carrickfergus, specifically in regard vulnerable

young people – who often build up a drug debt, which they are unable to repay. Given the previously established lack of community capacity in the area, it can be difficult for individuals experiencing such difficulties to get the support they need and it is instead common for them to become involved in ‘gateway paramilitary activity’ to repay their debt – activity that can become difficult for these individuals to disentangle themselves from. Moreover, it has previously been recognised that these are areas that are undergoing problems associated with cultural expression, specifically bonfires and parades.

**2. Brandywell and Creggan in Derry/Londonderry** is a site suffering from physical dereliction and high levels of unemployment. It has been previously stated that there is a lack of statutory-led service provision for some who are outside of the scope of mainstream jobs and skills programmes. This is an especially significant issue for young people throughout the area, who are often at risk of coercive control from paramilitary groups, who seek to take advantage of the lack of opportunities young people often perceive for themselves. Furthermore, this is an area with one of the highest suicide rates in Europe, an issue that has previously been linked to drug abuse and associated money lending. There are also a substantial number of ex-prisoners living throughout the site, who continue to face social and economic barriers, making it difficult for them to fully integrate into society. Up to this point, little work has been done to examine to what extent the life experience of these individuals could be used as a valuable life lesson to vulnerable young people in the area. There are emerging community-led restorative practices, but they are often under-resourced and overwhelmed, while there are on-going and emerging issues associated with community expression (particularly in relation to the tone surrounding particular bonfires).

**3. Clandeboye, Conlig (including Kilcooley) in North Down** is another site with little community capacity. It has previously been established that there is only a small number of groups are active throughout the area and they encounter a large number of challenges, often associated with the perceived social and economic marginalisation of young people.

**4. Drumgask and Kilwilkie in Lurgan** is a site within which there is widespread concern about the mental health of many people living throughout the area, specifically marginalised young people and ex-prisoners. Residents also have a complicated relationship with the police and have often raised concerns about trust and how calls are handled and responded to. It has been stated elsewhere that there is a lack of community capacity, particularly in Drumgask, to deal with these complicated issues.

**5. Lower Falls, Twinbrook, Poleglass, Upper Springfield, Turf Lodge and Ballymurphy in West Belfast** is an area within which a large number of community organisations are active, unlike other areas targeted by CIT. One of the key challenges in this site has been building collaborations between existing organisations, especially as many often compete with one another for different sources of funding. This is also an area that has a complicated historical relationship with the police, which is often further impacted by the high turnover of officers in this site (which withdraws established knowledge and relationships). Partly as a result, there is considerable support for the expansion of restorative practice services in the area.

<sup>3</sup> Northern Ireland Executive, Executive programme for tackling paramilitary activity and organise crime (Belfast: Northern Ireland Executive, 2016).

<sup>4</sup> The Executive Office, Communities in Transition Area Framework: Carrickfergus and Larne (Belfast: The Executive Office, 2018).

<sup>5</sup> The Executive Office, Communities in Transition Area Framework: Carrickfergus and Larne.

<sup>6</sup> The Executive Office, Communities in Transition Area Framework: Derry/Londonderry (Belfast: The Executive Office, 2018).

<sup>7</sup> The Executive Office, Communities in Transition Area Framework: Derry/Londonderry.

<sup>8</sup> The Executive Office, Communities in Transition Area Framework: Derry/Londonderry.

<sup>9</sup> The Executive Office, Communities in Transition Area Framework: Derry/Londonderry.

**6. New Lodge and Greater Ardoyne in North Belfast** is another site which contains a large number of established community organisations, who often fail to form successful and sustainable relationships. There is also large-scale support for restorative practice. Moreover, like West Belfast, a significant number of ex-prisoners reside in the area. It has previously been suggested that more needs to be done to address the needs of these individuals, to support their successful integration into society (especially where they can work with young people to address the risk of being involved in paramilitary activity). It is also site that has a complicated approach to community expression – it is an area dominated by images and symbols of the past, which may contribute to ‘normalising’ the presence of paramilitary groups in the area.

**7. Shankill (upper and lower, including Woodvale) in West Belfast** also contains a number of community organisations that do not regularly work in collaboration – to share their resources and expertise. This may be partly because there are distinct ‘constituencies’ within the site that different organisations directly cater to. The area also experiences a complicated relationship with the police and there are on-going concerns about the response time to different crimes, especially the sale of drugs. As with all the other sites, there is concern about the lack of opportunities available to young people and the potential impact this has on their future chances and likelihood of being vulnerable to coercive control from paramilitary groups.

**8. The Mount – SOA and Ballymacarrett (2 & 3) in East Belfast** contains a number of the problems noted in the other sites. This has manifested itself in high levels of mental health problems, specifically associated with drug addiction and related exploitation by paramilitary organisations.

This site-specific approach was adopted in line with the Theory of Change created to coordinate and organise work developed in association with CIT. The approach sought to increase participation in the eight selected sites, by providing new opportunities for individuals and groups to get actively involved in their communities – thereby building the capacity of these individuals and groups to address systemic issues that undermine the rule of law and facilitate the influence of paramilitary groups. Moreover, the Theory of Change that underpins the framework and practices of CIT sought to build skills and confidence of groups and individuals residing throughout the eight CIT sites. The intention was to provide training and development opportunities that would strengthen community capacity to improve outcomes for all – thereby increasing the capacity of local stakeholders to address local challenges that facilitate the presence of paramilitary organisations. Finally, the CIT Theory of Change also sought to develop trust and partnership throughout the eight selected areas.

It was hoped that increased cooperation and collaboration between communities and statutory agencies, facilitated by CIT, would help develop a creative and robust response to paramilitary activity that exists throughout the eight selected areas and beyond. By promoting and delivering these stated activities, it was hoped that they would build capacity in local areas and promote a peaceful and democratic society, within which citizens would feel safe and confident. This approach was intended to complement effective law enforcement and the broader aspiration of the Programme for Government to build safe and confident communities.

In September 2017, following on from the identification of the eight core sites within

<sup>10</sup> The Executive Office, Communities in Transition Area Framework: North Down (Belfast: The Executive Office, 2018).

<sup>11</sup> The Executive Office, Communities in Transition Area Framework: Lurgan (Belfast: The Executive Office, 2018).

<sup>12</sup> The Executive Office, Communities in Transition Area Framework: Lurgan.

<sup>13</sup> The Executive Office, Communities in Transition Area Framework: Lurgan.

<sup>14</sup> The Executive Office, Communities in Transition Area Framework: North Belfast (Belfast: The Executive Office, 2018).

<sup>15</sup> The Executive Office, Communities in Transition Area Framework: North Belfast.

which CIT would focus its work and the identification of a Theory of Change that would underpin all relevant activity, TEO appointed CI in partnership with the Mitchell Institute at QUB, INCORE at Ulster University (UU) and the Institute for Conflict Research (ICR) to as Strategic Partner to help support the implementation of the CIT programme.

## Environmental Factors

For the ambition of the Tackling Paramilitarism Programme to be realised, strong political support is required. Under the programme, Action B4 looked to establish initiatives which would build capacity within communities in transition including through the development of strategic partnerships. In reviewing the Consultation and Tender process and the first part of the Delivery phase, we need to consider the context in which the project has proceeded. CIT has developed through a period without a governing Executive and, latterly, in the context of the Covid-19 crisis.

Northern Ireland was without a governing Executive between January 2017 – January 2020. The impact of this lack of governance are numerous but in particular a key function of the Executive Office, through the First and Deputy First Minister, is to give cross party leadership on key issues thereby providing space within communities for difficult project work to take place. For three years the community sector was working despite the lack of Executive leadership.

It is difficult to evaluate exactly how that might have impacted the Consultation Phase and Tender Process, but it undoubtedly made the work of staff at TEO more difficult as, without political legitimacy, steps and decisions must be taken even more carefully.

Since 1998 our society has been struggling to move forward through the legacy of the past. As has been documented in numerous previous reports engaging with the issues of the continued existence of paramilitary groups, particularly their legitimacy, is part of those legacy processes. In models of transition, it is vital that that these legacy areas are dealt with.

The plan and the delivery strategy which followed (agreed by the Programme Board on 4 April 2017) recognised that tackling the residual impact of criminality and coercive control is a complex challenge. It requires a range of approaches, working in tandem, and with shared intent. Societal change is to be supported through delivery of effective law enforcement; by building confidence in the justice system; by building capacity to support transition in communities that have been most deeply affected by conflict and coercive control; and by supporting long-term preventative measures and societal change through Programme for Government outcomes that seek to tackle issues which sustain conditions within which coercive control can be exerted.

Amongst other noted key components needed to support transition, it was recognised that Transition will be reflected in society as a whole; in institutions of governance and statutory agencies; in neighbourhoods and places; and for groups of people that make up local communities' (point 9). We note, for example, the recommendation of the second IRC report (Oct 2019) that 'the time has come for consideration to be given to a dedicated transition process for paramilitaries themselves to bring paramilitarism to an end.'

Whilst it is very difficult to judge how a lack of Government for three years has impacted the project there was no leadership on legacy issues, no leadership on a Programme for Government and no joined up political partnership from the political leaders in our society. Communities in Transition projects were being developed during a period where other key components of societal transition were not being progressed.

The second rather extraordinary influence on CIT, specifically at the start of the Delivery

Phase, has been the Covid-19 pandemic and the variety of lockdown policies since March 2020. We are only starting to understand the impact this is having on all sectors but particularly the community and voluntary sector. It is likely that research might show that the strengths in the community and voluntary sector in Northern Ireland have come to the fore during the crisis and that social capital invested over many years has paid dividends. It is also likely that some existing relationships across our communities have been strengthened and new positive relationships have been made that will sustain.

That said, the period from March has been massively difficult for people and groups starting their delivery phase in CIT. Provisionally, groups seem to have done remarkably well, considering. The numbers returned in the OBA's appear to reflect well on the work undertaken and some groups might well have been able to develop relationships that would otherwise have been difficult. But, particularly for the newer groups, working under conditions of lockdown has been very difficult and will have delayed work.

There is also a fundamental question to be explored on the role of paramilitary groups through this crisis. As we know, they are often embedded within communities and have often been seen (at times) to be undertaking some of the services of the state, including policing. We would expect this also to be replicated during this period further complicating the moral standing and legitimacy of the groups. We are aware of some anecdotal evidence of the involvement of paramilitary groups in the provision of services. This is a challenging issue that offers a snapshot of the complicated role groups of this kind have in their local area. Some may view the provision of supplies in a period of hardship and uncertainty as a positive and evidence that these groups want to support those in their community. While others may view this activity as a cynical attempt to exert opportunistic or parasitic coercive control within their local area.

<sup>16</sup> The Executive Office, Communities in Transition Area Framework: West Belfast (Belfast: The Executive Office, <sup>2018</sup>).

<sup>17</sup> The Executive Office, Communities in Transition Area Framework: East Belfast (Belfast: The Executive Office, <sup>2018</sup>).

<sup>18</sup> Independent Reporting Commission, Independent Reporting Commission: Second Report (Belfast: Independent Reporting Commission, <sup>2019</sup>).

# Chapter 1: Consultation Phase

- Overview
- Feedback on Qualitative Engagement
- Analysis of Emerging Quantitative Data
- Discussion

## Overview

Whilst those involved with the management of the CIT are in on-going consultation with key stakeholders about the development and objectives of the programme, a sustained and lengthy period of preparatory work, which is described in this Report as the Consultation Phase, took place between November 2017 and March 2018. This process was undertaken by teams of fieldworkers from QUB, UU and ICR. The fieldworkers worked in eight teams of two and were supported by four Research Leads. In total, over 325 engagements took place across the eight CIT sites during this timeframe. These engagements took the form of public meetings, focus groups and one-on-one interviews. The fieldworkers promoted the sessions within their respective sites and sought to obtain a representative sample of residents and other key stakeholders, including: statutory agencies, community organisations and political representatives. This extensive engagement process was complemented by a desk-based review of community assets and relevant statistics.

On 2nd March 2018, a Transition Plan workshop was held with fieldworkers, Research Leads and CI to review findings and intervention proposals emerging from the fieldwork. During this workshop, seven key themes were identified that were then used to provide a framework for categorisation of Transition Plan interventions. These themes were:

- Young people.
- Community safety and policing.
- Community development.
- Restorative practices.
- Health and well-being.
- Environment and culture
- Personal Transition.

Although these themes may appear generic in their description, the purpose of CIT is to address specific elements under each theme that contribute to the existence of coercive control and paramilitarism.

Transition Plans were completed by the Fieldwork teams using a template agreed upon by TEO, the CIT Consortium and the Tackling Paramilitarism Programme Team. Each Transition Plan contained a background context to the area, an analysis of paramilitarism, existing practices and community capacity, the changes required to transition and recommendations. Annexed to this analysis was a list of proposed interventions, categorised as either Short-Term Actions or Longer-Term actions. An indicative cost was given to each of these actions, based on either detailed proposals provided to fieldworkers during phase 1, recent tenders for similar initiatives elsewhere in Northern Ireland or were calculated using NJC staff paycales, a 20% overhead rate and programme costs based on the Consortiums recent experience of delivering community based projects.

The proposed interventions within each Transition Plan reflected the suggestions received throughout the fieldwork process undertaken in each area. Whilst some of these were fully developed proposals that already had a level of community buy in, others were the suggestions of individual community stakeholders. Recommendations for the Short-Term actions included a Participatory Design Process (PDP) in each area to further develop and validate all interventions with a range of stakeholders, including statutory providers.

In preparation for PDP, CI published summary reports of Phase 1 fieldwork findings on their website in August 2018. This formed part of the on-going communication between the consortium and the areas within which the fieldwork was developed. Those involved

in the preceding interviews and focus groups regularly remarked about the importance of remaining informed about the programme and felt any failure to maintain contact with the respective CIT areas would likely have a negative impact on the further phases of delivery. In an effort to demonstrate commitment to those residing in the eight CIT sites, a series of public events took place in November 2018. These sessions were used to officially launch the fieldwork findings and commence the PDP phase of engagement. The events took the form of a presentation followed by a Q&A. Conference polling software was utilised to allow those not confident speaking in a group situation to contribute their opinion. All questions, comments and opinions submitted electronically were moderated by CIT consortium staff.

Following on from these early events, the CIT Consortium undertook a series of workshops and community engagement events between January and April 2019. This included thematic workshops across the eight CIT areas. In total, 50+ public engagement events/feedback sessions took place. Following each PDP workshop, a summary report was produced by the workshop facilitators and published on CI website. The reports, along with debriefing sessions with those facilitating the PDP session were used by CI to develop initial proposals for each proposed intervention.

Copies of the draft proposals were circulated to relevant statutory agencies for deconfliction and comment during February/March 2019 and followed up with bilateral meetings. Forty individuals from a range of departments and statutory agencies were engaged through this process. Proposals were then refined, based on feedback received from both TEO and statutory stakeholders prior to a submission for funding to the Tackling Paramilitarism Programme Board. On 30th April 2019, the Board approved funding of £8.5m for CIT projects, subject to business case approvals, for delivery up to the end of the Programme (March 2021).

## Feedback on Qualitative Engagement

The following section identifies the key themes that emerged for those who participated in the interviews and focus groups that facilitated this Review, when discussing the Consultation Phase:

### Timeframe

The majority of participants indicated that the Consultation Phase had been extensive.

**“The TEO and those involved in the Consortium took a unique approach to a complicated issue. I think this was a brave attempt to engage communities and achieve their buy-in – knowing that they would need their support down the road.”**

### **Participant A – Delivery Partner**

- For some, this phase lasted too long, and it was suggested that community confidence and interest waned as a result (especially in areas within which it was suggested that communication about the proposed timeline was perceived to have been poor).

**“It (the Consultation Phase) was a very long process, with a lot of breaks and false starts.”**

### **Participant B – Delivery Partner**

- Others indicated that this period of time had been necessary to work with the respective areas to design projects suitable for the challenges evident in the

targeted sites. Individuals with this viewpoint generally believed the subject matter was very challenging and for the community and statutory providers to work together on the respective issues identified in the Consultation Phase, time was needed to broach these sensitive and complicated matters.

**“The process was long, but it absolutely had to be. These were difficult conversations. Those involved in the facilitation of the sessions needed time to build up a rapport with residents in the sites selected – to try and ensure people felt safe and they were able to talk openly.”**

### **Participant C – Statutory Body**

#### Engagement

- Several participants indicated that they were initially surprised that the projects emanating from the programme would be informed by the community. Many welcomed the opportunity to contribute and collaborate in this manner.

**“I thought the approach was great. To involve the community to that extent was really unique and gave people a proper platform. I think having the TEO there really helped us feel like we had direct access and gave us an opportunity to speak directly to people who have large influence on what happens in this area.”**

### **Participant D – Local Resident**

- Some participants noted that the standard of the delivery of the consultation events appear to fluctuate in relation to the ability/experience of the facilitator.
- Overall, the majority of participants based in the eight sites welcomed the opportunity to co-design projects that would be active in their area.

#### Communication

- It was noted that some of the sessions in the Consultation Phase could have been advertised better. Communication was a key issue for several participants regarding their assessment of this phase. Some felt that information about forthcoming events was too often circulated to well-known and established community leaders/groups in the first instance – this offered these individuals/groups some perceived control of the process and reduced the possibility of mobilising further individuals and groups who would not typically attend such events. Where it was suggested to participants that events had always been advertised officially via different platforms (websites, social media) associated with the programme, they responded that only a limited number of their community would be aware of these information channels.
- It was observed that in some instances where different sessions had needed to be reorganised/cancelled, this had been poorly communicated and had a negative impact on local confidence.
- It was noted by the majority of participants involved in the delivery of the programme that this was a complicated Phase, due to the different needs of each site and the capacity of different facilitators involved. It was noted that there had been significant learning for how a comparable process might be delivered in the future, specifically regarding communication.

#### Participation

- It was suggested that turnout for the consultation events started strong, but declined in some areas, possibly due to the volume of sessions. Some participants observed that this was an important point to identify, as it was unclear then to what

extent projects that went on to the Tender Process were fully reflective of the need that existed in the area, if only a small sample of the community had been consulted.

**“There were far too many sessions, especially as it was the same people going to each one of them.”**

#### **Participant E – Delivery Partner**

- Some observed that the selection of venues for the consultation events had been problematic and had possibly led to some members of their community feeling excluded, due to the perceived ‘ownership’ of some sites.
- Some participants were unsure to what extent those attending the sessions properly reflected the composition of their area. In this regard, it was suggested that in some sessions where attendance was strong, it was inflated by the presence of statutory providers. Conversely, some felt that key statutory providers, particularly the Police Service of Northern Ireland (PSNI), should have been at more sessions to indicate their support to the programme. Similarly, participants suggested that it would have been helpful to have more statutory bodies present who were delivering comparable programmes – to get a sense of how these different programmes complemented one another (e.g. how did CIT and Urban Villages intend to interlink?).
- Participants were divided on what role local political representatives should have had on this Phase – some felt their general absence from the process reduced the legitimacy and credibility of this process. Others suggested their absence was beneficial and meant that the events were not dominated by a local political narrative.
- Participants were similarly split on their opinion of what presence individuals with perceived links to paramilitary organisations/criminal gangs/armed groups had on consultation events. Some felt that their general absence from the process seemed to undermine the objective of the process – with participants asking how paramilitarism was being tackled, if individuals associated with such groups were not engaging in the process. Meanwhile, other participants suggested the presence of such individuals would have greatly reduced how other members of the community would have been prepared to engage with the programme.

**“I heard ones saying that if the (paramilitary) groups aren’t there (attending the session), what’s the point? But the very people saying that wouldn’t have gone if the groups had been there.”**

#### **Participant F – Delivery Partner**

- Other participants explained that the key sessions were perceived to be those when representatives from TEO were in attendance. It was suggested that community representatives felt these events were generally more revealing and informative, though some participants felt members of their community adopted an adversarial and unhelpful approach to these sessions.

**“I think having access to the TEO in the public meetings was really key for me and the people I work with. I think it allowed us to understand where they were coming from and for us to tell them if something wasn’t realistic.”**

#### **Participant G – Delivery Partner**

- Though it was noted that turnout could have been better (both in terms of number and

composition of those in attendance), it was mainly suggested that the sessions produced a large number of good ideas and honest conversations.

#### Area/Site Selection

- A number of participants noted that the Consultation Phase was complicated by continuing debate and conversation regarding the eight sites that were selected for the CIT programme. Many noted that it is clear that paramilitary organisations do not neatly organise itself into geographical areas, so asked why the programme adopted such a structure. Where participants supported the geographical approach, it was suggested that a sustained focus on these sites was necessary and understandable given the relatively modest budget available.
- Most participants, whether for or against the selection of the sites, claimed that the method for their selection should have been better communicated. It could also have been made clearer that there were other programmes and initiatives active in areas outside of these sites that were also geared toward tackling paramilitarism and criminality.
- Furthermore, while the initial boundaries for the sites caused confusion and frustration, many welcomed the swift reaction to this, via the creation of the 'areas of influence' around the sites. It was noted that this was a sensible and creative response, which is not always present/possible in statutory programmes.

## **Analysis of Emerging Quantitative Data**

The issues discussed in the Consultation Phase were clearly complicated and although each CIT site encounters area specific challenges, several issues were widely cited across all of the sites: economic underachievement, alcohol and drug addiction, economic deprivation, family breakdown and the influence of criminal gangs.

Such a complicated compound of factors may indicate why just 14.6% of those who have completed the CIT Baseline Survey strongly agree that they live in an area with a strong sense of community. Also, only 17.1% strongly agreed that they felt safe in their area and a mere 4.9% strongly agreed that they felt protected by the rule of law and the justice system.

The wide range of issues discussed in the Consultation Phase and the concerning attitudes recorded in the Baseline Survey demonstrate the complexity of the challenges that those funded by CIT encounter when trying to successfully develop their respective projects.

Despite the sensitive and complicated nature of the work associated with CIT, steady turnout across the range of consultation events and responses to the Baseline Survey demonstrate that many residents are eager to take some degree of risk to participate in initiatives of this kind, if it can lead to improvements in their neighbourhoods. For example, 69.8% of those who have responded to the Baseline Survey indicate that they agreed or strongly agreed that they hope their involvement in their respective programme can lead to improved community safety in their area.

The conversations associated with the Consultation Phase and this emerging Baseline Survey data, both emphasize the need for a programme with the profile and objectives of CIT, which can meet the needs of residents who want to see their area transition away from the different issues addressed in this Chapter. The challenge is to then ensure that an appropriate and successful methodology is then adopted to meet this identified need. Chapter 3 will evaluate to what extent emerging projects are achieving this challenge.

## Discussion

Though participants in the interviews and focus groups identified some clear issues with the Consultation Phase, specifically around the duration of the timeline and perceived lack of communication at different stages, there also was a range of encouraging feedback and different points of learning that could be taken forward and applied to comparable forms of engagement in the future. This enables the authors to indicate that a participatory approach was rightly adopted in this phase and would likely be beneficial in a further version of CIT. We suggest this as there was a genuine attempt to place residents at the centre of discussions about key issues that existed in their community. This innovative approach was adopted to consider how best to tackle these problems, but it was also a creative way of engaging the community as a type of strategic partner, to facilitate the design of emerging projects that would reflect the needs of their particular area. Moreover, by connecting with residents in this ambitious way there was more likelihood that subsequent projects would be successful, as residents will have felt a sense of ownership of the projects developed.

While the duration of the Phase may have been problematic for some, it was rightly identified by others that the subject matter of the events associated with this programme was both sensitive and complex. Time was required to build up an awareness of the objectives and values of CIT and to develop trust with the communities where the work was to be delivered, to ensure those coming forward to speak at events could do so knowing they were in a safe space, where their concerns would be welcomed and taken seriously.

In reflection, though aspects of the timeline could likely have been delivered quicker, it seems that the key issue within this Phase was communication. It was not made clear enough that the Consultation Phase would be extensive, to reflect the array of difficult long-term challenges evident in these areas and to demonstrate a future commitment to those residents who have had their lives and communities severely impacted by such issues. It also seems that better communication around the organisation of CIT events might have facilitated greater awareness of the programme and a deeper connection with the different communities involved.

Despite these apparent issues, it must be recognised that beyond this specified Consultation Phase, those involved in the management of CIT now remain in constant communication with Delivery Partners and key stakeholders, regarding the on-going development of the programme (see Chapter 3 for more details). This is an important feature of CIT – as it allows those involved in management of the programme to be responsive to emerging community issues and related opportunities to support local residents. Moreover, it helps reinforce the collective ownership of the programme, which emphasizes that a unified statutory and community approach is needed to tackle the complicated subject matter at hand.

The development of effective and on-going consultation and communication is further emphasized by the emerging Baseline Survey data. It indicates that participants involved in the CIT projects often felt they live in areas with little sense of community (only 14.6% strongly agreed that they did) and also rarely felt fully protected by the rule and the justice system (only 4.9% strongly agreed that they were). Both findings are concerning independently and when looked at together, present a sense that participants in the programme often appear to feel vulnerable and alone. Communication is key here, to demonstrate that CIT is trying to build community capacity and develop more awareness of the support that vulnerable people can access, while also enhancing service provision. This seems especially important, given only 17.1% of respondents to the Baseline Survey strongly agreed that they felt safe in their area.

The next section of this Review will seek to determine to what extent those involved in the Tender Process, which followed this Consultation Phase, were able to successfully design and develop projects that could seek to address the complex issues discussed in this section.



# Chapter 2:

## Tender Process

- Overview
- Feedback on Qualitative Engagement
- Analysis of Emerging Quantitative Data
- Discussion

## Overview

The Transition plans submitted to the Executive Office in March 2018 included proposals for 21 Short-Term activities, in addition to the Community participatory design process, detailed in Chapter 1. A further seven proposals were developed by CI during 2019.

Procurement of the Short-Term Actions took place between December 2018 and March 2019. In accordance with Public Procurement Policy, a select tender process was used to appoint Delivery Partners for these actions. A total of ten contracts were awarded for short-term actions. Delivery ran between January 2019 and March 2020 – see Chapter 3 for further details.

In May 2019, CI presented identified interim lessons emerging from the Short-Term Actions, this included: assessing what impact procurement failure would have on annual expenditure and suggesting ways in which the tender assessment criteria could be expanded for future procurements.

Following Programme Board approval of budget allocations on 30th April 2019, CI and TEO worked together to develop business cases and tender specifications for each individual longer-term action – see Figure 2.

Figure 1: Project Development Process.



CI submitted 66 proposals to TEO at the conclusion of the PDP phase. Following a thorough assessment of these proposals, one was removed on the advice of the Commission on Flags, Identity, Culture and Tradition (FICT), while others were merged where it made strategic sense to do so; specifically the Restorative Practice theme, where it was determined that a regional approach would work best. Three projects were separated into additional lots for the purpose of procurement, resulting in a total of 40 projects in development.

Delivery partners were appointed through an open Call to Tender via e-tendersNI. Calls to Tender were published in thematic batches between October 2019 and June 2020 – see Figure 3 for further details. Each tender competition was open for between three and four weeks. Details of all live tender competitions were published on CI website and promoted via CI’s social media channels.

Figure 2: Timeframe of Procurement Process - Longer-Term Actions.

Theme	CTT Open	Contract Award Date
Community Development	October-Nov 19	Nov-Dec 19
Personal Transition - Employability	Oct 19	Jan 19
Health and Wellbeing	Nov 19	Jan 20
Area Regeneration	Nov 19	Dec 19
Community safety	December 19	February 20
Arts and Culture	January 20	February 20
Restorative Practice	February 20	March 20
Young People	June 20	July 20

November 2020

Each Call to Tender included a specification schedule detailing the background and purpose of each CIT project, relevant findings from the consultation stage and specific requirements of this contract. Details of other projects in development were not included in the call for tender documents. Each call to Tender was open for between three and four weeks.

Tender bids were assessed by panels chaired by the TEO. In most instances these panels also included independent members, who had relevant expertise relating to the theme being discussed – e.g. a representative from the Department of Justice was present to deliberate over the Restorative Practice tenders. Bids were scored against published tender selection criteria, which included Understanding of the Community Context, Proposed Key Personnel Experience, Proposed Methodology, Contract Management and Total Contract Cost. Tender bids were awarded a score out of five for each criterion, which was converted into a weighted score as detailed in the Figure 4.

Figure 3: Tender Selection Criteria.

Award Criteria	Consensus Panel Score (0 - 5)	Tenderer's Weighted Score	Maximum Scores Available (%)
Criteria 1: Understanding of the Community			20
Criteria 2: Proposed Key Personnel Experience			20
Criteria 3: Proposed Methodology			25
Criteria 4: Contract Management			10
Criteria 5: Total Contract Cost			25
	<b>Total Score</b>		<b>100</b>

The contract was awarded to the bidder with the highest overall weighted score. The weighting went more towards qualitative aspects (understanding of community context, methodology, etc.), rather than just going for whoever was cheapest. This was done in an attempt to get better quality in delivery from those who truly understood the areas and what would/wouldn't work in them.

## Feedback on Qualitative Engagement

The following section identifies the key themes that emerged for those who participated in the interviews and focus groups that facilitated this Review, when discussing the Tender Process:

### Emerging Projects

The majority of participants felt the extensive Consultation Phase led to a straightforward Tender Process – where project specifications directly matched discussions that had happened in their respective areas.

**“We were at the workshops and had positive conversations about what was needed (in this area). I think that was very well captured by the tenders that went out by TEO. That was great, because it meant that we were able to get the application turned around quite quickly.”**

### Participant H – Delivery Partner

- A smaller number of participants felt differently and indicated that several of the key issues discussed in their areas had been overlooked. This was often associated with the perception that the programme had chosen to fund projects that were considered to be 'safe' and more orientated toward community development, rather than aggressively opposing criminality and paramilitarism.

**“I think there was some very challenging issues discussed in the workshops that didn’t come through in the tenders that went out – whether there were projects that you could have put out to match these issues is probably another issue. Maybe these are things that the programme could look at in the future.”**

### **Participant I – Delivery Partner**

- Some participants observed that the language surrounding the design of the projects had been misleading. It had been continually asserted that they would be bespoke, but in reality, some were quite generic (e.g. there was little difference the specification for projects of the same theme being commissioned across different sites). Conversely, as stated earlier in this Review, although the themes may be generic in description, others stressed that it is anticipated that the approach taken by Delivery Partners will be tailored to the needs of their respective community.
- Participants suggested that the staggered nature of the contract awards created problems. There was a sense that this has created uneven lead-in times for different projects and subsequently a disparity in their opportunity to be successful in the limited timeframe available.
- It was generally acknowledged that although some issues discussed in the Consultation Phase had not made it to the Tender Process and some projects lacked a distinctive format that matched the profile of the respective area where they were due to be active, CIT had produced a varied and valuable range of projects that had the scope to be customised to meet the needs of the different areas involved.

### Communication

- It was suggested by some that communication around the Tender Process could have been better managed. Some participants felt there was very little detail about when tenders would be launched – this led to interested parties constantly having to seek updates from CI or TEO.
- It was also noted that the lack of detail about the timeframe created two further problems for groups interested in bidding for the funding –
  1. There was a sense that some tenders were suddenly released without much notice, limiting the opportunity for some organisations to make multiple applications and;
  2. They were released in the same timeframe as a number of other statutory funding streams, which reduced the possibility of different groups from being able to apply as they may have wished (e.g. some suggested they may have proposed more imaginative methodologies, including dynamic collaborations, if they had more time).

### Funding

- The perceived Short-Term nature of funding was suggested as an issue that may have undermined the level of applications received. It was noted that some organisations may not have been willing to invest time in building collaborative partnerships that would only have a limited timescale within which to develop.
- Participants explained that if CIT were to be continued beyond its current period of funding, a longer period of guaranteed funding would enable Delivery Partners to develop more creative projects and imaginative collaborations.

### Timeframe

- Many participants felt that TEO and CI had worked diligently and successfully to turn ideas emerging from the Consultation Phase into Tender specifications in a relatively tight window of time.

## Analysis of Emerging Quantitative Data

When reflecting on the range of complicated issues that participants addressed in the Consultation Phase, it is clear that determining what projects should be taken to tender is not a straightforward task.

The severity of the identified issues is further emphasized by the emerging Baseline Survey data, which demonstrates that respondents have almost equal amount of concern about incidents of anti-social behaviour, as they do with crime associated with gangs or paramilitary groups – 46.2% agreed or strongly agreed that anti-social behaviour (including, noise nuisance and graffiti) was a problem their area, while 44.7% indicated the same in relation to crime connected to gangs or paramilitary groups (including, intimidation and money lending). This poses another significant challenge for those designing the tenders in relation to what emphasis should be given to such a diverse range of problems.

## Discussion

Like the Consultation Phase, this section has identified both positive feedback and points of learning related to the Tender Process. While some observed that certain projects emerging from the programme should have had a tighter connection to what some communities had requested, others suggested that the themes associated with CIT were intentionally generic, to allow for Delivery Partners to customize projects that would fit the needs of their respective community. Rather than adopting a prescriptive approach that may not be applicable to all the sites CIT is working in, the framework was designed to facilitate flexibility and fluidity.

In the Feedback section there were also some who raised concerns about how tender opportunities were communicated and advertised. Again, like the Consultation Phase, a large amount of good work appears to have been somewhat undermined by the perception that communication could have been clearer. This demonstrates a key point of learning for the delivery of future programmes of this kind, and CIT in particular. Poor communication greatly undermines projects orientated toward working with the community, even when good work is being carried out. In this particular case, a clear explanation of how CIT projects were selected and designed, might have resolved concerns related to the apparent absence of some key issues that were discussed in the Consultation Phase. This seems particularly significant when considered in connection to the emerging Baseline Survey data, which indicates that respondents have a diverse range of concerns about their local area that they hope CIT can address.

The next section will assess how projects emerging from this Tender Process have been developed and managed to date.

# Chapter 3: Delivery Phase

- Overview
- Feedback on Qualitative Engagement
- Analysis of Emerging Quantitative Data
- Discussion

## Overview

Activity within the Delivery Stage can be grouped into two categories:

- **Short-Term Actions**
- **Long-Term Actions**

### Short-Term Actions

In accordance with the Specification Schedule for the fieldwork phase of the project, each Area Transition Plan included proposals for short term activity, known as Intermediary Actions, which could be taken forward whilst longer term proposals were in development. It was intended that these activities would meet some short-term needs and inform the development of longer-term actions.

Procurement for the Short-Term actions took place between December 2018 and March 2019. Ten contracts were successfully awarded. Contract values ranged between £9,000 and £25,000, with contract durations ranging from between 3 and 6 months. The total funding provided to Intermediary actions was £177,245.

The ten projects commissioned can be divided into three categories:

- Pilot Projects (five projects)
- Enhanced engagement projects (four projects)
- Enabling Training (one project)

### PILOT PROJECTS

The five Intermediary Actions in this category were two projects relating to bonfire diversionary activity in Derry and North Belfast, two projects testing use of arts/culture activity to support transition in Derry and East Belfast and one project to deliver 'Collaborative problem solving for Community Safety' training in all areas.

### ENHANCED ENGAGEMENT PROJECTS

The four intermediary actions in this category included three projects to support young people to voice their opinions and take action relating to issues associated with paramilitarism, criminality and organised crime delivered in West Belfast, Carrick and Larne and Derry and a 'Community Connect' project in North Down designed to support people to identify priorities for their area and connect with existing service providers and statutory agencies.

### ENABLING TRAINING

Anticipating that many potential delivery partners for longer term CIT projects might be unfamiliar with tendering processes 'Introduction to Tendering' training was offered in all eight CIT areas.

### IMPACT OF SHORT-TERM ACTIONS

Key findings from the delivery of the Intermediary Actions were incorporated into the design of longer-term actions. In summary these were:

- There is a genuine interest and desire to learn/take part in practical opportunities arising from Fresh Start agreement and capacity building generally and a strong desire to see local impacts/community outcomes and benefits that could be derived from engagement.
- Existing capacity varies both within and between areas. Future training should

retain a practical and tasked based learning focus. Training should be needs led and targeted at those most in need of support/assistance. A range of low-level confidence and capacity building programmes are still needed in some areas including raising awareness of the breadth of stakeholder groups in the community, their roles and purposes. Variable ranges of capacity and different lived experiences of participants will require a flexible and individually tailored approach.

- Opportunities provided through the Intermediary Actions for participants to engage directly with statutory agencies were beneficial.
- The creative approach to encouragement of active citizenship taken through the pilot arts-based projects was successful. The incorporation of social action elements into the pilot projects (excluding Collaborative problem solving) was also an important element of their success.
- The eight core CIT sites need to be treated with some degree of flexibility, to enable Delivery Partners to address issues that impact on their areas, but that may not fit neatly into the original boundaries of the site they are working in. It was also recognised that element of fluidity must also be applied to sites that capture more than one location – e.g. it became increasingly clear during the Short-Term Actions that if there was an issue emerging in Carrickfergus, it did not necessarily mean that the same problem would be evident in Larne (the same leaning could be applied to Drumgask and Kilwilkie etc).
- Accept that organisations already embedded in communities were likely to have more initial success than those who may be new to an area. Consequently, it is important to evaluate progress carefully and to accept some projects may need more time to establish themselves in their respective site.
- Recognising that partner organisations need time to properly organise and implement their methodology is important. Rather than seeking to have a quick impact that may not be sustainable, provide partners the space and support to fully define their plans and approaches.
- Messaging and branding of ‘Tackling Paramilitarism’ is off putting for some who are not ‘bought in’ to the CIT project. High levels of dissident/paramilitary activity might be a barrier to people getting involved.

In developing the longer-term actions this learning was applied as follows:

- Adoption of an ‘Area of Influence’ for each CIT area.
- Incorporation of co-design/participant led elements into delivery requirements for all projects.
- Inclusion of a mix of training, learning visits and social action elements into the design of projects to combine practical application of skills with more formal learning.
- Incorporation of relationship building activities and opportunities for community/statutory engagement into projects.
- Using an outcomes-based approach to project commissioning to enable delivery partners to adapt delivery to their local context.
- Incorporation of understanding of area context into award criteria.

- Softening of the project language away from ‘Tackling Paramilitarism’ towards community capacity building.
- Cultural projects incorporating elements from pilot projects commissioned in five areas.

Long-Term Actions

The first contract awarded within the category of Long-Term actions was made on the 14th November 2019. The most recent contract was awarded on the 21st July 2020. Following the awarding of a contract, a Project Initiation Meeting was held for each project and with each appointed Delivery Partner. A total of 30 projects are now in active delivery – see Figure 4.

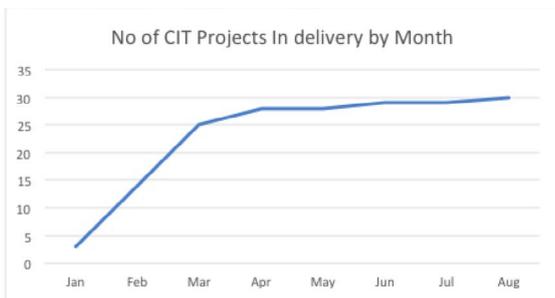


Figure 4: CIT projects in Delivery by month (2020).

Figures 5 and 6 provide a breakdown of the sum total value of contracts, awarded by area and theme.

Figure 5: Sum of Total Contract Value by Area.

Area	Number of Projects	Sum of Total Contract Value
Regional	1	£1,417,000
Carrickfergus and Larne	4	£636,470
Derry/Londonderry	3	£1,431,501
East Belfast	3	£668,475
Lurgan	5	£481,300
North Belfast	4	£674,586
North Down	4	£491,940
Shankill	4	£766,179
West Belfast	2	£1,016,900
Total	30	£7,585,352

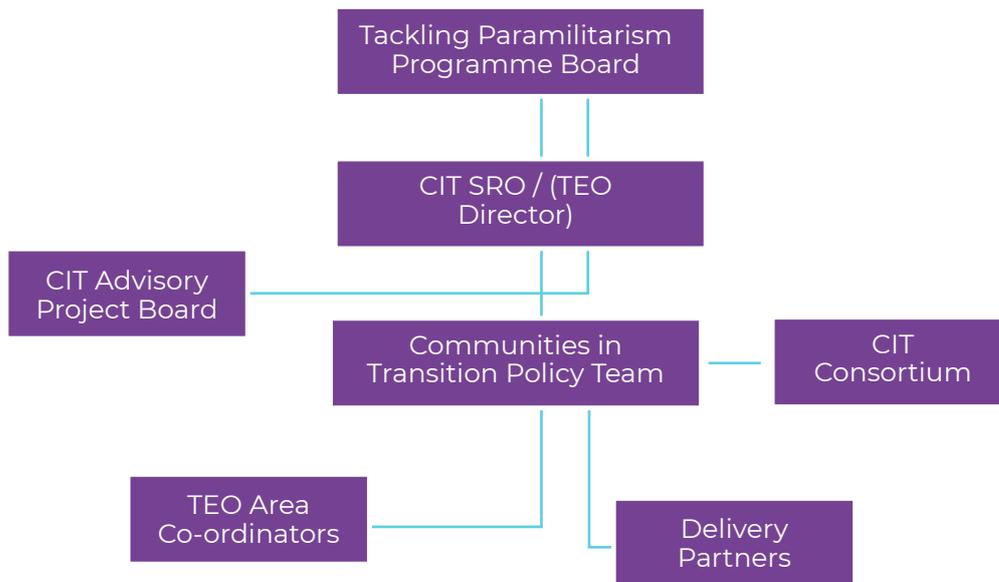
Figure 6: Sum of Total Contract Value by Theme.

Area	Number of Projects	Sum of Total Contract Value
Community Development	6	£1,327,140
Community Safety	6	£1,051,030
Environment and Culture	6	£818,996
Health and Wellbeing	8	£2,091,668
Personal Transition	2	£827,518
Restorative Practice	1	£1,417,000
Young People	1	£52,000
Total	30	£7,585,352

Project Delivery Arrangements

The Contracting Authority for contracts commissioned as part of CIT is the Executive Office. The Senior Responsible Officer is the TEO’s Director of Strategic Policy, Equality and Good Relations, who is also a member of the Tackling Paramilitarism Programme Board. The Director is supported by an advisory CIT Project Board, a TEO policy Team (within which there is a team of four area based local coordinators, with responsibility for two areas each) and a Strategic Delivery Partner (the CIT Consortium) – see Figure 7.

Figure 7: Communities in Transition Delivery structure.



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To support the delivery of the diverse collection of projects being developed by CIT, the TEO Policy Team and the CIT Consortium undertake a specified collection of duties and responsibilities:

The CIT Consortium is responsible for:

- The management and monitoring of contracts with Delivery Partners to ensure delivery of agreed outcomes and submission of recommendations to the Department for the payment of Delivery Partners (based on the agreed pricing schedule in the contract with that Delivery Partner).
- Reporting any deviation from contracts to the Department for approval, prior to decisions on recommendation for payment of invoices from Delivery Partners.
- Monitoring spend and delivery of outcomes. The Consortium will provide a quarterly report to the Department setting out spend to date against live contracts.
- Production, in conjunction with TEO, of draft Outcomes Based Accountability (OBA) report card for each individual project, which aligns to the wider Programme level evaluation.
- Monitoring progress and reporting to TEO, using the OBA report card where applicable.
- Provision of progress updates in an aggregated format, in which the OBA report cards can also be presented as ‘Area Level’ reports.
- Interim and post-project evaluations.
- Assisting TEO to identify and manage risks involved in the project.

The TEO Policy Team is responsible for:

- Verifying the information by CI, based on the agreed pricing schedule in the contract with Delivery Partners and approve payments accordingly.
- Monitoring spend and delivery of outcomes for the whole project, including the management fee paid to the CIT Consortium.
- Provision of progress reports to the Tackling Paramilitarism Programme Board, where appropriate.
- Reviewing the draft OBA report card provided by CI for each individual project, providing feedback where necessary.
- Maintaining a risk register that will also be monitored by the CIT Project Board, with risks being escalated to the Programme where necessary.

Furthermore, TEO Area Co-ordinators are responsible for facilitating Delivery Partners to identify opportunities to enhance programme outcomes, through collaboration and coordination of delivery within each CIT site. They should also seek to identify opportunities to complement and enhance other initiatives being delivered in each CIT area, where doing so will enhance delivery of CIT outcomes.

Further matters associated with project delivery include: Branding, Values and Collaboration.

#### BRANDING

Although CIT does not currently have its own brand identity, a branding process is currently underway. In the meantime, key lines relating to communications are discussed with Delivery Partners and included in the Project Initiation Document. In addition, Delivery Partners are required to acknowledge their project is funded by TEO, via the Communities in Transition project. Consequently, they should include the 'Building capacity to transition' Tackling Paramilitarism Programme Theme icon and TEO logo on any project literature. In accordance with the Tackling Paramilitarism Programme Communications protocols, Delivery Partners are asked to use #endingtheharm and #workingtogether in social media posts.

#### VALUES

A Behaviours Framework is present in the contracts of all the projects funded by CIT. This framework asks Delivery Partners to commit to a series of principles to ensure they conduct themselves in an ethical and appropriate manner when undertaking activities associated with CIT. It should be noted that this is a more enforceable approach taken than other comparable programmes.

#### COLLABORATION

Collaboration between Delivery Partners has been encouraged through the establishment of multi-lateral meetings, organised on an area and thematic basis. Due to Covid19 restrictions these initially took place via Zoom on a monthly basis. More latterly the timing has shifted to bi-monthly and due to loosening of Covid19 guidelines, it has been possible to facilitate some meetings face to face.

#### Covid19/Lockdown

On 23rd March 2020 the UK Prime Minister announced a national lockdown in an attempt to slow the rate of Coronavirus infections in the UK. These full restrictions remained until June 2020. Social distancing guidelines and other restrictions on daily life currently remain in place.

Under these measures, people were required to stay at home – permitted to leave only for the following reasons:

- shopping for necessities, as infrequently as possible;
- one form of exercise a day, such as running or cycling, alone or with household members;
- for medical or care needs, for example to help a vulnerable person;
- travelling to and from work, but only if you cannot work from home.

Schools, non-essential shops, entertainment and tourist facilities, council buildings, community centres, churches were all closed and meeting with friends, family or participating in gatherings of any kind were banned. At the same time, those particularly vulnerable to Covid19 infection were advised to self-isolate and not leave their home for any reason.

Between April and June 2020 UK economic output collapsed by over 20.4%, the biggest quarterly decline since records began in 1955 (70 years). It was the deepest decline of any country in the European Union.

The restrictions had a significant impact on the delivery of all the programmes commissioned by CIT, this included:

- Relocation of staff: The majority of staff working on all elements of the CIT projects (TEO, CIT Consortium, Delivery Partners) immediately commenced working from home, many alongside childcare responsibilities. All face to face contact ceased.
- Self-Isolation: Some Delivery Partners had to permit vulnerable staff to completely self-isolate.
- Diversion of staff resources into community response: Many community-based Delivery Partners were heavily involved in responding to the immediate humanitarian need created by the Covid19 lockdown measures.

## Feedback on Qualitative Engagement

The following section identifies the key themes that emerged for those who participated in the interviews and focus groups that facilitated this Review, when discussing the Delivery Phase:

### General Progress

- The majority of participants were generally positive about the work completed to date.
- Participants involved in the delivery of projects indicated that they were at least on schedule and a number suggested they were exceeding targets.
- Despite perceived progress to date, participants were keen to stress that projects of this kind are not easy to deliver, given the challenging subject matter, tight timeline and the significant impact of unanticipated global factors – in the form of Covid19.

Whilst it would be wrong to make definitive judgements about the progress of the different projects at this mid-point, especially as some had earlier lead in times than others, we can establish that a large amount of encouraging activity has been carried out to date. This activity generally falls into one of three categories:

### 1. **Established groups building on long-term relationships with surrounding community**

- NI Alternatives have helped support the re-establishment of the Shankill Community Safety network. This is particularly significant as it overcomes divisions and fragmentation in the area. The Network will also help present a collective and local response to a wide collection of issues that directly fall within the parameters of the work CIT is aiming to be involved in (e.g. building community capacity to support transition, especially in relation to concerns about community safety).
- Greater Shankill Partnership are among a number of Delivery Partners who have had significantly more applications for their projects than there are places available – their courses are over-subscribed by nearly 50%. This demand emphasises the presence of the organisation in the Shankill area and offers CIT an important platform to develop connections with local groups.
- Falls Community Council and Blackie River in West Belfast have both utilised their community links to create projects with a large number of community partners. This is important progress, given that the Situational Factors section outlined the dearth of successful collaborations previously active in the area.
- NI Alternatives have used their links in North Down to expand their work from Kilcooley to Rathgill. This expansion of work is a positive reflection of the presence that the organisation has within this area and again offers CIT an important opportunity to support transition in a way that may not originally have been intended.

### 2. **Emerging groups/collaborations developing relationships with target community**

- Bryson/Tides and My Uhub in North Down are developing positive relationships in Kilcooley and Rathgill. My Uhub are using a range of innovative activities (including paddle boarding) to build relationships/referral pathways into their interventions. This is important gateway work that creatively engages people about complicated and sensitive matters in an informal manner. The approach seems particularly significant, given that the CIT projects are often engaging with vulnerable individuals who may be initially unwilling to discuss aspects of community transition or be somewhat overwhelmed by the scale of the problem. Other projects that could also be placed within this category and are demonstrating encouraging progress include: CRJI in Lurgan, NI Alternatives and Extern in Carrick and Larne and the Extern employability project in Derry/Londonderry.
- Projects that fit within this category are generally those that have adopted a blended approach – where a well-established grassroots community organisation is working alongside an organisation new to the area. Understandably collaborations of this kind require time to settle and cannot be judged in the same manner as some of the other projects funded by CIT.

### 3. **Good practice emerging in areas where there had previously been little capacity**

- The establishment of the Community Safety Engagement Forum in Lurgan was described as a ‘Landmark moment’ by a local Councillor. This was viewed as being

particularly significant, as it involves representatives from Drumgask working with statutory agencies. It is very likely that the establishment of this Forum may not have been possible without funding and support by the CIT programme. As a consequence, this should be viewed as a considerable success for everyone involved, especially as the Situational Factors section identified that this is an area that previously had little capacity to deal with local issues. This is an important feature of CIT, the aim is not just to create additionality and better signposting in area with a strong community infrastructure, it is also about creating a platform for work in areas where there is no real existing framework.

- Those involved in the Carrick and Larne Community Safety programme worked alongside statutory representatives to create an area working group over the summer to try and deal with any emerging issues surrounding the Twelfth of July and the impact of Covid19 on any planned events. This is an important example of an organisation working in a collaborative manner in an area where it has previously been established that there are

#### Impact of Covid19

It was noted that the vast majority of Delivery Partners deserve credit for working energetically and creatively during Lockdown.

**“The Delivery Partners deserve real credit for the way in which they’ve reacted to Covid19. They’ve found creative and successful ways to continue to work in a difficult timeframe – thereby continuing to support their community.”**

#### **Participant J – Statutory Partner**

- It was also suggested that TEO and CI deserve recognition for their willingness to support groups to reorganise aspects of their methodology.

**“To be fair to TEO and CI they’ve really supported us and helped us think about how best we can continue to do our work.”**

#### **Participant K – Delivery Partner**

- Some participants have indicated that initial COVID-19 restrictions created limitations, but also opportunities – at times it has facilitated more direct contact with participants, thereby avoiding traditional gatekeepers.
- The majority of participants involved in the delivery of the programme believe they remain on course to meet the majority of their initial objectives, though a second wave of COVID-19 and further social restrictions could cause problems in completing specific types of events/sessions – specifically celebration events and comparable sessions of this kind.

The following case-study emphasizes the successful way in which a group funded by CIT, Falls Community Council, have been able to successfully reorganise their work schedule to support their local community, whilst delivering against the objectives of their CIT project.

## Case Study 1: Reaction to Covid19

**Organisation:** Falls Community Council

**Project Name:** Community Safety and Regeneration in West Belfast

**Normal delivery:** Falls Community Council (FCC) commenced delivery of the Community Safety and Regeneration project in West Belfast CIT area in March 2020. The project aims to support and nurture a network of community groups and volunteers through mentoring and training to better respond to local community safety issues. A parallel element of the project aims to identify key local crime hotspots across the designated West Belfast CIT areas and to develop regeneration proposals together with residents which would help to alleviate the conditions which give rise to crime.

**Delivery during Covid19:** A local Covid19 Rapid Response Team was established to help reduce the impact of the virus on older and vulnerable residents, with FCC as key drivers. Two key activities were agreed, namely to get food parcels to those most in need /at risk and to deliver medical supplies where and when required.

**Impact on Communities in Transition outcomes:** Feedback- what difference did it make?

- Collaborative community partnerships were established across West Belfast.
- Enabled the delivery partner to identify the most vulnerable within West Belfast.
- Over 200 volunteers recruited with 2000 volunteer hours provided.
- Enabled their support to be provided as identified through house drops including referrals to other community services, e.g. health and wellbeing services, advice services, home security products.

“I was completely over the moon to receive a food parcel from those involved in organising the Upper Springfield Food Parcel response. I’m an elderly pensioner with underlying health conditions which stops me from leaving my household because of the Covid19 situation. I live alone and have no family nearby so this intervention was lifesaving to me. They also got me sorted with a home personal safety kit which included door and window alarms and a chain lock for my door. This has settled me massively and gives me that extra bit of reassurance when going to bed at night. They’re all doing amazing work for our community, making sure we’re safe and have food, gas and electricity. I’d be lost without their assistance” – **West Belfast Resident.**

**Other examples:**

- Gasyard (Derry/Londonderry: Arts and Culture), My Uhub (North Down/Health and Wellbeing) and the those involved in Regional Restorative practice programme have all moved the majority of their activity/training online.
- Revised delivery plans have also created opportunities – history based on-line videos produced by Ballymac Friendship Centre in East Belfast have had a significant reach and an on-going impact. The group also provided those in their community support to enable residents to celebrate the Twelfth of July in their homes. Greater Shankill Partnership provided a similar service to their local residents and have been involved in the Shankill wide response to Covid19.
- Bryson/Tides have used the Bryson Fund to distribute support to those most significantly impacted by Covid19 (e.g. via gas and electric card top ups). This has strengthened relationships associated with their on-going CIT work in North Down and Lurgan.

While Delivery Partners deserve credit on the most basic level for continuing to work when the society around them largely stopped, the importance and value of this work should be widely celebrated and commended. The groups reacted in a dynamic and creative way to an incredibly difficult and unexpected task.

While Delivery Partners rallied in this way completely unselfishly, because they are very often the hub of their local area, their response has indirectly raised awareness of CIT and some groups have indicated that recruitment to their projects has increased as a consequence of their outreach.

### Branding

- Participants felt that on-going discussions related to branding was important, as it could create opportunities to expand the presence of individual projects and CIT more generally.
- The majority of participants indicated that they felt that it would have been beneficial to have had the branding in place sooner and it would now be problematic to rebrand different projects.
- It was noted that a comprehensive branding framework would be important if CIT was to continue beyond this current period of funding.

### Values

- Some participants mentioned the need to constantly reinforce the values of CIT, contained within the CIT Behaviours Framework. It was noted that this was important to maintain the unique nature of the projects being funded.
- Where the application of the values of CIT is not done appropriately, there is a risk that projects could focus and drift toward activity that would be more accurately defined as community development work.

### Language

- Participants noted that initial issues surrounding aspects of the language being used in association with CIT had largely been resolved. It was explained that the earlier promotion of terms such as 'lawfulness' had been interpreted in a pejorative context by many residents in the CIT sites – with some seeing this language as being judgemental and implying that all who lived in the area were unlawful. Furthermore, many participants felt that the emphasis had been rightly shifted toward 'building capacity', rather than 'tackling paramilitarism' outright. Delivery Partners noted the aggressive tone associated with 'tackling paramilitarism' would likely have had a negative impact on recruitment.

### Collaboration

- A number of participants felt that there was good evidence of collaboration throughout the different sites and that this interlinked working had facilitated communication and recruitment – with groups redirecting unsuccessful/unsuitable individuals from their projects to other local Delivery Partners.
- In addition to positive examples of collaboration in different geographical sites, others noted encouraging examples of cross-community workings – specifically within the Restorative Practice theme.
- Participants also felt that there were significant collaborative opportunities forthcoming that CIT should seek to develop. It was suggested that more needs to be done to better situate CIT in the same space as Urban Villages and Neighbourhood Renewal. Moreover, it was unclear to what extent CIT could further connect with the PSNI – especially as they will launch their Neighbourhood Policing Strategy in October 2020 (which will include the deployment of 400 neighbourhood officers).

Given that the CIT Theory of Change emphasizes the need to create robust and durable collaborations throughout the eight CIT sites, this feedback is very encouraging – particularly in areas where there was previously little activity of this kind. One CIT site where there was previously limited internal community capacity to confront the variety of issues discussed throughout this report was Carrickfergus and Larne. As stated in the Situational Factors section, at the inception of CIT this was an area with limited community infrastructure. The small numbers of groups that were active throughout the site were overwhelmed by the prevalence of drug addiction and related paramilitary activity. At the outset of the project, this was also an area struggling to understand how best to reconcile aspects of community expression. Despite this challenging backdrop, the following Case Study demonstrates the large amount of good work that the projects developed in association with CIT have been able to achieve – including emerging points of collaboration and progressive examples of community expression.

## Case Study 2: Emerging aspects of collaboration and positive pathways for community expression

**CIT Area: Carrickfergus and Larne**  
**Delivery Partner: Intercomm and Extern**

**Project Overview:** There is a distinct lack of significant or authoritative community-based organisations, capacity and skills in terms of community development, in both Carrickfergus and Larne. There is also a widespread feeling of alienation among local residents coupled with resistance to becoming involved in community activities, with the majority of existing community-based initiatives being driven forward by a few 'well-intentioned' individuals. The few existing community groups tend to be made up of the 'same faces' and when these individuals leave these groups, the groups in question tend to fold almost immediately as there is little 'institutional memory' to enable the groups to continue to function effectively. Historically the presence of perceived paramilitaries on the committees of community groups and organisations is believed to have discouraged other local people from participating.

**What did we do:** Intercomm manages three Communities in Transition programmes in the Carrickfergus and Larne areas - Capacity Building, Community Safety and Culture and Arts. It has branded its approach to delivering the programmes as EQUIP and is working with a range of local partners to ensure effective delivery and community engagement. The approach has enabled Intercomm to develop relationships in communities and estates across both Carrickfergus and Larne where there has been little sustained community development over the course of the past decade - areas such as Glenfield in Carrickfergus and Antiville and Craighill in Larne.

Each of the programmes has delivered a number of outcomes which have demonstrated the value of the approach and which have provided a context for long-term and sustainable community development. This is particularly relevant given the range of complex issues and dynamics which impact on any of the estates in Carrickfergus and Larne and which have contributed to those communities not benefiting from programmes in the past. All the programmes are based on delivering lasting relationships and collaboration between different groups and communities.

**EQUIP - Community Safety** has seen for the first time the development of community-led, community safety structures in both towns as well as a joint Community Engagement Partnership between the towns. Such is the impetus that has been developed through the Community Engagement Partnership, there has now been agreement that this will formally constitute in the coming month and provide a mechanism for community-led approaches to engaging with statutory agencies such as the PSNI around community safety. An awareness raising campaign around drugs and alcohol has provided an initial focus for the partnership.

**EQUIP - Capacity Building** has seen support for emerging community-based groups in both Carrickfergus and Larne, providing development support that is unavailable elsewhere and that will enable the groups to progress through initial strategy and visioning to project delivery. The Carrickfergus Development Group, for example has helped to bring a cohesive voice to a number of areas in Carrickfergus such as Glenfield. The development of a Social Action Project re-imaging proposal will help the group to visibly demonstrate change in the Glenfield area and engage the community more widely.

**EQUIP - Culture and Arts** has provided an opportunity for a range of groups to work together to develop proposals that will support local people to understand and access culture in different ways. This includes a programme of work between groups such as Dalriada, Crag Fergus and Larne and District Great War Society to explore the complexity of local culture, its diverse influences, and to share this more widely. Alongside to programming relating to culture and heritage, groups are also exploring how they can stage larger scale events that will enable local people to access programming that would normally be financially prohibitive.

**Other Area based examples of collaboration and progressive pathways for cultural expression:**

- North Down: NI Alternatives, Bryson/Tides and My Uhub are developing referral pathways between their participants, undertaking joint meetings/activities to identify how to best support those involved in their projects.
- Lurgan: Copius and CRJI are working together to link Community Safety, Restorative Practice, Health and Wellbeing, Area Regeneration and ex-prisoner projects.
- Derry/Londonderry: Referral pathways are being made to the Arts and Culture project (Gasyard) from the Health and Wellbeing Project active in the area.
- Wider collaboration on a Programme level: Education Authority are supporting placements for the Extern Derry employability project.

**Other Thematic based examples of collaboration and progressive pathways for cultural expression:**

- Arts and Culture: Intercomm and Greater Shankill Partnership are collaborating on the development of a cultural celebration resource via their Arts and culture projects.
- Health and Wellbeing: Representatives from West Belfast Health and Wellbeing project are in conversations with My UHub to potentially avail of their counselling interventions. Furthermore, Copius have also discussed an opportunity for collaboration with UHub regarding how best to support and manage befrienders on the Lurgan Health and Wellbeing project.
- Community Safety – the projects active in North Down and Shankill are facilitating site visits to one another, to identify aspects of good practice and points of learning.



### Management

- While TEO and CI staff were generally well liked by the majority of participants, some participants felt that there was some overlap in the roles currently being undertaken by the two organisations. Groups initially understood that they should go to CI when they had issues surrounding the management of their contract, but often now feel that TEO offer similar oversight of their activity and plans.
- Participants were divided over the value of the monthly area and bi-monthly thematic sessions. Some felt that they had helped encourage collaboration across themes and specifically in geographical sites. Others indicated that while there was value in the area meetings, the lack of familiarity between groups in the thematic sessions often led to attendees over-hyping their progress or seeming withdrawn and unwilling to share their experiences.
- It was suggested that the sessions can sometimes lack creativity or energy – it was noted this may be because they are often organised like a formal business meeting, rather than a facilitated workshop or interactive session.
- Some participants suggested that the composition of those attending the sessions can be unusual – at times there can be more representatives from CI and TEO than from the Delivery Partners.
- Some participants felt that the tight timeframe of the programme had created a large amount of pressure on CI and TEO staff to identify outcomes, this pressure was subsequently being applied to Delivery Partners in a number of instances.
- It was also suggested that sometimes queries put to CI then need to go to TEO, which creates a slow format.

### Success

- When participants were asked to indicate what CIT could achieve or what would be considered as success, they struggled to give specific examples.
- It was suggested by a number of participants that the CIT Project Board, CI and TEO likely have different on-going objectives for the programme. Those who indicated this perspective, observed that such a situation will likely cause problems in the future regarding how the impact of the programme should be measured.
- Despite the apparent ambiguity, this Report points to a large amount of encouraging and positive activity, including emerging collaborations and develop capacity in areas with very little community infrastructure. It was also noted that the decision to focus on building the capacity of Delivery Partners was another important component of the on-going value of CIT – e.g. funding could have been allocated to existing external agencies to develop certain aspects of the programme, but by funding community organisations to deliver activity, the capacity of these groups will be increased to deal with similar matters in the future. The emphasis is on supporting the creation of a local response to a local problem, where resident community groups have a specialised knowledge of their area and intimate relationship with residents. This seems especially key, given the sensitive and complicated nature of work developed in association with CIT – empowering local partners helps create an impression that the aim is to develop a statutory and community response. The following quotes further emphasizes this progress:

**“We recognised we had a problem, but we didn’t know where to start. This project provides an opportunity to bring this so much further than we would have got without it.”**

#### **Participant L – Delivery Partner**

**“CIT provides a unique opportunity to for us all to create safer, shared and confident communities. A destination decided by local residents, which aims to empower local residents to create safe, community, tolerant and responsive communities.”**

#### **Participant M – Delivery Partner**

**“The consultation process was clunky, but there is no doubt that resulting projects are community led. If they manage to have further traction, and that would be the expectation, then we could see a step change in community attitudes toward a range of issues, including: the rule of law, restorative practice and policing.”**

#### **Participant N – Statutory Body**

- Participants felt that more should be done to promote the good work currently underway – this will help facilitate more awareness of CIT, build the confidence of Delivery Partners and support recruitment.
- It was largely suggested that where Delivery Partners were based in their respective site and demonstrated a longstanding relationship with the surrounding community, progress had generally been smoother – particularly in relation to recruitment. It was indicated that regional bodies likely needed more time to develop a relationship with their respective site.
- It was stressed by a number of participants that the degree to which projects had been successful should be associated with the established capacity in each site – e.g. it was noted that the community infrastructure in Carrick and Larne is substantially weaker than some areas of Belfast, so progress will need to be measured in a different manner.
- It was also indicated some themes also likely need more time to build momentum than others.

## **Analysis of Emerging Quantitative Data**

In the majority of the interviews and focus groups developed for this Review, there was a considerable amount of credit given to Delivery Partners for the work they have carried out to date. Data obtained from the collection of the first quarter of OBA data September 2020 demonstrates that a significant volume of work has indeed taken place – see Figures 8 and 9 (See Appendix 3 for a further breakdown of OBA data):

Figure 8: Area Overview – Progress to 30th June 2020.

	Carrick and Larne	Derry	East Belfast	Lurgan	North Belfast	North Down	Shankill	West Belfast	Overall
# of organisations engaged	45	41	49	49	9	35	69	87	384
# of participants recruited	66	72	45	44	30	76	91	127	551
# of organisations working collaboratively	15	29	14	25	9	44	14	36	186
# of volunteers recruited	32	16	22	14	n/a	31	20	119	254

Figure 9: Thematic Overview – Progress to 30th June 2020.

	Arts and Culture	Capacity Building	Community Safety	Employability	Health and Wellbeing	Area Regeneration	Restorative Practice	Overall
# of organisations engaged	38	69	66	n/a	118	14	79	384
# of participants recruited	83	n/a	34	20	164	14	236	551
# of organisations working collaboratively	30	n/a	28	n/a	35	14	79	186
# of volunteers recruited	n/a	n/a	84	n/a	170	n/a	n/a	254

This diverse body of work reinforces the sense that Delivery Partners deserve considerable credit for their work to date, especially given the complex backdrop that Covid19 has provided. Recruitment has been particularly impressive in West Belfast where 87 groups and 127 individual participants are now in place at 30th June 2020. This area also has 36 organisations working collaboratively and 119 volunteers active in the area.

Delivery Partners working in the Restorative Justice and the Health and Wellbeing themes have also submitted very encouraging numbers for the same quarter. There are 118 organisations, 164 individual participants, 35 groups working collaboratively and 170 volunteers involved in the Health and Wellbeing theme. There are 79 organisations, 236 individual participants and 79 groups working collaboratively within the Restorative Practice theme.

As stated, Delivery Partners have completed a large amount of encouraging work to date – especially impressive, given that the majority had to adapt aspects of their methodology as a consequence of Covid19 and Lockdown. There is, however, clearly varying levels of progress across the Geographical Sites and Thematic Groups. This point likely needs further review when considering how best to consider how a version of CIT could be deployed in the future. This is a complicated process as the value of the different projects commissioned also varies, as does the size of the geographical area, so it understandable that Delivery Partners with smaller budgets will have more modest objectives than those who were awarded the largest CIT contracts. There is clear distinction that needs to be made when considering which projects are doing ‘best’ – it is not simply about volume of work, but also the impact of this work.

## Discussion

As it may have been expected, given that CIT is in the middle of the deployment of this complex Delivery Phase that involves the coordination of a large number of partners and participants, there were a significant number of comments and opinions on how this process should best be delivered.

Feedback from participants involved in the interviews and focus groups that facilitated this Review were often very positive about the on-going work associated with CIT, but they also identified areas where improvements could be made and projected challenges that the programme may encounter as it moves forward.

As stated here and evidenced throughout this document, there is a large body of dynamic and productive work developing across the CIT projects. Delivery Partners have created additional services and better signposting in areas where residents may be vulnerable or unsure who to contact about a local or personal issue. They have also developed platforms for engagement and planning in areas where there has traditionally been little community infrastructure – this is particularly impressive when we review the dearth of structures in some areas, which were identified in the Situational Factors section. Furthermore, Delivery Partners have been widely credited working creatively and quickly to support their local areas during the Covid19 pandemic. Moreover, the TEO and CIT consortium have gathered credit for the development of projects that reflect the needs of the areas targeted and for their support in enabling Delivery Partners to remodel aspects of their methodology to enable their work to continue in some form during lockdown.

As ever in projects of this scale, there are also points of learning and areas for improvement. Some of these are related to the on-going management of the programme, while others are more orientated toward the conceptual framing of CIT. In terms of the management of the programme, participants made some practical recommendations that may further support Delivery Partners and CIT more broadly, these included:

A clearer definition of the roles and responsibilities that TEO and the CIT consortium are responsible for (to avoid points of overlap) and a sense that area and thematic meetings could be delivered in a more dynamic manner (where groups are supported to consider future opportunities for collaboration and to consider how best to share evidence of good practice). The successful application of these measures will likely help support the day-to-day delivery of CIT and its associated projects, while successfully resolving the conceptual issues, discussed elsewhere in this chapter, is more likely to help shape the priorities and language surrounding the programme moving forward.

Where participants have suggested that different stakeholders may have different definitions for the success of CIT, this can be problematic, as success can then become subjective and/or hard to measure. This divergence in opinion can likely be traced to on-going tension regarding the emphasis that the programme should place on dealing with groups with alleged links to paramilitarism. In this instance, some stakeholders believe that the projects should be more explicit about the purpose of their work, while CIT as a whole should be more strategically engaging groups of this kind. For others, these seem like unrealistic tasks that would place Delivery Partners at risk and misses the point of needing to build confidence and resilience in key areas, thus closing the space in which paramilitaries work.

It may be that judging the tone of CIT to date is unfair or premature – the themes being delivered so far have clearly produced a variety of work that can help support and promote transition, but there are two further themes that have yet to be still fully launched – ‘Young People’ and ‘Personal Transition’. These themes have taken longer than others to become fully developed, likely because they are the most challenging of the themes to design and deliver. If projects emerging from these themes can successfully interact with vulnerable individuals trying to transition away from paramilitary organisations, then they may help situate CIT in exactly the right policy dynamic. Alternatively, in situations where the implementation of these themes is considered to be difficult or comparable activity is already underway within another theme, it should be explained how people who fit into these categories will be identified and supported.

It should of course be reiterated that this phase of delivery has been carried out in a period during which Covid19 has had an unprecedented impact on the way in which we all typically engage with our surrounding area and compose our daily routines. With this in mind, the number of individual participants and participating groups involved across the collection of CIT projects is incredibly impressive. Delivery Partners deserve enormous credit for this recruitment, while CI and TEO staff have also successfully encouraged and fostered collaboration throughout a number of areas and themes. The potential for further progress of this kind could also be supported by the presence of locally based TEO facilitators, who have taken up offices throughout the eight CIT sites, with the aim of supporting Delivery Partners and developing the wider presence and awareness of CIT. It had originally been hoped that the facilitators would have been deployed in the CIT areas at the beginning of this phase of delivery, but were prevented from doing so by the March Covid-19 Lockdown– demonstrating that despite considerable progress they still have not yet been able to operate as they would have liked.

Although different strategic and operational issues were identified in the interviews and focus groups composed for this Review, there is clearly a large amount of varied and valuable work being developed. Furthermore, if definitional issues related to success and evaluative challenges associated with the programme’s values can be further discussed and specified, then there is the potential for further progress in the second half of this particular period of funding – which will be considered in more detail in the next chapter, Future Planning.

# Chapter 4: Future Planning

- Overview
- Feedback on Qualitative Engagement
- Analysis of Emerging Quantitative Data
- Discussion

## Overview

In July 2020, the Northern Ireland Executive endorsed proposals for Phase 2 of the Tackling Paramilitarism Programme, contained within 'Tackling Paramilitarism Activity, Criminality and Organised Crime: An Interim review and next steps for delivery of the Executive Action Plan', subject to funding being available. The review considered progress made to date, against delivery of the commitments made through the Executive Action plan to Tackle Paramilitarism, Criminality and Organised Crime.

Key themes to underpin progress identified were:

- The need for action to tackle inequality and build on community strengths through the wider Programme for Government.
- Clarifying and delivering against key programme concepts – lawfulness and transition (both personal and organisational).
- Strengthening and widening collaborative approaches developed during Phase 1.
- Enabling transformational change and measurement of impact through adoption of a benefits management approach.
- Review of the language and tone utilised by the programme in the context of the desired outcome and benefits of the programme.

In keeping with an 'assets-based approach' to community development and recognising the fact that the programme is charged with tackling not just paramilitary activity, but also the associated criminality and organised crime, the review recommended the adoption of the following single over-arching Programme outcome:

### **Safer Communities, resilient to paramilitarism, criminality and coercive control.**

The review recommended that activity under the programme be reorganised into two workstreams (as opposed to the four currently used), linking to two end benefits:

- People and communities are safe from the harm caused by paramilitarism.
- People and communities are more resilient to paramilitary influence and involvement in paramilitarism, criminality and organised crime.

The review does not include a specific commitment to continue the Communities in Transition project but does include a commitment to supporting community-based initiatives that mirror activity currently underway through CIT projects. The review also recommends new initiatives which could be taken forward under a second phase of CIT, including: Developing and rolling out training for people and organisations to enable identification of, and support for, individuals and families vulnerable to paramilitary recruitment and harm and; Developing proposals that build on pilot projects such as participatory budgeting and 'citizens assemblies' to enhance community participation and capacity in places with high levels of coercive control.

The current funding period expires on 31st March 2021. It is anticipated that once funding is confirmed, Phase 2 of the Tackling Paramilitarism Programme will commence on 1st April 2021.

## Feedback on Qualitative Engagement

The following section identifies the key themes that emerged for those who participated in the interviews and focus groups that facilitated this Review, when discussing how CIT might be developed beyond this particular period of funding:

### Established capacity and awareness

A large number of participants viewed the current period of funding as a type of pilot phase, which had enabled groups to integrate themselves into their community and create a platform for further work of this kind, if additional funding was made available. Several representatives from the different Delivery Partners involved in the interviews and focus groups, stressed their interest in continuing their work into another phase and emphasized the progress they felt that CIT was making – specifically in relation to building the awareness of the different projects currently being funded. It was suggested that the emerging awareness of CIT was an asset that could help facilitate work and recruitment in a further phase of the programme. It was also noted that a large amount of good practice had been established in this phase of delivery, which were points of learning that could be shared to help facilitate progress throughout all of the projects currently being funded by CIT.

**“This phase has allowed us to establish ourselves and the programme in the local area. The next phase should be about upscaling activity and increasing our impact.”**

### **Participant O – Delivery Partner**

**“We definitely want the programme to continue and we are very keen to maintain our work. We’re in a great position now and it would be shame if we aren’t able to push on.”**

### **Participant P – Deliver Partner**

It was suggested that Delivery Partners are now better equipped to apply for further funding and can demonstrate expanded networks and contacts.

There was some concern about the impact another tender process would have on Delivery Partners, if this was required for a further version of CIT. It was noted that groups had amended aspects of their structure, including recruiting project personnel, and another tender process might force them to reverse changes made and lose staff who are now settling into their respective roles on the programme. There was also a risk that staff on short-term contracts associated with the programme might look for opportunities elsewhere, if they found out that another tender process was required. There was a further risk that their replacement may not have the same capacity or commitment to the programme and would likely need time to settle in.

**“We have restructured our organisation and employed people to be directly involved in the project. They’re doing great, but if we cannot guarantee their future employment, they’ll look elsewhere. If we lose them and then find out the programme is continuing, we’ll obviously have to start all over again with someone else.”**

### **Participant Q – Delivery Partner**

**“As the programme hopefully moves forward, communication is key – to ensure every Delivery Partner has the right and up-to-date information... and to ensure everyone feels as one in striving to achieve a very challenging objective.”**

### **Participant R – Statutory Body**

### Reputational Risk

A number of participants involved in the delivery of the programme indicated that they have put their reputations at risk by promoting the programme and it could be very damaging to them and the statutory bodies involved, if further funding was not made available.

**“I feel that I put myself at risk by supporting the programme in its early stages. Other people also took the same risks. If the programme were to be scrapped now, I would look like a fool. I’d be very angry and many in the local area would feel betrayed.”**

### **Participant S – Delivery Partner**

**“I think we always need to remind ourselves that Delivery Partners are our colleagues and these colleagues directly interface with their community with more regularity than we do. This offers them an advantage that we don’t have, in terms of access, but it also creates an increased risk for them and it’s so important that they know we have their back in this regard. If they face abuse or other challenges of this kind, we want them to feel as though that we are there to support them in whatever way we can.”**

### **Participant T – Statutory Body**

Participants also indicated that if the programme fails to deliver its array of projects in a successful manner, this could cause problems for different aspects of any future version/ phase of CIT (specifically in relation to recruitment).

## **Analysis of Emerging Quantitative Data**

When considering how best a potential future version of CIT could be composed, the emerging data from the Baseline Survey identifies a number of issues that might make decisive improvements within each of the eight CIT sites – 92.8% agreed or strongly agreed that they would want more activities for local young people, 79.8% agreed or strongly agreed that they would want changes to their physical environment (and 47.5% agreed or strongly agreed that they want to see the removal of paramilitary symbols (including murals and flags). Moreover, 83.2% agreed or strongly agreed that residents wanted more say in what happened in their area – restating the value of the participation based approach adopted by the programme.

## **Discussion**

Those who participated in interviews and focus groups developed for this Review, suggested that this Phase of work has created a number of potential opportunities for how to take CIT forward in the future. It was noted that this period of funding has enabled groups to create an infrastructure within which they have been to develop their work and a platform from which they can build up an awareness of CIT – an asset that could be further developed in a future version of CIT. Moreover, it was emphasized that good practice associated with the programme (identified elsewhere in this Review) should be shared and promoted throughout CIT projects in an effort to facilitate further progress in the future.

# Recommendations

## Overview

This Review has reflected on the extensive Consultation Phase undertaken by those involved in the delivery of CIT, before considering how ideas and issues emerging from this period of time were captured in the Tender Process. The volume of work involved at this stage demonstrates a clear commitment to creating a diverse and impactful range of projects that were deployed in the Delivery Phase. The Delivery Phase is currently on-going and it was suggested in the interviews and focus groups organised for the purpose of this Review that there is a large amount of good work being developed throughout the CIT programme – this includes the successful application of a community based approach that offers a platform for more focused/controversial work moving forward. There are also potential points of learning that could be applied to CIT, particularly if the programme were extended beyond this period of funding. The Future Planning section of this document also considered key points of information that should be considered regarding how best to continue the good work already established by CIT projects, while seeking opportunities for improvement and development.

It should be recognised that this report comes at a time when it would be inappropriate to make decisive assessments about the different projects funded by CIT, as some Delivery Partners had longer lead-in times than others and Covid19 has had more impact on the methodologies of different projects. However, as stated, there is an opportunity to take stock of work to date, when considering how best to move forward.

Moreover, the timing this Review coincides with the appointment of a new Justice Minister and the return of the NI Executive. Both offer an opportunity to reflect on how best CIT might be best situated in a policy context moving forward.

As stated earlier in this report, this document will conclude with a series of programme and project level recommendations. These recommendations are intended to be constructive and reflective of what has been covered elsewhere in this Report.

## Operational Challenges

There have already been references throughout this Report to points of learning that should be applied to any future version of CIT – including the need to:

- Develop clearer guidance for Delivery Partners relating to how participants should be selected and vetted.
- Create clear communications and branding guidance.
- Understand that the eight core CIT sites need to be treated with some degree of flexibility, to enable Delivery Partners to address issues that impact on their areas, but that may not fit neatly into the original specification of the site they are working in. It was also recognised that element of fluidity must also be applied to sites that capture more than one location – e.g. it became increasingly clear during the Short-Term Actions that if there was an issue emerging in Carrickfergus, it did not necessarily mean that the same problem would be evident in Larne (the same leaning could be applied to Drumgask and Kilwilkie etc).
- Accept that organisations already embedded in communities were likely to have more initial success than those who may be new to an area. Consequently, it is important to evaluate progress carefully and to accept some projects may need more time to establish themselves in their respective site.
- Recognise that supporting partner organisations to have time to properly organise and implement their methodology is important. Rather than seeking to have a quick

impact that may not be sustainable, provide partners the space and support to fully define their plans and approaches.

These points were largely raised after reviewing the Short-Term Actions that preceded the main body of delivery work, but they remain relevant and the future application of these measures will help promote good practice and key CIT principles. Moreover, the current period of delivery has also produced additional issues that need further consideration to help facilitate further progress within the projects funded by CIT, this included the need to:

- Develop a clear distinction of the duties that the TEO policy team and CIT consortium are responsible for, to avoid any risk of duplication and to give Delivery Partners a clear support structure.
- Produce area and regional meetings with Delivery Partners that better facilitate collaboration and evidence of good practice.

These are all key issues that if properly addressed will help facilitate the successful development of CIT and its collection of projects. While important, these points of learning are also known to the majority of those affiliated with CIT and the authors are aware of encouraging activity that is underway to tackle these issues. As a consequence, we do not feel that offering detailed advice on how to manage change related to these matters is necessary, though this activity is clearly important. Instead, the authors wish to complete this Review by reflecting on some of the conceptual issues that appeared in Chapter 3 and elsewhere in this Review. We feel that is important to conclude in this manner, as these are strategic issues that are likely to affect the future development and tone of CIT.

## Conceptual Issues

As stated earlier in this Report, there is some degree of discourse regarding how best to frame CIT on a conceptual level – should it continue to focus on building capacity within its eight core sites or seek to more deliberately confront organisations with alleged paramilitary links? Moreover, if was a further version of CIT, how to the current projects, themes and sites fit? Especially as so much has changed politically and socially since the Delivery Phase commenced. The authors feel that the following suggestions are reflective of what has been displayed throughout this Report – they are intended to be logical and achievable recommendations that if applied, could successfully help shape the remaining period of funding currently available and contribute to the future design of a further phase of CIT:

1. Rather than deliberating further about whether CIT should take a sharper approach to groups with alleged paramilitary links, in favour of the current approach of building capacity in areas in need of transition, it could be that the further development of the 'Personal Transition' and 'Young People' themes will help successfully situate CIT somewhere within these two extremes – thereby continuing the important work emerging in other themes, but also offering further opportunity to support transition in other ways. Alternately, it could be determined how the needs of those identified fall within these two particular themes could be better embedded within the existing work already underway.
2. Organise simple and clear language around the programme that complements forthcoming branding and identifies a clear message of what CIT is aiming to achieve and how it will achieve it – specifically focusing on what makes the programme different to comparable funding streams. A clear and simple narrative needs to underpin CIT. This narrative needs to complement a coherent benefits framework, which aligns with the wider Tackling Paramilitarism Programme agenda.

3. Reflect on site selection and consider if these are the areas that remain pivotal to achieving the programme's objectives. Some Home Office UK programmes have adopted area specific approaches as well, but their framework allows for areas to be rested during periods when other sites need to be included – this enables a more fluid methodology and should be considered as a potential means for dealing with areas that currently sit outside of the CIT sites, but are suffering increasingly concerning criminal activity associated with paramilitary groups (e.g. Newtownards). Furthermore, it should also be considered to what extent the current themes and associated projects still fit within the remit and objectives of CIT, if further funding was available. In this instance, it is also important that CIT continues to engage with Delivery Partners who are passionate about making a difference in their area. So far, the bulk of Delivery Partners understand the remit of CIT and want to achieve significant change in their area via their relevant project, but it is important that they are able to assist individual participants and/or participating groups to understand how their involvement is creating a platform for locally based transition. This interlinks with the CIT Behaviours Framework, designed to ensure that Delivery Partners act in an ethical and appropriate manner when undertaking activities associated with CIT.

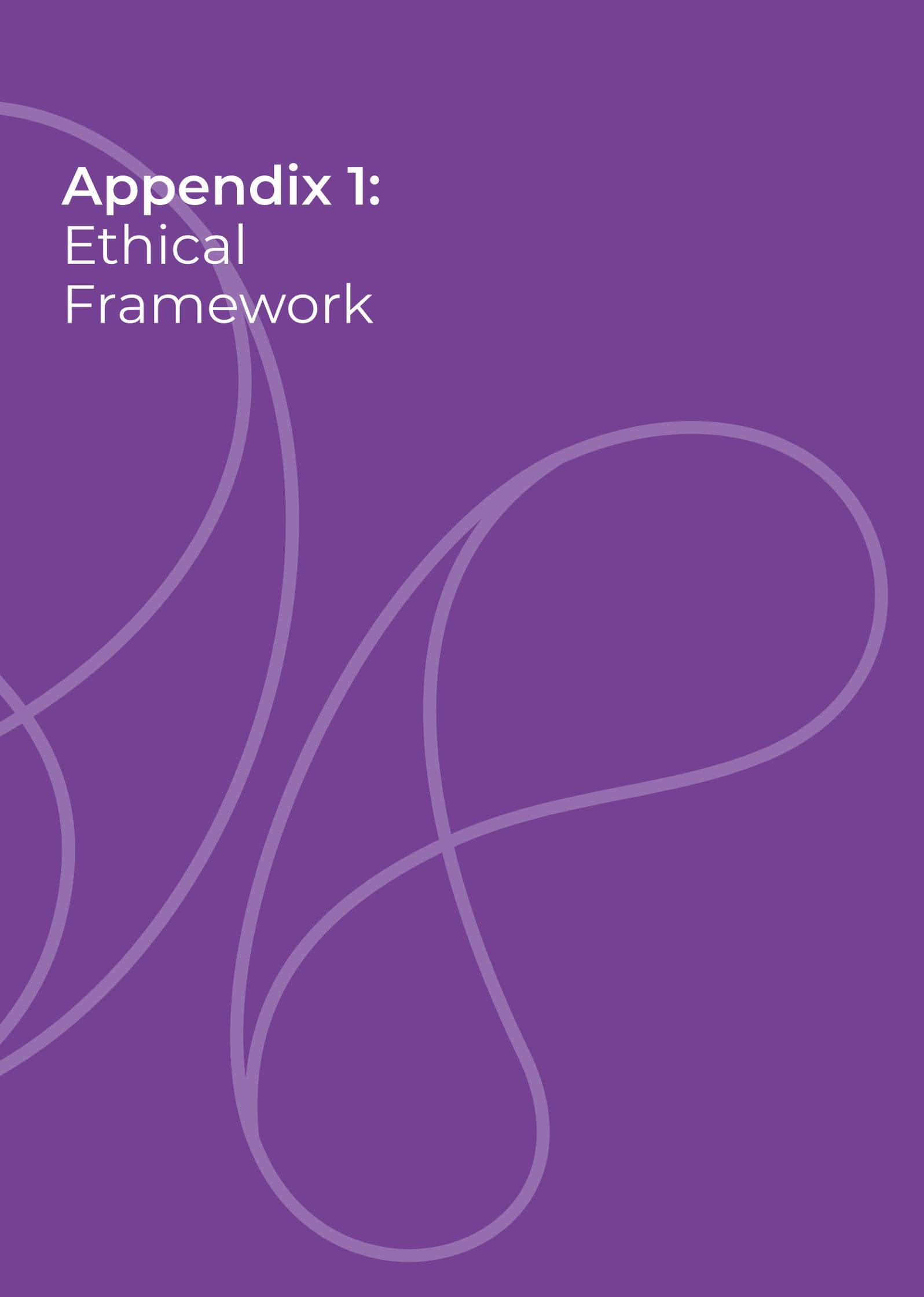
## Conclusion

While the number of recommendations made in this section may provoke some concern about the overall efficiency and capacity of this programme, it is to be anticipated that a programme of this scale, that funds multiple projects across different geographical sites, will likely generate different points of learning about how to best facilitate delivery in the future. With this in mind, the authors of this report wish to re-emphasize the large amount of positive work and emerging aspects of good practice that have been covered elsewhere in this report, before indicating their support for the continuation of CIT beyond this period of funding – particularly where the stated recommendations can be applied successfully.

This is a complex programme that is dealing with a sensitive subject matter. Work of this kind is never easy, but it is important. Moreover, it seems that a number of projects being developed in association with CIT are beginning to have a significant influence on their surrounding community and are supporting individuals who wish to promote successful transition in their local area. In this regard, it seems strategically important to continue to support these groups and individuals, who have often put themselves at risk by aligning themselves with the programme.

The challenge undertaken by those involved in CIT is an enormously complicated one, underpinned by different historical narratives and on-going social and political debate. In isolation, it seems unlikely that CIT alone will be able resolve all of the relevant issues and problems, but it can have a significant impact on empowering communities and individuals to support and promote transition within their local area and throughout the region.

# Appendix 1: Ethical Framework

The background of the page is a solid, deep purple. Overlaid on this background are several large, overlapping, hand-drawn style shapes in a lighter, lavender-purple color. These shapes include circles, ovals, and irregular loops that intersect and overlap each other, creating a sense of movement and depth. The overall aesthetic is modern and clean.

# Participant Information Sheet

**Title of Study** Communities In Transition: Mid-Term Review

## Invitation Paragraph

The following set of questions form an important part of an evaluation of the Communities in Transition programme. You will be asked about your current level of community engagement and for your views about different issues that may be present in your area.

Please read this information sheet at your leisure and contact me if you have any questions.

### 1. What is the study about?

We are working with the Executive Office NI to evaluate their Communities in Transition programme. The programme aims to build capacity in eight geographic communities that are significantly impacted by paramilitarism, criminality and organised crime.

### 2. What is my motivation to do this research?

Your participation will help identify emerging aspects of the programme that could support its continuation beyond February 2021.

### 3. What is going to come out of this?

A robust assessment of the programme will be developed by this evaluation.

### 4. Will your taking part in this study be kept confidential?

We will ensure that the identity of participants are appropriately anonymised within our final report. All aspects of their identity and associated views about the programme will be stored confidentially.

### 5. What if you are not happy with any aspect of the study?

If you are unhappy with any aspect of the study (including reconsidering your wish to be involved), please contact Dr Brendan Sturgeon of Queen's University Belfast [b.sturgeon@qub.ac.uk](mailto:b.sturgeon@qub.ac.uk).

### 6. Who has reviewed the research?

The content of this survey has been developed in consultation with The Executive Office NI and Delivery Partners working on the Communities In Transition programme.

### 7. What if you want to make a complaint?

If you have any concerns about the design or delivery of this programme, please contact the Principal Investigator, Professor Dominic Bryan – [d.bryan@qub.ac.uk](mailto:d.bryan@qub.ac.uk).

**Researchers Contact Details: Dr Brendan Sturgeon of Queen's University Belfast**  
[b.sturgeon@qub.ac.uk](mailto:b.sturgeon@qub.ac.uk).

# Appendix 2: Baseline Survey



The following questionnaire forms an important part of an evaluation of the Communities in Transition programme. It will ask you a series of questions about your current level of community engagement and for your views about different issues that may be present in your area.

The reason why this is described as a 'Baseline' Survey, is because we will also run an 'Exit' Survey at the end of the programme – so we are interested in both your views now and when the programme is complete. By assessing if participants' views have changed, we will be able to get an insight into the impact of the project(s) you have been involved in.

We appreciate that you may have some questions about what will happen to the information you submit. Your details will be confidentially stored by Cooperation Ireland and will be shared with Queen's University Belfast and The Executive Office NI for the purposes of the evaluation. We will assign you a unique ID number, which will be used to identify your individual level of participation and to protect your privacy. All data will be carefully screened to remove information that might identify individual participants – we do this in line with GDPR regulations. At the completion of the programme, all data will be securely destroyed.

If you complete the survey, you may withdraw your information at any time, by contacting Dr Brendan Sturgeon of Queen's University Belfast – 07849105798 or [b.sturgeon@qub.ac.uk](mailto:b.sturgeon@qub.ac.uk).

It was initially envisaged that this survey would be in paper form and participants would complete it on the site of their relevant project. Given the circumstances surrounding Covid 19, we have moved to this on-line format – should you encounter any issues or wish to ask any questions about this change of approach, please contact Dr Sturgeon on the details listed above.

We recognize that some individuals are involved in multiple projects, but we are only asking you to complete one survey. We do though ask if you can indicate all the projects you are involved, if you participate in more than one.

**Please tick if you agree:**

I agree that the information I provide can be used to evaluate the project I am participating in and the programme overall.

**Please tick if you agree:**

I agree that my anonymized data can be shared amongst the programme partners (The Executive Office NI, Co-operation Ireland and Queen's University Belfast) for future peace-building and academic purposes.

**Section 1: The questions in this section are about your community. We want to get a sense of how involved you are in your area and the type of organisations you engage with.**

**1.1** How often do you normally volunteer or help out in your local area?  
(Please tick one of the following)

- Daily
- Weekly
- Monthly
- Yearly
- Never

**1.2** Thinking about your involvement in your local area, to what extent are involved with the following bodies? (Please tick one box per row)

	I attend events organised by organisations of this kind	I volunteer in an organisation of this kind	I am an official member of an organisation of this kind	I have no involvement at all with any organisation of this kind
Local School				
Local Religious organisation				
Local Sports Club				
Local community organisation				

November 2020

**Section 2: The questions in this section are about how you cope with different challenges you may encounter in your daily life.**

**2.1** Please read the following five statements and indicate to what extent you agree or disagree with each of them? (Please tick one box per row)

	Strongly disagree	Tend to disagree	Neither agree nor disagree	Tend to agree	Strongly agree
I can always manage to solve difficult problems if I try hard enough					
I am confident that I could deal efficiently with unexpected events					
I can remain calm when facing difficulties because I can rely on my coping abilities					
When I am confronted with a problem, I can usually find several solutions					
No matter what comes my way, I'm usually able to handle it					

**2.2** Overall, how satisfied are you with life nowadays? (Please tick one of the following on a scale of 0 to 10, where 0 is 'not at all' and 10 is 'completely')

Not at all	0	1	2	3	4	5	6	7	8	9	10	Completely
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**2.3** Please read the following five statements and indicate to what extent you agree or disagree with each of them? (Please tick one box per row)

	Strongly disagree	Tend to disagree	Neither agree nor disagree	Tend to agree	Strongly agree
I am in control of my life					
If I take the right steps, I can avoid problems					
Most things that affect my life happen by accident					
If it's meant to be, I will be successful					
I can only do what people in my life want me to do					

November 2020

**Section 3: The questions in this section are aimed at gaining a sense of how safe or unsafe you feel in your local area.**

**3.1** Please read the following options. To what extent do you agree or disagree that they are problems in your local area? (Please tick one box per row)

	Strongly disagree	Tend to disagree	Neither agree nor disagree	Tend to agree	Strongly agree
Anti-Social Behaviour (e.g. Noise nuisance, graffiti, vandalism)					
Common crime (e.g. robbery, car crime)					
Crime associated with gangs or paramilitary groups (e.g. intimidation, drug dealing, money lending)					
Cross-community violence (e.g. interface violence)					

**3.2** How likely or unlikely would be to approach the following if you had a concern (e.g. anti-social behaviour, drug dealing) about an incident in your local area?  
 (Please tick one box per row)

	Very likely	Likely	Neither likely, nor unlikely	Unlikely	Very likely
Family member					
Friend					
Local community worker					
Local political representative					
Local church representative					
Individual with an alleged link to a paramilitary organisation					
PSNI officer					
Representative from relevant statutory body (e.g. Belfast City Council)					

November 2020

**3.3** The following statements are about community safety in your local area. How strongly do you agree or disagree with each of them? (Please tick one box per row)

	Strongly disagree	Tend to disagree	Neither agree nor disagree	Tend to agree	Strongly agree
I feel that there is a strong sense of community in this area					
I feel safe in this area					
I feel protected by the rule of law and justice system					
I respect the criminal justice system (including PSNI, courts and the youth justice system)					
I feel confident reporting incidents of crime to the PSNI					
I have the skills to help change things for the better in my community					
I know a lot about issues and problems in my local area					
I feel I have an influence when it comes to decisions about my local area					
I would know how to go about dealing with a problem in my local area if I wanted to					

**3.4** To what extent do you agree or disagree the following would help people in your local area feel safer in the future? (Please tick one per row)

	Strongly disagree	Disagree	Neither agree nor disagree	Tend to agree	Strongly agree
More activities for local young people					
Changes to the physical environment (e.g. alleygating, extra streetlighting)					
Removal of paramilitary symbols (e.g. murals, flags)					
Residents having more say in what happens in the area					
Improved relationships between local residents and PSNI					
Improved relationships between local residents and relevant statutory bodies					
More people volunteering in local community organisations					
More political leadership					
I would know how to go about dealing with a problem in my local area if I wanted to					

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**Section 4: The question in this section is aimed at gaining a sense of what you hope to get out your participation in this programme.**

**4.1** Thinking about your involvement in this programme, how strongly do you agree or disagree with the following statements? (Please tick box per row)

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Neither agree nor disagree</b>	<b>Tend to agree</b>	<b>Strongly agree</b>
I hope this programme enables me to get an opportunity to become more involved in my area					
I hope this programme leads to improved community safety in my area					
I hope this programme helps me to develop new skills that will be useful in the future					
I hope this programme develops my confidence					
I hope this programme helps me to make new links and contacts in my area					
I hope this programme enables me to identify who I should approach if I have concerns about issues in my area					
More people volunteering in local community organisations					
More political leadership					
I would know how to go about dealing with a problem in my local area if I wanted to					

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**Section 5: The questions in this section are about you. We want to get a sense of your background and demographic profile.**

**5.1** What is your age? (Please tick one of the following)

16-19		20-24		25-29		30-34		35-39		40-44		45-49		50-54	
55-59		60-64		65-69		70-74		75-79		80-84		85+			

**5.2** What is your sex? (Please tick one of the following)

Male		Female		Other		If Other, please specify:
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**5.3** What is your employment status? (Please tick one of the following)

Employed/permanent		Self-employed		Unemployed		Retired	
Employed/temporary		Full-time student		Volunteer		Home maker	

**5.4** What is your highest level of qualification? (Please tick one of the following)

GCSE		A-Level/AS level		Degree	
None of the above		Other		If 'Other', please specify (e.g. apprenticeship, OCN, NVQ):	

**5.5** What is your legal marital status? (Please tick one of the following)

Single (that is never married or in a civil partnership)		Married		Separately, but still legally married	
Divorced		Widowed		In a civil partnership	
Separated, but still legally in a civil partnership		Formerly in a civil partnership which is now legally dissolved		Surviving partner from a civil partnership	

**5.6** What is your sexual orientation? (Please tick on of the following)

To someone of a different sex		To someone of the same sex	
To someone of either sex		Prefer not to say	

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**5.7** Do you have any caring responsibilities (e.g. child, elderly family member)? (Please tick one of the following)

No  Yes

If 'Yes', please specify: \_\_\_\_\_

**5.8** Do you feel that you have a disability that impacts on your day to day life? (Please tick one of the following)

No  Yes

**5.9** To what ethnic group do you belong? (Please tick one of the following)

White		Irish Traveller		Mixed		Asian		Black		Other	
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**5.10** What is your religion? (Please tick one of the following)

No religion		Catholic		Presbyterian		Church of Ireland	
Methodist		Baptist		Free Presbyterian		Brethren	
Protestant		Christian		Buddhist		Hindu	
Other: .....		Other: .....					
Jewish		Muslim		Sikh		Any other religion Please specify: .....	

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**5.11** Generally speaking, do you think of yourself as a unionist, nationalist or neither? (Please tick one of the following)

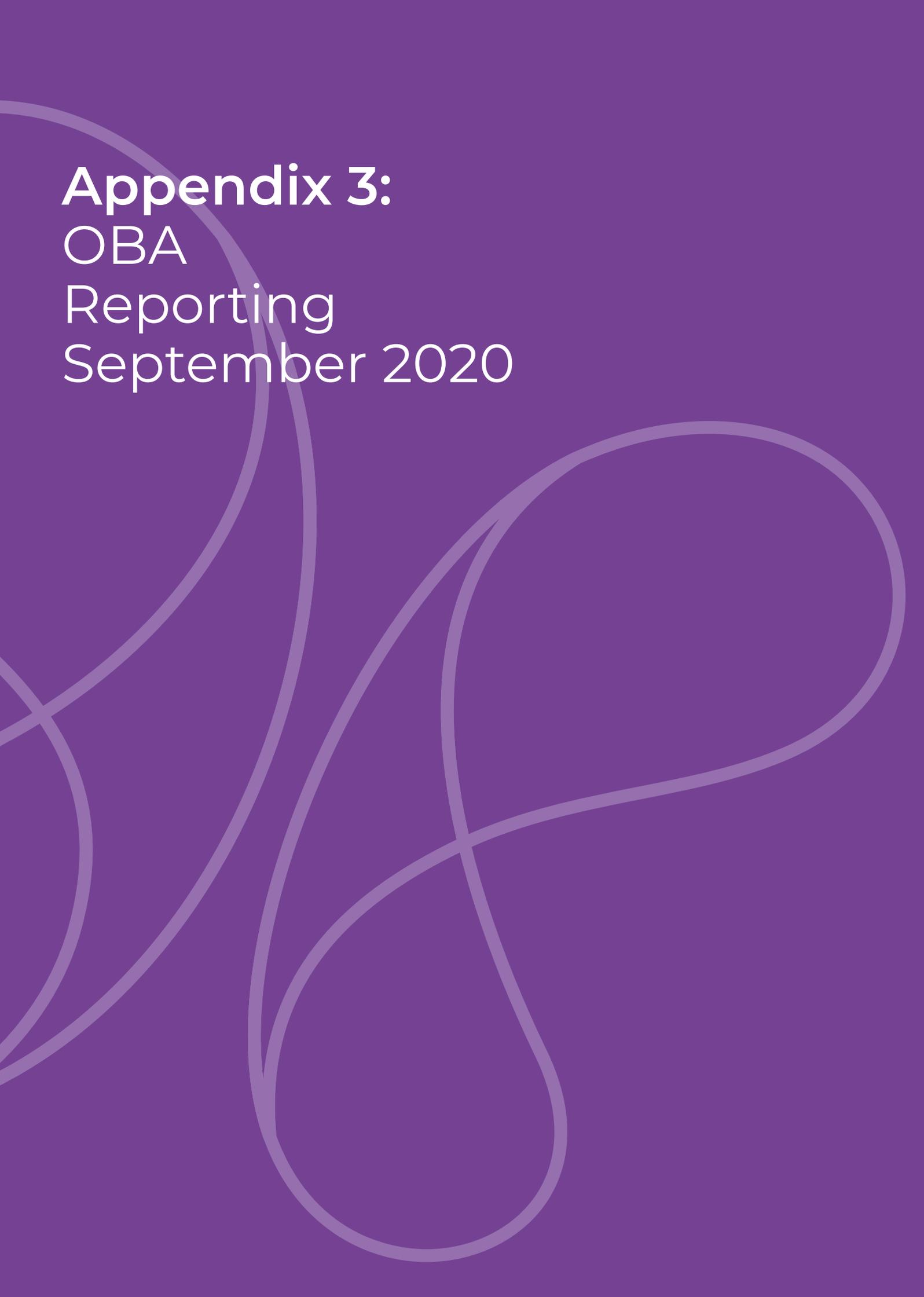
Unionist       Nationalist       Neither       Other

Other (please specify): \_\_\_\_\_

If you have any further comments about your local area or your involvement in this programme, please add them below.

Thank you for taking the time to complete this survey. If you have any comments or questions about anything covered in this questionnaire, please contact Dr Brendan Sturgeon at Queen’s University Belfast:  
Email: b.sturgeon@qub.ac.uk Phone: 07849105798

If you need further help about any of the issues discussed in this survey, please see the range of support options at the Ending The Harm website.  
<https://www.endingtheharm.com/get-support/>



**Appendix 3:**  
OBA  
Reporting  
September 2020

**Figure 1:** Number of Participating Groups per Geographical Site.

Geographical Site	Number of participating groups
West Belfast	87
Shankill	69
East Belfast	49
Lurgan	49
Carrick and Larne	45
Derry	41
North Down	35
North Belfast	9

**Figure 2:** Number of Participants per Geographical Site.

Geographical Site	Number of individual participants
West Belfast	127
Shankill	91
North Down	76
Derry	72
Carrick and Larne	66
East Belfast	45
Lurgan	44
North Belfast	30

**Figure 3:** Number of organisations working collaboratively per Geographical Site.

Geographical Site	Number of groups working collaboratively
North Down	44
West Belfast	36
Derry	29
Lurgan	25
Carrick and Larne	15
East Belfast	14
Shankill	14
North Belfast	9

**Figure 4:** Number of volunteers per Geographical Site.

Geographical Site	Number of volunteers
West Belfast	119
Carrick and Larne	32
North Down	31
East Belfast	22
Shankill	20
Derry	16
Lurgan	14
North Belfast	0

**Figure 5:** Number of participating organisations per Thematic Group.

Thematic Group	Number of participating organisations
Health and Wellbeing	118
Restorative Practice	79
Capacity Building	69
Community Safety	66
Arts and Culture	38
Area Regeneration	14
Employability	0

**Figure 6:** Number of participants per Thematic Group.

Thematic Group	Number of individual participants
Restorative Practice	236
Health and Wellbeing	164
Arts and Culture	83
Community Safety	34
Employability	20
Area Regeneration	14
Employability	0
North Belfast	9

**Figure 7:** Number of organisations working in collaboratively per Thematic Group.

Thematic Group	Number of organisations working collaboratively
Restorative Practice	79
Health and Wellbeing	35
Arts and Culture	30
Community Safety	28
Area Regeneration	14
Capacity Building	0
Employability	0
North Belfast	9

**Figure 8:** Number of volunteers per Thematic Group.

Thematic Group	Number of volunteers
Health and Wellbeing	170
Community Safety	84
Arts and Culture	n/a
Capacity Building	n/a
Employability	n/a
Area Regeneration	n/a
Restorative Practice	n/a



**Communities  
in Transition**