

The Legacy:
Learning from the Past,
Making a Better Future



The Tim Parry Johnathan Ball Foundation for Peace

The Legacy: Learning from the Past, Making a Better Future.

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Acknowledgements

When the Foundation secured the funding to undertake the Legacy Project six years ago, no-one knew how far reaching this work would be. This was only possible due to the commitment and hard work of all those involved - the staff, the volunteers and of course the participants themselves.

The Foundation would like to thank the following people for their contributions to the success of the Project:

Firstly, to the participants, without whom the Project would never have existed. They showed courage, openness and willingness to engage in activities that would have challenged most people, let alone those whose lives had been touched by violence and trauma. Many participants got involved as volunteers and the Foundation would like to show its appreciation for their time and commitment.

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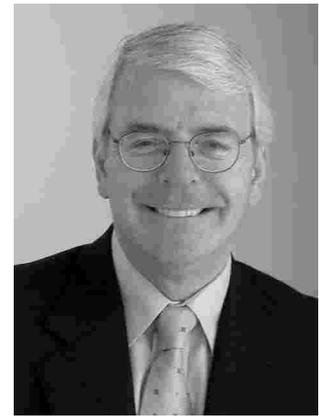
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Finally the Foundation wishes to acknowledge the hard work and efforts of the Legacy Project staff and support staff at the Foundation. The work was often challenging and intense and there was great learning for all involved. Thanks go to Sarah Alldred, Jo Dover and Sarah Ford.

Foreword by the Rt. Hon Sir John Major KG CH

The consequences of terrorism are wide ranging. The lives of those affected by terrorism are changed forever, and in many ways - the death of a loved one; the physical injuries suffered by themselves or those close to them; the psychological scars - all stay with these people for the rest of their lives.

We live in a world where terrorist attacks are a daily occurrence, a world where the human and financial cost of such events will still be borne many years later.



Since 2001, the Tim Parry Johnathan Ball Foundation for Peace has been addressing these issues with people living in Britain affected by the Northern Ireland "Troubles". This conflict lasted almost four decades, during which time thousands of people suffered personal loss, trauma and severe injuries. Many had to find their own way of dealing with the physical and mental hurt they experienced.

Through its Legacy Project, the Foundation has been able to provide constructive, creative and positive ways to help people move forward in their lives. The Project's work has been groundbreaking. The publication of the Legacy's Needs Analysis Report saw the profile of the Foundation significantly raised and it is now regarded as an expert in the field of supporting people affected by political violence.

Uniquely, the Foundation placed Legacy participants at the heart of the Project's development, to learn from their experience and ensure the activities were relevant and worthwhile.

The launch of this Legacy Project Report marks the extension of the Foundations' work with British based victims of the Northern Ireland "Troubles", to include victims and survivors of more recent terrorist attacks. It signals the beginning of a very ambitious project, entitled 'Survivors for Peace'. This project presents victims and survivors with an opportunity to do something which is not only positive for themselves, but constructive for others. By sharing their experience in this way, audiences will gain a real appreciation of the human cost of terror campaigns, and victims will gain a new sense of motivation and purpose. This is the heart of the project - to help turn victims into survivors. As Patron and Supporter of the Foundation, I am delighted to have the opportunity of commending this Report to you.

A handwritten signature in black ink, which appears to read "John Major". The signature is written in a cursive, flowing style.

The Victims' Geography

*Hold us fast
In the valleys and by the streams.
Hold us, until the last of us pass,
Through your memory's dreams.
Through the glens and o'er the Isles
From Lizard's point to the Hebrides
From dull grey Hull to the land of the Gaels.
Through shire, fire, and mountain pass
And across the purple heather'd mass of Wales.
From England's middle ground
Through night and day
Through town and village,
Along streets and alleyways
Hold us 'till the final lines are pillaged
From the map of what happened.
Don't set us free from your minds yet,
But let those who, through ignorance can never know
How we dream of peace and justice.*

Nemo 2007
(Legacy Volunteer)

Contents

Page

Preface	1
Chapter One: Introduction	3
1.1 The Context of the Legacy Project	3
1.2 The History of the Legacy Project	3
Chapter Two: Phase One ~ Project Description	5
2.1 Project Development and Networking	5
2.2 The Needs Analysis Report	7
2.2.1 Identified Needs	7
2.2.1.1 Context	7
2.2.1.2 Medical, social and financial needs	8
2.3 Conclusion	8
Chapter Three: Phase Two ~ Project Description	9
3.1 Direct Support Work	9
3.1.1 Peer Support	9
3.1.1.1 Research	9
3.1.1.2 Recruitment	10
3.1.1.3 Training	11
3.1.1.4 Delivery	11
3.1.2 Legacy Update	12
3.1.3 Website	12
3.1.3.1 Aims and Objectives	13
3.1.3.2 The process	13
3.1.4 Residentials	15
3.1.4.1 Storytelling	15
3.1.4.2 Educational/Training	17
3.1.5 Support for Individuals	19
3.1.5.1 Signposting	20
3.1.6 The Archive Project	20
3.2 Advocacy Work	21
3.2.1 Critical Incident Response Advisory Group (CIRAG)	21
3.2.1.1 Initial Terms of Reference	22
3.2.1.2 The first meeting	22
3.2.1.3 Developing membership and work	23
3.2.2 Steps Towards Empowerment and Positive Survival (STEPS Advocacy Group)	24
3.2.2.1 Advocacy Group meetings	24
3.2.2.2 Training Residentials	26
3.3 Project Advisory Group	27
3.4 External Evaluation	28
3.5 Networking and Additional Work	29
3.5.1 Work within Great Britain	29
3.5.1.1 National Standards in Crisis Support	29
3.5.1.2 Voluntary Sector Civil Protection Forum	30

3.5.1.3	7th July Assistance Centre	30
3.5.1.4	Government Departments	30
3.5.1.5	Victim Support's Victims of Terrorist Attacks Project (VOTA)	31
3.5.1.6	Combat Stress	31
3.5.2	Work within a Northern Ireland context	31
3.5.2.1	Northern Ireland Veterans Association	31
3.5.2.2	Towards Understanding and Healing	32
3.5.2.3	Healing Through Remembering	32
3.5.2.4	Glencree Centre for Peace and Reconciliation	32
3.5.2.5	An Teach Ban Centre for Peacebuilding	32
3.5.3	Work within a European context	32
3.5.3.1	European Project for the Promotion of Resources for Victims of Terrorist Attacks - Belgian Red Cross	33
3.5.3.2	European Network of Entities Helping Victims of Terrorism (VNET)	33
3.6	Conclusion	33
Chapter Four: Analysis, Learning and Points to Consider		34
4.1	User Involvement	34
4.1.1	Establishing professional boundaries between user involvement and organisational responsibilities	34
4.2	Working with volunteers	35
4.2.1	Acknowledgement of fluctuating timescales	35
4.2.2	Creating clear and professional expectations	35
4.2.3	Establishing professional boundaries between staff and volunteers	36
4.2.4	The power of shared experience in offering support	36
4.3	Different individual motivations and needs	37
4.4	Dependencies and moving forward	37
4.5	Recognition and Acknowledgement	38
4.6	Working with family members	38
4.7	Residential workshops	38
4.8	Working with Partner Agencies	39
4.9	Signposting	40
4.10	Accommodating the unexpected	40
4.10.1	A shifting political context	40
4.10.2	Working with trauma	41
4.10.3	Unforeseen expenditure	41
4.11	Marketing	42
4.12	Working with the ex-service community	42
4.13	The Legacy community and the context of Northern Ireland	43
4.14	Care for Staff	44
4.15	The Context of a Peace Organisation	44
Chapter Five: Conclusions		47
	Bibliography	49
	Appendix One ~ The Legacy Project Three Year Work Plan	50
	Appendix Two ~ Volunteer Agreement	52
	Appendix Three ~ Website Subgroup Terms of Reference	53

The real and lasting victories are those of peace and not of war.

John Milton

Preface

The Tim Parry Johnathan Ball Foundation for Peace Report 'The Legacy: Learning from the Past, Making a Better Future' is based on six years work with victims, survivors and veterans of the Northern Ireland 'Troubles' based in Great Britain, and associated agencies.¹ It is primarily an analysis of the work conducted and it aims to inform and guide users, support agencies and other organisations on what has worked well when working with direct victims of politically motivated violence. The report does not attempt to imply expertise, but merely to pass on learning from the Project.

The Tim Parry Johnathan Ball Foundation for Peace²

The Legacy Project is one of a number of programmes run by the Tim Parry Johnathan Ball Foundation for Peace (The Foundation), based in Warrington, Cheshire.

The Foundation is a registered peace charity (Reg. No. 1048990) formed by Colin and Wendy Parry after the IRA bomb attack on Warrington in 1993, which killed their twelve year old son, Tim, and three year old Johnathan Ball.

The Foundation works to inspire and enable people to lead more peaceful lives by participating in educational programmes. These programmes enable people to better understand conflict and by doing so help reduce or eliminate violence from conflict situations affecting their own lives.

The activities of the Foundation comprise working with key groups:

- Children and Young People
- Victims of political violence
- Former military and paramilitary combatants, including former adversaries.³

The Foundation is secular and does not take sides in armed conflict. Instead, the Foundation works to help people of all races, faiths and nations to understand the causes, management and non-violent resolution of conflict. The Foundation's sole purpose is to work towards reconciling people through safe and structured dialogue within carefully designed learning programmes, catering for the needs of all age groups.

To support the international development of its work, the Foundation established an International Peace Commission (IPC) in 2005 with the following remit:

- To bring their experience of, and insight into, conflict resolution for debate and shared learning
- To identify conflict management strategies and recommend new policy, practice and developments for adoption by the Foundation Board of Trustees
- To influence and steer research and programme development
- To approve and, where appropriate, produce research papers for publication and dissemination by the Foundation
- Guide and assist the Foundation in the commissioning of specific research programmes.

¹ This report uses the terms victims/survivors or victims intermittently throughout this report.

² The Tim Parry Johnathan Ball Trust changed its name on the 20th March 2007 to the Tim Parry Johnathan Ball Foundation for Peace.

³ More details about Foundation for Peace can be found at: www.foundation4peace.org, last accessed August 2007.

IPC members bring their professional experience and personal insights to this work. They help to shape the future of the Foundation's work in the international arena.

The Foundation is the frame around which the Legacy Project sits, working within the non-violent conflict transformation aims of the Foundation.

Report Structure:

The structure of this report is as follows:

Chapter One is an Introduction and includes a brief outline of the two phases of the Project, including the context as to why the Project was formed, and the work currently underway.

Chapter Two provides a detailed description of the work undertaken in Phase One of the Project.

Chapter Three continues from Chapter Two and details the work carried out in Phase Two.

Chapter Four provides an analysis of the work detailed in Chapters Two and Three. This chapter examines the main learning and cross cutting issues that arose in the Project and raises some points to consider for other professionals.

Chapter Five provides the final conclusions.

Chapter One

Introduction

1.1 The Context of the Legacy Project

Since the outbreak of violence in 1968, the thirty year period known as the Northern Ireland 'Troubles' saw the loss of approximately 3700 lives.⁴ The loss of civilian life was greatest in Northern Ireland, whilst the second largest group of people to lose their lives were members of the British Army, who had regiments based throughout Northern Ireland. Over 300,000 members of the armed forces served in Northern Ireland between 1969 and 2002.⁵

The Legacy Project's Needs Analysis revealed that 622 people from Great Britain (England, Scotland, Wales and the surrounding islands) were killed as a result of the 'Troubles'. 83% of those were from the Armed Forces and 14.8% were civilians. Of those figures 77.9% were killed in Northern Ireland and 19.6% were killed in GB.⁶ The Project also established that just over 2,000 individuals had been injured in Great Britain alone. This figure does not include any incidents in NI where soldiers were injured and where there was no deaths resulting from the incident. Nor does it include those affected by exposure to traumatic incidents. It was within this context that the work of the Legacy Project took shape.

1.2 The History of the Legacy Project

In November 2001, the Foundation secured three-years' funding from the Victims Liaison Unit of the Northern Ireland Office, to deliver the Legacy Project. The original aim of the Legacy Project was to identify and meet the needs of victims and survivors of the Northern Ireland 'Troubles' who live in England, Scotland and Wales (GB). This includes former soldiers, victims of bombings in Britain, their families, bereaved families of soldiers killed in the conflict, emergency services staff involved in incidents and exiles – those forced into exile in Britain as a result of paramilitary intimidation. At that time the overarching ethos of the Legacy Project was to be a way of validating, recognising and learning from people's experiences.

Through the Founder's own experience the Foundation had the moral mandate to deliver the work. It was based on an acknowledged need to recognise and support other victims nationally throughout Great Britain.

In the first phase of the Project, the Foundation commissioned an independent needs analysis, which identified the specific needs of GB victims and survivors. Although the needs analysis was a research project, it also afforded people who participated the opportunity to tell their story to researchers in order to identify their needs. This was the first time for many that they had been asked to recount their experiences as victims of the 'Troubles' and this proved to be a useful and positive experience for the participants.

The report entitled '*The Legacy: A Study of the Needs of GB Victims and Survivors of the Northern Ireland 'Troubles'*' was published in 2003 and identified a series of recommendations for direct victims living in GB, including exiles.

⁴ For comprehensive information about the Northern Ireland Conflict see the CAIN website, <http://cain.ulst.ac.uk>, last accessed August 2007.

⁵ See: Martyn McLaughlin, 'Peace mission that lasted 38 deadly years', *The Scotsman*, 31st July 2007, <http://news.scotsman.com/topics.cfm?tid=150&id=1190342007>, last accessed August 2007.

⁶ The Tim Parry Johnathan Ball Trust, *The Legacy: A Study of the Needs of GB Victims of the Northern Ireland 'Troubles'*, (Warrington: The Tim Parry Johnathan Ball Trust, 2003).

Based on this report, in 2004 the Foundation was granted further funding from the Northern Ireland Office to implement a number of these recommendations, by piloting a range of support services and activities for victims. The work with exiles was taken up by The Haven Project, part of the Maranatha Community.⁷

This second phase of the Project developed and piloted a peer support programme, an advocacy group, a signposting service, a website and a regular newsletter. It also established an inter agency group to raise awareness of the long term needs of people affected by critical incidents. In addition, the Project developed a series of residentials for victims to come together to share their experiences with each other in a supportive environment. Alongside all of the above, Project staff also carried out networking activities to advocate on behalf of GB victims.

Throughout the six years of the Legacy Project, a Project Advisory Group comprising of experts in the field of Northern Ireland victims' issues, storytelling processes, and participants of the Project, was available to guide Foundation staff through the intricacies of their work.

Chapters Two and Three now provide an in-depth description of the work carried out in both phases of the Project, and the practices used in its delivery.

⁷ See the Maranatha Community Website, <http://www.maranathacommunity.org.uk/>, last accessed August 2007.

Chapter Two

Phase One: Project Description

Introduction

The purpose of this Chapter is to detail the work carried out in the first three years of the Project. This Chapter, together with Chapter Three, provides the framework for the analysis carried out in Chapter Four. Phase One of the Legacy Project was between November 2001 and 2004. This was where the initial research took place and the needs of GB victims were identified.

Two members of staff were recruited in November 2001 to carry out the work of the Legacy Project. A Project Leader post was supported by a Project Administrator, who also undertook desktop research. The two core elements of the work included project development and networking, and conducting an extensive Needs Analysis.

Throughout the whole process the guiding principle was to identify and support the needs of GB based victims. As a synopsis of the work, the first three years involved:

- Extensive networking and collaboration with agencies nationally and internationally to develop strategies for victim support, reconciliation and conflict resolution
- Research identifying when and where GB victims and survivors may be located
- Creating a timeline of incidents where people from Britain were affected
- Giving victims and survivors of the 'Troubles' an opportunity to have their voices heard
- Encouraging Central Government to acknowledge the unique nature and importance of the needs of GB based victims and survivors
- Delivering several residential workshops for victims, providing support and an opportunity to explore issues and share individual stories and experiences
- Commissioning the production of an independent Needs Analysis Report into the multiple support needs of GB based victims
- Creating strategic relationships to facilitate the implementation of the Needs Analysis Report's recommendations within Central Government and within the Legacy Project itself
- Providing meetings and residencies to consult with participants and evaluate their involvement in the Needs Analysis.

2.1 Project Development and Networking

One of the initial pieces of work the Legacy Project conducted was a mapping exercise concerning the scope of the problems faced by victims. A chronology of incidents was created by Project staff, which outlined the large-scale impact on GB residents resulting from incidents both in GB and in Northern Ireland.⁸ This chronology gave an indication of how many people had been affected and where they may be located. Additionally, due to its base and history in Warrington, the Foundation was able to start talking to victims and survivors of the Warrington bombings. Both pieces of work laid the ground work for the research to be conducted for the Needs Analysis. The Foundation was also in contact with other GB victims of Northern Ireland related events who had come to light through projects based in Northern Ireland and the Republic of Ireland, where work with victims was more advanced.

Stemming from this, Project staff also visited a number of organisations in Northern Ireland and Britain to learn how other projects were meeting the needs of people affected by the 'Troubles'. Prior to the Good Friday Agreement, there had been little Government

⁸ The Tim Parry Johnathan Ball Trust, p.96.

attention to victims' issues in Northern Ireland. This was addressed in 2000 with an initial £19 million being allocated from the UK Government, through the Northern Ireland Office. Additional peace funding also came through the European Union. Resulting from this funding, the provision for victims' needs in Northern Ireland manifested itself in three ways: i) through the establishment of new projects and organisations; ii) through expanding existing organisations to meet the needs of victims; iii) signposting to generic statutory services such as the NHS.

One of the original aspirations for the Legacy Project was to provide opportunities to bring people together to share their experience and pilot some of the 'storytelling' initiatives that had already been underway in Northern Ireland and the Republic. In order to do this, the Legacy Project participated in two residential storytelling processes in Northern Ireland.

The first residential process was developed and designed by an organisation called Towards Understanding & Healing (TUH), based in Derry/Londonderry, who had first piloted storytelling in two workshops in 2000 and 2001.⁹ These workshops were groundbreaking in Northern Ireland as it was one of the first times people from all sides of the conflict had been brought together to share their experiences. Participants came from a former combatant's perspective (i.e. former Republican and Loyalist paramilitaries, and former police and British Army soldiers) and from a victim's perspective, involving Nationalist and Unionist communities and people from Britain and Ireland. The process was developed based on experiences of work undertaken by Dan Bar-On, an Israeli Professor based at the Ben-Gurion University in Israel, who has worked with children of Holocaust survivors and children of Nazi perpetrators.¹⁰ Project staff participated in one of these residencies, so to understand the process.

The second residential process was undertaken with the Conflict Trauma Resource Centre (CTRC) in Belfast, who ran 'Healing of Memories' workshops as part of a wider response to dealing with the legacy of the conflict. 'Healing of Memories' was initiated by Father Michael Lapsley in South Africa and again brought together small groups of people from a wide range of experiences to share their stories in a safe and supportive environment.¹¹ CTRC staff had been trained by Father Lapsley to facilitate the workshops and adapt them to a Northern Ireland context. CTRC also provided facilitator training for Legacy Project staff.

After this learning, TUH and the Foundation ran a joint residential at the Peace Centre in Warrington in August 2004. This event was aimed at former soldiers who had served in Northern Ireland. Veterans felt they needed a safe space to meet with their own peers, as their involvement in the 'Troubles' was different from that of civilians or bereaved families, because they had been there in a work capacity. This was the first residential of its kind and led to a number of participants getting involved in wider work within the Project.

A second storytelling residential was held in October 2004 and was the first residential aimed at the whole Legacy Project target groups. The event was attended by a number of people who had never been on this kind of event before. Feedback from the residential was very positive and the Foundation adopted this process for its future storytelling work. Further information about the processes used within the storytelling format is detailed in Chapter Three.

⁹ For further information see Towards Understanding & Healing's website, <http://thejunction-ni.org/towardsunderstandingandhealing.htm>, last accessed August 2007.

¹⁰ Dan Bar-On is a member of the Foundations' International Peace Commission.

¹¹ For further information see: <http://www.healingofmemories.co.za>, last accessed August 2007.

2.2 The Needs Analysis Report

Alongside developing and networking, the Legacy Project recognised the need to gauge the true extent of the impact on victims. A structured and extensive piece of research was commissioned to independently and formally investigate the support needs of GB based victims of the 'Troubles'. The work was undertaken jointly by the Holden McAllister Partnership and The Centre for Trauma Studies located within the Nottinghamshire Healthcare NHS Trust. The research was conducted with victims and survivors and Project staff who worked full time with the research team. The Needs Analysis research began in September 2002 and the report was launched at Westminster in November 2003.

On completion, the research and consultation with victims identified the support requirements of GB based victims. The Needs Analysis Report contained 34 recommendations addressed to the Legacy Project, other responding agencies and Central Government. The report was split into two sections with 18 recommendations focused specifically on the support needs of 'exiles'. The report concluded that the Legacy Project was not best placed to meet the identified needs of 'exiles'. It was identified that The Haven Project, part of the Maranatha Community, would pick up this work. The Legacy Project was to concentrate on the remainder of individuals in GB affected by the 'Troubles' and addressed the remaining 16 specific recommendations contained in the Needs Analysis Report.

The impact of this unique document was that it facilitated and informed the establishment and delivery of a range of support services and activities for victims, which included closer collaborative work between Great Britain and Northern Ireland, through Phase Two of the Foundation's Legacy Project. It also encouraged the establishment of multi-agency and inter-departmental work to facilitate victims receiving the required acknowledgement, recognition and sensitive treatment by government agencies – including increased respect by the acknowledgement of their experience and its impact upon them.

The needs identified and the recommendations made were used to draw up Phase Two of the Project, aimed at addressing victims' needs. Funding was secured from the Northern Ireland Office and announced by Tom Harris MP at the Legacy Project Best Practice Conference in June 2004.¹² The Best Practice Conference - 'Reflecting on the Needs of GB Victims and Survivors of the Northern Ireland 'Troubles'' - was a milestone event in raising awareness of victims issues in GB and marked the implementation of the first recommendation from the Needs Analysis. The conference aimed to share best practice in dealing with victims' issues and gave service providers and practitioners an opportunity to share clinical experience and improve their understanding of the needs of victims.

2.2.1 Identified Needs

There was a significant amount of learning that arose from the publication of the Needs Analysis. It was acknowledged that many of the needs identified by the Needs Analysis Report were similar to those faced by other victims of crime. From the Report's findings the Project aimed to facilitate a culture shift to get victims of the 'Troubles' recognised as victims of crime generally. The main learning was around the 'context' and the 'medical, social and financial needs'.

2.2.1.1 Context

The context of the 'Troubles', which defined how or why they became victims, was central to Project participants. Victims and survivors in GB, like those in NI, did not feel they had received any recognition and acknowledgment for what they had experienced, either from the Government, paramilitaries, the criminal justice system or the general population. The Legacy Project offered these people the opportunity to tell their story, be

¹²Angela Smith MP was unable to attend on the day, due to illness.

listened to and heard for the first time and have their experiences recognised and validated. The lack of information about where people could receive help and information was impacted on by the lack of communication and joined-up working between agencies themselves.

This lack of knowledge is symptomatic of a general lack of understanding and awareness in Britain about the impact that the 'Troubles' have had in Great Britain. This understanding is vitally important in the treatment of victims and their reactions to the events. Many victims and survivors in Britain didn't feel a connection to the 'Troubles' due to a lack of education and general awareness of Britain's role in the conflict. As such the perception of the 'Troubles' was very different in Britain compared to that in Northern Ireland. This led to an apathy concerning the conflict, which in turn resulted in victims feeling they had been catapulted into a conflict that had nothing to do with them.

2.2.1.2 Medical, social and financial needs

GB victims of the Northern Ireland conflict had an array of medical and health related needs ranging from counselling to hospital care. Psychological needs included Post Traumatic Stress Disorder (PTSD), depression, insomnia, panic attacks and relationship difficulties. The unmet social needs amongst victims had affected people's personal lives, work and employment opportunities and contributed to criminal behaviour, terms of imprisonment, homelessness, social isolation and the inability to form and sustain relationships. Financial needs were exacerbated by a benefits system that had repeatedly proven not to acknowledge or cater for the situation of victims, and compensation in lieu of victims' plight had not always been forthcoming. The unsatisfied financial needs of the victims were compounded by the effects of their social and health related needs.

These medical, social and financial needs were partially addressed by the Project by assisting participants to access information through signposting to more appropriate and specialist provision/support. The Project also planned to work with other agencies and government departments to raise awareness of those needs and improve existing provision. The Legacy Project also uncovered stoicism within a number of victims, where people seemed to have accepted what happened to them as an unfortunate part of modern life. Overall they had managed to "cope" and mask their feelings. They however felt let down concerning the lack of support, care and consideration offered by the Government.

2.3 Conclusion

As highlighted, Phase One of the Project laid the ground work for Phase Two. It put the needs of GB victims of the Northern Ireland 'Troubles' on the map by investigating who had been impacted upon, how they had been affected, what provision had been offered, and what still needed to be done to meet their needs. Phase Two of the Project was developed to meet these recommendations.

Chapter Three now details the work conducted in Phase Two. As indicated, Phase Two evolved out of the recommendations of the Needs Analysis, focusing on Direct Support and Advocacy. Direct Support work was seen as providing activities specifically for the Project's participants, offering them the opportunity to get involved with something that would be of benefit to them individually. Advocacy work was seen as raising awareness of the experiences of GB victims to effect change in policy and service provision that would benefit themselves and others. It was recognised that some of the experiences were directly related to being victims of the 'Troubles', but that the majority of the needs and issues were common to other circumstances and events. Advocacy work would be undertaken by the participants themselves, with the aid of Project staff.

Chapter Three

Phase Two: Project Description

Introduction

Chapter Three now focuses on the second phase of the Project, which ran from November 2004 to November 2007. The Project incorporated a number of the recommendations from the Needs Analysis into a three-year Work Plan, and divided its work into Direct Support and Advocacy.¹³ A Project Worker was employed to work alongside the Project Manager to carry out this work. The majority of the administration was undertaken by the two Project staff, with support from the Foundation's Operations Team.

The structure of this Chapter is divided into Direct Support, Advocacy, a description of the work of the Project Advisory Group, the External Evaluation and finally, the Networking and Additional Work that was generated throughout the Project.

Project staff made the conscious decision to include a greater level of detail in this Chapter, to give the reader a feel of the length of time activities take when working with victims of political violence and their associated agencies.

3.1 Direct Support Work

The Legacy Project's direct support services included Peer Support, The Legacy Update, The Legacy Website, Storytelling & Educational/Training Residentials and Support for Individuals.

3.1.1 Peer Support

In partial response to Recommendation 14 in the Needs Analysis, which stated: '*The Legacy Project brings together groups of victims and survivors to tell their stories, be listened to and supported*', a Peer Support service was piloted. The intent was that the service would both support people after storytelling encounters and provide direct support for people who called the service through a dedicated helpline.

In essence Peer Support was established as 'a listening ear with signposting' service run by volunteers who had 'been there and done that' and could use their first hand experiences to assist others with similar experiences to move through their own journeys.

The establishment of a Peer Support Service took on four distinct phases: i) research; ii) recruitment; iii) training and development; iv) delivery.

3.1.1.1 Research

As a new pilot service it was crucial to deliver a sound and safe service for volunteers. Research was carried out over a three month period to assess how best the Project should proceed in recruitment, training and delivery. Six organisations were visited to take examples of best practice; they included Victim Support; The Medical Foundation for the Care of Victims of Torture; Support After Murder and Manslaughter (SAMM); Combat Stress; WAVE Trauma Centre; ASSIST Trauma Care. These organisations were asked questions about recruitment and training of volunteers, skills needed for this type of work, what support was needed and how the work was monitored and evaluated.

After collating the advice received during the research the following points were highlighted as a priority in establishing a Peer Support Service:

a) Professionalise the recruitment process so it becomes a safe space for the volunteers.

¹³ See Appendix One

- b) Ensure your organisation has policies in place, particularly on confidentiality and equal opportunities.
- c) Recruitment packs should include the following:
 - o Written information about the Foundation and The Legacy Project
 - o An application form
 - o Job description and person specification
 - o That interview questions will be based around likely scenarios for a peer supporter, how they have coped in their own experience and why they feel they can support others
 - o An external person would chair both the application and interview process
 - o Volunteers would need to be CRB checked
 - o Relevant insurance would be in place
 - o Information about the Induction process (comes with the training).
- d) Training: Peer Support volunteers should be trained on the following generic themes:
 - o Active listening, telephone and communication skills
 - o Containment skills, i.e. offering the tools to calm people down
 - o Assertiveness and maintaining boundaries
 - o Responsibilities and limitations of the role
 - o Care of the Carers i.e. how do carers look after themselves
 - o Recording and reporting after each meeting with a user of the service
 - o Supervision support structures and self help
 - o Access to signposting resources.
- e) Prior to the delivery phase it was advised that the following procedures be put in place:
 - o Monitoring and recording structures: i.e. a recording form to be filled in each time a peer supporter has met or called a person
 - o Written volunteering contract to include codes of practice, confidentiality policies, supervision structures, detailed time commitments, expenses for online work, travel, and phone calls
 - o Rota of people's work pattern to keep Project workers informed of what people are doing and when.

Project staff took all these points on board and the remaining sections detail how this was done.

3.1.1.2 Recruitment

Recruitment began in September 2005 with an advertisement in the Legacy Update newsletter asking people interested in the Peer Support volunteer posts to come forward. The Legacy Update was posted to all participants of the Project. Eight training places were available. Each interested applicant was sent a 'Recruitment Information for Peer Supporters' pack along with an application form. The recruitment pack contained information about the Foundation, the Legacy Project, what Peer Support means, and details about the training programme.

After the closing date an external professional assisted the Project in the shortlisting process. The 'requirements matrix' used a scoring system for the shortlisting of candidates. The categories included in the matrix covered: i) Qualifications, Experience and Skills (i.e. willingness to learn, enthusiasm, evidence of good people skills) ii) Overall Impact (i.e. was the letter well balanced; did the application convey strength and commitment to the goals of the Project). The core requirement of this process was that people had moved far enough along on their own journeys of recovery so to support

people who had received no support as a result of a Northern Ireland related incident. Seven people were shortlisted and interviewed.

A semi-formal interview took place at the Foundation's Peace Centre in November 2005, chaired by the same external professional who assisted with the shortlisting. The decision to have an external person for both the shortlisting and recruitment process was to objectify the decision making process, as Project staff may have met or have prior knowledge of potential volunteers through other aspects of the Project's work.

All candidates were successful in their interviews, and were informed by post. The geographic spread of the volunteers was wide ranging, from the South of England to the North West, and all volunteers were CRB checked.

3.1.1.3 Training

Training ran over an eight month period with a mid way and end of term appraisal taking place to assess the volunteer's progress, and to highlight any issues requiring further focus. The training format took place over the course of six residential weekends, based at the Peace Centre.

The initial training weekend provided an opportunity for people to meet and for Project staff to provide an overview of what was to be expected on the subsequent training weekends and a basic introduction on issues of Peer Support, Health and Safety and confidentiality. Subsequent training covered: i) Two Open College Network (OCN) accredited courses on 'Listening and Communication Skills' and 'Grief, Trauma and the Helping Relationship' – delivered by WAVE Trauma Centre, Northern Ireland; ii) 'Core Helpline Skills' delivered by The Telephone Helpline Agency.

On the final weekend Project staff prepared the learning outcomes for the group as follows: i) To have demonstrated an application of learning in Listening and Communications and Grief, Trauma and the Helping Relationship; ii) To have a full knowledge of the role of the Peer Supporter and the Peer Support Service, including where it fits within the other Legacy services; iii) To feel confident and prepared for the role of a Peer Supporter.

An end of training appraisal was conducted two weeks after the final training weekend, and six people successfully completed the training process and became Legacy Peer Support volunteers. The volunteers received certificates from the OCN, the Foundation and signed a Volunteer Agreement.¹⁴

3.1.1.4 Delivery

On 20th September 2006, the Peer Support Service was launched in conjunction with its website. The launch of the service was supported by a press release which was distributed voluntarily through a Public Relations company. The distribution was to all local, regional and national media agencies. Project staff distributed the press release to the organisations detailed on their database, and created reciprocal web links with other organisation's websites. A Peer Support leaflet was also produced to coincide with the launch, and these were distributed in the same manner as the press release. The leaflet described the nature of the Peer Support Service and gave details of how to access the service.

The service ran for a six month period. During this time the demand for Peer Support was very low, with no calls received to the dedicated help line. The decision to close the service was made by the Legacy's Project Advisory Group (PAG), who subsequently wrote

¹⁴ See Appendix Two

to the Northern Ireland Office for permission to do so. The PAG agreed that many important lessons had been learned from establishing the service but identified that the service itself had probably come too late for many GB victims. Three main reasons were identified for this: i) the time lag from the implementation of the Good Friday Agreement in 1998 to the implementation of a Peer Support Service nine years later; ii) many victims who were part of identifying the need for the Peer Support Service became volunteers themselves; iii) during the three years between the identification of need and the implementation of the service many of those who would have needed the service found other support mechanisms.

Project staff considered many options before it was clear the service should close. One option was that the service should be opened to people beyond the Northern Ireland context, as it was felt that this may increase the number of calls. However, the funding of the Project was specific to GB victims, so this could not progress further. Project staff remained confident that the Peer Support Service would have been beneficial to people, had it been utilised. Some of the lessons learned from this informed the analysis in Chapter Four.

3.1.2 The Legacy Update

The Legacy Update newsletter was a way for the Project to disseminate news and items of interest to Project participants and interested organisations. The newsletter started in the spring of 2004 and was produced by Project staff three times a year, with a total to date of eleven editions. The newsletters were produced using Microsoft's Publisher package.

The newsletter was mainly distributed in a PDF format over email, or through the post to participants who had no email access. The Update was used to:

- Keep victims up-to-date with developments in the Project
- Invite participation in new Project activities and encourage involvement
- Consult with participants, e.g. on passing on requests from the media for contact with individuals
- Encourage engagement in Government consultations
- Pass on information about the activities of related organisations e.g. Towards Understanding and Healing
- Enable the sharing of experiences through poetry and accounts of events attended
- Help people cope with the 'ripple effect' of events such as the London bombings of 7th July, 2005
- Inform readers about policy and procedural developments, e.g. the changes in Victim Commissioners' responsibilities.

3.1.3 The Legacy Website

The need for a website was identified in the Legacy Project's Needs Analysis, linked to Recommendation 15:

*The Legacy Project should establish an archive for victims on the Internet and by other means, alongside other organisations, and should explore its use for education, research and knowledge sharing in line with the philosophy underpinning the Tim Parry Johnathan Ball Trust.*¹⁵

¹⁵ The Tim Parry Johnathan Ball Trust changed its name on the 20th March 2007 to the Tim Parry Johnathan Ball Foundation for Peace.

3.1.3.1 Aims and Objectives

The aims of the site were to provide direct support and an information resource for all Legacy Project participants through the development and use of a Legacy website/forum, with the hope in the future to develop this into an archive, where people could write their stories, share pictures and write poetry.

The Objectives were:

- To develop a forum for victims to discuss issues affecting their lives
- To develop a place of safety for open discussion
- To develop a website subgroup to explore the development and potential issues that may arise in the creation of such a forum
- To give ownership to victims for the content and running of the forums
- To be utilised as a communication space for other Legacy Project groups (i.e. Peer Support; Project Advisory Group; Advocacy Group).

The website ran using PhP Nuke software, and after a period of 18 months relying on the expertise of a volunteer with IT experience, IT support was subsequently offered through the services of a web server company. Additionally, the Project paid an annual fee to a website hosting agency to host the site and also paid an annual fee for the Legacy Domain name.

3.1.3.2 The process

Prior to the launch of the website in September 2006 a number of procedures had been worked through to make sure the site provided a professional and safe environment.

These procedures included the following:

a) Forming a Website sub group

Prior to the development of the website, a website sub group was established made up of participants of the Project. The purpose was to maximise user involvement so to engage people that had a vested interest in its development and usefulness. At the first sub group meeting held in March 2005 the group agreed a 'Terms of Reference'.¹⁶

Between March 2005 and February 2007 the website sub group met several times with Project staff to discuss the development of the site. The sub group was recruited through an article written in the Legacy Update informally asking for anyone who was interested in volunteering to call Project staff. The only criteria for being on the group was that people were sufficiently engaged in the aims and objectives of the website, and that they could commit to attending meetings and regularly check in and post on the website. Seven people came forward and were taken on the group, and by the final meeting in February 2007, five people remained.

By February 2007 it was felt the group had taken the development of the site as far as they could, and any further development could be done as 'moderators' which sub group members were already trained to do.

b) Securing the site

Project staff needed the capacity to shut the site down if needed. Reasons for closing the site down would be if the site had a virus or if offensive material was posted on the site. There was capacity within the website software for Project staff to do this.

c) Training moderators

The role of the moderator was to act as a 'watcher' or 'overseer' who would introduce new

¹⁶ See Appendix Three

people to the site, answer queries, direct themes on the forum and look out for abusive posts. The self selected moderators went through a one day training process led by an IT volunteer. The group agreed to the following guiding principles:

- To support the growth and 'usefulness' of the website, keeping it current, relevant and meeting the changing needs of the website's user group
- To contribute to discussions and debates that may take place on the forums, and to highlight potential news items or current issues that may be of interest to the group
- To keep the users' best interests at heart. This means to assist with security/safety issues that may arise around the language people use on the site. Refer to the Terms and Conditions in relation to the appropriate action to take when inappropriate mailings occur
- To be constantly mindful that the role is primarily a supporting, not policing role
- Moderation is a group responsibility. As such, any decisions made by moderators will be the responsibility of the group, not one individual
- As a volunteer of the Foundation, the moderator must always try to act in the Foundation's best interests when moderating on the Legacy Project website.

After this meeting policies and procedures were written to include the following: i) moderators' weekly responsibility to check the website; ii) how and when to move offensive posts.

d) Piloting the site

The piloting phase took place over 4 months, during which time a selected group of people had the opportunity to test the site and respond to an online survey which asked a series of questions about the website's aesthetics and usefulness.

The selected pilot group included people on the Legacy Project's database, the Project Advisory Group and staff at the Foundation.

e) Launch of the site

The site was officially launched alongside the Peer Support Service on the 20th September 2006. There was no budget allocated to promote the launch, so it was done through the goodwill of volunteers. After the launch the day to day management of the site was the responsibility of Legacy Project staff, with appointed moderators having additional responsibilities, which included regularly checking the site for new members and welcoming the members onto the site.

f) Running of the website

These responsibilities fell into 3 main categories i) Daily maintenance procedure; ii) weekly back ups; iii) levels of access.

- *Daily maintenance procedures*

Every morning it was the responsibility of Project staff to check the site for new members, new posts and to check for potential abuses on the site. The trained moderators shared some of these responsibilities and had roles in welcoming people to the site, and supporting people with their questions/queries.

- *Weekly back ups*

It was the responsibility of Project staff to save and back up the website once a week, and if both members of staff were away, this role was allocated to another member of the Foundation staff team. The website had a function within its administration panel to do this easily. IT support could restore the website from the saved files if the site ever crashed.

- *Levels of access*

There were 4 levels of access to the site based on what was needed to be done to the site, these being Administrator, Moderator, Registered Member and Visitor. The 'administrator' had access to the overall functions of the site through the administrator tool bar. Project staff were administrators. The 'moderator' function would allow moderators to view all aspects of the site and have the functionality to lock, unlock, delete and move posts out of the forum. Only Project staff could delete posts, so moderators moved posts to the 'moderators' area' of the forum only. The 'registered members' could view and post comments in the 'forum' section of the site, as well as posting private messages to other registered users. Finally a 'visitor' could view the main aspects of the site, and leave comments on the site's Guestbook. Visitors did not have access to the site's Forum, as this allowed members to have a private and safe space to share their experiences.

3.1.4 Residentials

Running courses and events over a residential period played a significant part in the work of the Legacy Project. All residentials were held at the Peace Centre and the main work carried out within this setting fell into two bands, storytelling work and educational/training programmes.

3.1.4.1 Storytelling

Recommendation 14 of the Needs Analysis suggested:

The Legacy Project brings together groups of victims and survivors to tell their stories, be listened to and supported (it may need sessional workers to help to facilitate these events and this should form part of its post-conference submission to the VLU).

This recommendation was built into the Project plan and it was envisaged that four residentials would be held in the last two years of the Project, two in year 2, and two in year 3. What follows is a description of the history, the format and the precautions adopted within the storytelling process.

a) History

As detailed in Chapter Two, storytelling in Northern Ireland and the Republic had been developing for a number of years prior to the work of the Legacy Project. During that time storytelling residentials held a maximum of 40 people and the groups consisted of people from diverse backgrounds. When the organisations in Ireland and Northern Ireland evaluated their work it was decided that the high numbers meant that plenary sessions were often too long and there was limited time in small groups. Some participants in these residentials felt they had not known who was 'in the room' and this had heightened anxiety levels with some feeling less safe. Future residentials reduced the number of participants and created smaller story-sharing workshops. These adjustments created a stronger bond across the whole group as people now had a better opportunity to get to know each other. It also helped facilitators to support individuals better as they had more chance to focus on individual participants.

There were several Legacy Project participants who had been on storytelling programmes in Ireland and Northern Ireland, both prior to and during the time of the Legacy Project. Many of them had given Project staff feedback about things they had found helpful or difficult. This information assisted Project staff to develop their own health and safety mechanisms and ensure they could train facilitators well. Many of the residentials in Ireland were 'cross community', with participants coming from potentially 'opposing' backgrounds or communities. In the case of the Legacy Project, whilst participants had a wide range of experiences of the 'Troubles' (as soldiers, bereaved, injured etc) they were all from the same 'side' so some of the anxieties about meeting the 'other' were less likely

to appear. However, participant feedback from earlier residential was that they hadn't been told or didn't feel prepared about who would be in the group. Legacy staff responded to these anxieties when developing its own storytelling format.

b) *Format*

The basic format of the storytelling process adapted by the Legacy Project was as follows:

Preparation

- Initial invitations were sent out with information about the residential and what it involved
- Those who responded were met by Project staff to go through all aspects of a storytelling process, and for staff to gain information about the participant and their readiness to engage in this type of event. The residential held a maximum of 15 participants
- Clarity was given that this was a voluntary process and participants were free to leave at any time, and support mechanisms would be available at any point
- Joint discussion was held with the potential participants about their readiness to share and listen to others
- Joining instructions including all the practical details for the storytelling process were sent out prior to the event, including 'Guiding Principles for Participants' to be signed and returned
- Phone contact with Project staff was offered at anytime prior to the residential
- Assistance with travel to attend was offered.

Process

As detailed in Chapter Two, the structure of residential had been developed and tested both within the Legacy Project and through the work of Towards Understanding & Healing and the Healing of Memories workshops in Northern Ireland, detailed in Chapter Two. As such the storytelling process adopted by the Legacy Project was an amalgamation of work carried out by these organisations.

In addition, Project staff took a 'risk assessment' prior to the running of storytelling residential. It had been decided that a clinically trained facilitator needed to be part of the facilitation team to offer support in case of someone becoming highly distressed. It became clear from the outset that a holistic approach was needed to reduce the risk of the process being a harmful one for participants. Preparation and support during and after residential were seen as equally important and strategies were put in place.

The programme started on a Friday evening and ran until Sunday lunchtime. The Friday evenings were spent in a large group, introducing people to the programme and each other, and addressing expectations. The Saturday morning involved a large group exercise to help people to focus on how they would like to participate in the storytelling experience. The remainder of the day was spent in a facilitated small group, with participants sharing their experiences and listening to the other people's stories. The evening was left for social time. On the Sunday the time was spent evaluating and preparing people to return home, and identifying further needs.

During this process the core aims of the facilitators were as follows:

- The trained facilitator team would work with a ratio of 1:5 staff to participants
- All facilitators were trained to deal with distressed people
- A clinically trained facilitator would be made available as part of the facilitation team - and would be available for one-to-one sessions with participants if required
- The process would be supportive and safe, with the inclusion of coherent ground rules
- There was always a clear option for participants to 'opt out' of sessions if needed, with

- follow up from a facilitator
- Individual evaluations were held at the end of the residential, where feedback could be given anonymously
- Rest/social time was built into the programme to allow space for reflection.

Follow up

The procedures followed after a residential were as follows:

- Follow up phone calls were made by Project staff within a week
- A clinical facilitator was made available to participants so to provide telephone support and signpost to local services if needed
- Continued contact with the Project in the longer term was offered
- Opportunities to participate in other activities were opened up.

c) Precautions

From the learning within other storytelling projects, it had been identified that on a number of occasions some people were attending many storytelling residencials. Concerns were expressed as to whether this kept people in a state of 'victimhood' or whether it still helped people to move forward.

Based on this it was decided to advertise the weekends in such a way that people were asked to consider whether they felt they needed to come to a storytelling weekend or not. A flyer was sent out in January 2006 advertising the next storytelling residential, with the wording; '*Places are limited, so we will be operating a policy giving priority to those who have not attended one of our storytelling residencials before, however there will still be places for those who feel they would benefit from the weekend, even if they have been before*'. This was the first time Project staff had put a form of restriction on people re-attending workshops.

Of the responses that came back, only a few indicated they would like to attend the next storytelling residential, so it was postponed to later in the year. Due to the low level of interest, Project staff wanted to find out whether this was a timing issue, or whether participants had moved away from the need to attend storytelling events. A flyer was sent out in July 2006 to ask participants what kind of residencials might be of interest, with the options including storytelling, a 'veterans only' residential, or themed residencials such as focusing in-depth on 'reconciliation' and 'trauma' for example. The responses were varied but it was clear many people were still interested in storytelling (including veterans only) as well as the themed residencials.

3.1.4.2 Educational/Training

The main educational and training residencials that took place within the Project were Peer Support and Advocacy training, facilitator training and the Epilogues workshops. The Peer Support and Advocacy residencials are detailed elsewhere in this report, so below is an explanation of the work of the facilitator training and Epilogues workshops.

a) Facilitator Training

Facilitator training was geared towards running storytelling weekends, and the Project held a training course in October 2005. The main trainer for the process had previously run facilitator training for CTRC (Conflict Trauma Resource Centre), and had also facilitated at several Healing of Memories and Towards Understanding & Healing residencials. The other trainer was the Project Manager, who could identify the specifics relating to the Project's participants and their needs.

Six people were trained, all of which had experience of facilitating groups and/or experience of the storytelling process. The trainees included the Legacy Project Worker, the new Co-ordinator of Towards Understanding & Healing, two sessional workers who

worked for the Foundation and two people external to the organisation, but familiar with the Project. One of these was an ex-soldier as, following the veterans residential in August 2004, the Foundation identified that it would be helpful if one of the facilitation team was a veteran so to help create the feeling of safety and security for future residential for veterans.

The aims of the facilitator training were to:

- Understand the overall purpose(s) of the 'Storytelling Workshop and Residential'
- Learn more about the progressive or sequential nature of the workshop as a journey and an integrated process, and the structure used to achieve this
- Engage in extensive analysis of the workshop bit by bit in order to fully understand the deeper meaning and potential impact of each activity of the workshop
- Analyse the role and responsibilities of 'Storytelling' facilitators. Reflect on practice
- Examine anxieties and concerns of facilitators
- Explore the needs and safety of participants
- Understand trauma and the implications for facilitators
- Examine the needs, support and development of facilitators.

The training course lasted from Friday evening until Sunday afternoon. Following completion of evaluation forms, the Project Manager and the external trainer reviewed trainees' suitability to become facilitators and identified if there were further training needs. Prior to taking on the full facilitation role, each trainee was required to be a participant on a storytelling residential (if they had not already done so) and to co-facilitate with an experienced facilitator to give them some experience.

Additional support for the facilitators was provided through the facilitator 'Guiding Principles' document, which was taken from Towards Understanding & Healing (TUH) and adopted within the Legacy Project. This allowed the facilitator to be reminded of the principles underlying the storytelling process. This was accompanied by a worksheet 'Guidelines for the Storytelling Process' (also adapted from TUH), which helped in the preparation and facilitation of the weekends. At the end of a residential, a facilitators meeting was held to debrief and evaluate the weekend and facilitators were required to complete a 'Facilitator Evaluation Form'. Project staff followed up with facilitators after the weekend to see if there were any additional needs.

It was anticipated that prior to any residentials, facilitators would meet beforehand to plan the work, allocate roles and responsibilities, and refresh each other on any training points if needed.

b) Epilogues Workshop Education Programme

In September 2006, Gaslight Productions, an organisation based in Derry/Londonderry approached Project staff about the possibility of running its 'Epilogues' Workshop Education Programme with participants of the Legacy Project.¹⁷ The 'Epilogues' concept involved the stories of people from across the 'Troubles' and their views on Violence, Loss, Revenge, Forgiveness, Justice and Human Rights shown on DVD. Workshops were designed around the use of these interviews and the educational programme was accredited by the Open College Network Northern Ireland (OCNNI), and ran over 8 weeks (3 hours a week). The accreditation was at level 2, and was named Human Rights and the Underlying Causes of Political Conflict.

Gaslight staff made a presentation to Foundation staff about the workshop in November 2006 and discussions took place about the viability and logistics of running an 8 week course on a residential basis. Due to the support from participants for themed

¹⁷ Gaslight had previously been in contact with the Project in 2003 when it interviewed several Legacy participants for its DVD, these interviews were integrated into the educational programme.

residential, staff felt this would be an interesting alternative to storytelling for Project participants, with the added attraction of gaining an optional OCNNI qualification.

The residentials were advertised in January 2007 and held over two weekends in March and April 2007. Twelve places were filled, ten participants completed the full residential course, and seven completed the accreditation process afterwards. The weekends raised a range of questions and discussions for people, and stretched everyone on their own views, as one comment from the evaluation highlighted:

'It was challenging, thought provoking and very educational'.

Similar to the Storytelling workshops, the 'Epilogues' ground rules created a safe space for people to take 'time out' if they ever needed to, which again was reflected in the final evaluation when one participant commented:

'I liked the facilitation style, it was very inclusive and democratic which enabled a safe and free space for people to reflect and speak openly'.

The Foundation is now evaluating the Epilogues Workshop Education Programme with a view to including it in its future educational programmes under 'Survivors for Peace'.

3.1.5 Support for Individuals

Throughout the six years of the Project a significant number of the direct support activities were focused on group work, such as the storytelling residentials, peer support and advocacy. Whilst these responses were useful for participants, each participant also had their own individual needs.

People came to the Project through a variety of routes, sometimes referred by organisations, sometimes because they had heard about the Foundation or its founders via the media or word of mouth, though the majority came through recommendations from other victims. Once initial contact was established (usually by email or phone), Project staff would follow up with a phone call or a letter to the potential participant and, where possible, tried to meet them to talk about the work of the Project.

As a matter of procedure, the person would be added to the database and sent the Legacy Update three times a year. If they wished to get involved with the Project further, this would then be up to the individual.

Most of the individual needs were met on an ad hoc basis. One example was with the establishment of the Historical Enquiries Team (HET). The HET was launched in 2006 by the Police Service of Northern Ireland (PSNI) with the remit to re-examine the 3,268 killings between 1969 and the 1998 Peace Agreement. HET hoped to help bring a measure of resolution where possible to these families. The remit for the HET covered people who were killed in Northern Ireland, but not outside this jurisdiction. This meant that only some of the Project's participants would have their families case reviewed, where the death occurred in NI. Those incidents that took place in England, Scotland and Wales would not be re-examined.

The outcome for Project staff was two fold: i) They received anxious enquiries from military families, whose family member had been killed in NI, about what this new enquiry meant to them. Staff managed the expectations that something new would emerge from the re-investigations as this was not a guarantee; ii) They received anxious enquiries from people who did not fall within the HET remit asking why their incidents were not being re-examined. Project staff supported these people by writing letters to those who

could potentially help provide some answers. Unfortunately the jurisdictional issue was not able to be resolved.

During this time Project staff initiated and sustained a good working relationship with the staff of the HET. This enabled them to provide the correct information to any of their participants. The Legacy Project also became the main signposting contact for the HET when dealing with families in Britain. In November 2006 the Project was able to host a meeting at the Peace Centre for the HET for a group of families whose sons were killed in the same incident. This gave the families a safe space to meet the HET staff and supported the HET in their work.

Another example of the individual ad-hoc support provided through the Project was the 'Families Day', held at the Peace Centre, in conjunction with the Independent Kings Regiment Association (IKRA), in February 2007. The former King's Regiment was local to the North West (recruiting in Manchester, Liverpool, Cheshire and Lancashire) and many of the ex-soldiers and bereaved families were in the area local to Warrington. IKRA had established a relationship with the Project, as several Project participants' sons killed in Northern Ireland were members of the King's Regiment.

Due to the numbers of people affected in the locality, the Project hosted a lunch and informal gathering for the families and ex-servicemen to meet and identify what the needs of the families were and if the Legacy Project and/or IKRA could do anything to assist. Individuals who attended the day were followed up by Project staff and a number of people became involved in Project activities.

3.1.5.1 Signposting

In the early stages of the Project, a signposting database was established made up of a wide range of organisations that provided support that could be of benefit or use to Project participants. This was updated on a regular basis by Project staff. Because of the Project's extensive networking and resource database, staff were able to signpost people to relevant agencies, often in their own area. Sometimes these needs were related to the incident(s) they had been affected by, but sometimes it was more general. For example, one person who had been involved in storytelling and advocacy work had become interested in peacebuilding and training, and Project staff were able to provide information about opportunities and courses in this field.

In addition, during the Needs Analysis interviews, the consultancy team wrote a Trauma Leaflet for the Project that contained information on what to expect following a traumatic incident. The leaflet included signs and symptoms, normalised reactions and advised on when and where to seek help. This leaflet was given out to interviewees as part of the support package. The Project then adopted this leaflet as a resource to give out more generally when participants were looking for information. The leaflet was also downloaded onto the Legacy Project area of the Foundation's website along with a range of other support resources. The website was the Project's main store for signposting resources and links to other organisations.

3.1.6 The Archive Project

Recommendation 15 of the Needs Analysis stated:

The Legacy Project should establish an archive for victims on the Internet and by other means, alongside other organisations, and should explore its use for education, research and knowledge sharing in line with the philosophy underpinning the Tim Parry Johnathan Ball Trust.

As such, part of the work plan for phase two was to develop a discrete Legacy Archive and Memories Project.

The aim was that this archive of experiences would offer victims recognition and acknowledgement. The archive would take into account a variety of methods, such as community arts work, in liaison with other established archiving projects, such as The Forgiveness Project.¹⁸ Due to the potential scale of this initiative, the hope was that this would be a substantial piece of work with a dedicated worker to deliver it. As such it was envisaged that the archive 'concept' would need extensive research, partner support and secured additional funding to cover the cost and development of the work.

In the first year, a piece of research was conducted in the Warrington community about the need for an archive. The research consisted of a series of posters and flyers sent to libraries, churches and community groups. The feedback endorsed a need for the archive, and consequently a bid was written to the Heritage Lottery Fund for a three year project which would pilot an archive in the Warrington community and then roll this out into a national archive in years two and three. This bid was unsuccessful. However a recommendation was made from the Heritage Lottery Fund (HLF) to focus purely on a local Warrington archive as a first phase and then, if this was successful, to apply for additional funding for a national archive.

In the final year of the Project a pre-application form was completed to the 'Your Heritage' part of the HLF, to run the local Warrington archive, and a meeting took place with the local grants officer in Manchester to develop the proposal. At the time of writing this application is planned to be submitted in 2008.

3.2 Advocacy Work

Advocacy work includes the Inter Agency group CIRAG (the Critical Incident Response Advisory Group - see 3.2.1 below), the Advocacy Group (STEPS - made up of Project participants), and 'networking' undertaken by Project staff.

3.2.1 The Critical Incident Response Advisory Group (CIRAG)

Recommendation 13 of the Needs Analysis stated that the Legacy Project should:

Bring together relevant agencies and professionals to develop services based on models of best practice to meet the needs of victims, so that within a year an inter-agency group is established and self-supporting, with one of the partner agencies agreeing to take on the administrative role for a year at a time

In March 2005 Project staff developed a strategy for implementing this recommendation. The Project already had a substantial database of organisations from its previous networking in Phase One, and it soon became apparent that the agencies that would become involved with the Inter-Agency group in Phase Two would have a wider remit than the users of the Legacy Project. This was as a result of the findings during the Needs Analysis, whereby a number of organisations consulted stated that the issues raised, and the needs identified, in relation to Northern Ireland, were common to their own service users in Great Britain. Based on this it was decided to expand the remit beyond the Northern Ireland context. Service providers and policy makers in this wider field were then identified and a broad Terms of Reference was developed to encourage maximum participation in the initiative.

¹⁸ For further information see: <http://www.theforgivenessproject.com/>, last accessed August 2007.

3.2.1.1 Initial Terms of Reference

The initial Terms of Reference were as follows:

Purpose of the Group:

- To have an inter-agency group which would work together to share and develop best practice and strategic ways to address issues common to service users
- To improve services, communication and awareness of victim/survivor/veteran issues.

In particular, the group will:

- Create formal structures and strategic networking relationships to enhance the range and capacity of support offered
- Liaise with relevant inter-department groups in Government
- Share practice and learn more about existing provision
- Explore issues relevant to service users: financial, social, welfare, health, psychological, compensation, criminal justice, recognition & acknowledgement, contextual issues
- Examine strategic options to address issues – i.e. gaps in provision, communication between agencies, Government departments sharing information
- Consider the feasibility of conducting research/lobbying Government/producing reports on issues relevant to all service users
- Identify clear areas of overlap and how we can work together to ensure service users don't 'fall through the net'
- Involve representation from the Legacy Project Advocacy Group which includes service users of the Legacy Project.

Invitations were sent out to fifty organisations/departments with twenty six responses. Twenty two people attended the first meeting in May 2005. The organisations ranged from large national organisations such as the British Red Cross, Victim Support and Cruse Bereavement Care, to small voluntary organisations like Support After Murder & Manslaughter (SAMM), ASSIST Trauma Care and the Haven Project. The Ex-Service community was also represented by Combat Stress, NIVA (Northern Ireland Veterans Association) and the Veterans Policy Unit of the Ministry of Defence. The Northern Ireland Office was also represented as was the Victims Unit of the Northern Ireland Executive. Trauma specialists and those involved in Emergency Planning also attended the first meeting.

3.2.1.2 The First Meeting

The initial meeting was the first opportunity for members to meet and discuss common areas of interest. All those present agreed that establishing an Inter-Agency Group was a worthwhile initiative, yet aired caution that there were many inter agency groups already established. For this Group to be unique it would have to identify a gap in provision and a useful purpose for the group. The initial Terms of Reference were also perceived as being too wide ranging and members felt it should start with a more focused remit. The Group also acknowledged that since the Civil Contingencies Act 2004 had come into being there was more work being done in the initial emergency stages. From this it was identified that there was a clear need for a comprehensive approach to the medium and longer term needs of people affected by critical incidents, and it was decided to focus on this area.¹⁹ The Group then named itself the Critical Incident Response Advisory Group (CIRAG) and over the following two meetings developed a final Terms of Reference, shown below:

¹⁹ A critical incident is taken to mean both a natural or non-natural incident, including the consequences of military action or acts of terrorism.

Purpose of CIRAG:

- To be an experienced body that seeks to advise local and central Government especially in the delivery of medium to long term assistance to those affected by critical incidents

In particular, CIRAG will:

- Identify and share good practice on supporting and empowering individuals affected by a critical incident
- Explore what emotional and practical support action should be offered in the medium to long term
- Liaise with lead agencies providing services to support continuity of care
- Identify gaps in service provision and bring these to Government's attention, in liaison with other relevant agencies
- Include 'experts by experience' in the group.

3.2.1.3 Developing Membership and Work

Following the London bombs of July 2005, there was increased interest in CIRAG, attracting representation from the Victims Unit in the Office for Criminal Justice Reform (OCJR).²⁰ In February 2006 the Victims Unit representative introduced CIRAG to work being undertaken by the Humanitarian Assistance Unit of Department of Culture, Media and Sport (DCMS), the department with responsibility for the aftercare of victims of major incidents. DCMS had created a cross departmental group within Government called the Aftercare Project Board. This Board has representatives from DCMS, Home Office, Cabinet Office, Department of Health and other organisations such as the British Red Cross and Local Government Association. The Board met on a regular basis and guided the work of the DCMS Humanitarian Assistance Unit.

CIRAG was invited to submit information to the Aftercare Project Board. Following the submission, the Head of the Humanitarian Assistance Unit was invited to the May 2006 CIRAG meeting for a presentation on their work and to discuss CIRAG's availability to act as advisors to the Aftercare Project Board. CIRAG then presented to the Aftercare Project Board in August 2006 after which they were taken on in an advisory capacity.

Alongside this, membership of the Group developed with the addition of representatives from the Association of Chief Police Officers, the 7th July Assistance Centre and the Local Government Association. The DCMS Humanitarian Assistance Unit was invited to attend to ensure continued communication. Further meetings then involved members sharing practice and continued networking. At the July 2007 meeting, CIRAG discussed its future in response to the imminent end of the Foundation's funding for the Legacy Project. Two organisations had offered to host meetings if necessary, but most members felt the Secretariat should remain with the Foundation for the foreseeable future as CIRAG was still in a developmental stage. At the time of writing CIRAG was exploring ways in which to continue its aim to advise local and central Government.

²⁰ The OCJR was formerly part of the Home Office and now falls under the Department of Justice.

3.2.2 Steps Towards Empowerment & Positive Survival (STEPS)

Recommendation 16 of the Needs Analysis stated that:

The Legacy Project should establish an independent group to develop a support network, inclusive of all groups affected by the Northern Ireland 'Troubles' in Great Britain, for advocacy and support. The Legacy Project's role should be to support this group for the first two years with the aim of enabling it to function as an independent group and assisting it in finding its own funding.

Many Project participants had been raising their issues to Government and agencies on an individual basis and the recommendation gave the Project an opportunity to support participants in raising awareness for themselves.

The Project felt that the creation and membership of CIRAG was one way to keep the needs of GB victims on the agenda. However, as it had always valued the contribution of participants in the Project, staff felt that raising awareness by those directly involved would have more impact. Working as a group would also allow people to be taken more seriously and at the same time give the group mutual support.

In the initial months of Phase Two, research was undertaken by Project staff to see what other groups were around, how they were formed and how they were supported. This included the Home Office (now Department of Justice) Victims Advisory Panel and other local organisations. Due to the workload involved with the Peer Support Programme, recruitment for the Advocacy Group did not take place until September 2005 when it was first advertised in the Legacy Update. Twelve participants responded and the work of the group developed through regular meetings and two residentials, both of which are detailed below:

3.2.2.1 Advocacy Group Meetings

- April 2006

The first meeting took place in April 2006 with nine members attending. This was a chance for members to get to know each other and work out what work they wanted to do. The main purpose was for the Group to identify its purpose and to create an initial Terms of Reference to guide its future work. Project staff gave an overview of where the Advocacy Group sat within the Project and the Foundation, and provided an overview of the political context facing GB victims, including a history of the Northern Ireland Office, devolved administration and Home Office involvements and how they interlinked.

From this initial meeting the draft Terms of Reference were formed as follows:

"The Advocacy Group will be the voice of GB victims of the 'Troubles' acting as an advisory group to raise awareness of issues affecting people in Britain to relevant agencies and policy makers. The group will also raise awareness to GB victims of the support available for them."

In particular the group will:

- Liaise with the press on relevant occasions
- Liaise with organisations and Government on relevant issues
- Liaise with the Legacy Project workers and other groups in the Project
- Update Legacy Participants on the group's progress via the Legacy Update (quarterly)
- Communicate with the Legacy Peer Supporters on a regular basis
- Update Legacy staff and peer supporters with contacts for signposting

- Produce a directory of services available to GB victims with detail of services and how to access them, what people are entitled to and disseminate it to Legacy Participants and other relevant people.

At this initial meeting the Group also saw its work being divided into internal and external work, illustrated below, and wanted to keep in mind the positivity in raising awareness, and to remain focused when trying to get issues addressed.

Internal – work FOR victims	External – raising awareness ABOUT victims
Directory of services informing about support	Informing those who make policy / provide support
Document explaining how the system works	Raising awareness about how slow the system is Campaigning
Communication with people / groups in the Legacy Project	Raising awareness on what it is like to be traumatised / what we need help with

It was made clear at the beginning of this meeting that the Group would become independent of the Foundation at the end of the Legacy Project in November 2007 and would need to elect a Chair and Secretary. In the interim the Foundation would provide a meeting space, facilitation and administration for the group and provide training residentials.

- June 2006

At the second meeting new members attended. Further work took place around the Terms of Reference. In addition, the Group also discussed the following i) the production of a directory of services which would be available for GB victims as part of its aim to raise awareness to other victims; ii) the naming of the Group; iii) the groups training needs and the subsequent content of their training residentials.

- November 2006

At the third meeting a Chair and Secretary were elected. Only five members were able to make the meeting and discussion took place about the best way to go forward, in the event members were not able to attend. The Group also requested an invitation be put into the next Legacy Update to bring new members in. The Group noted that the Directory was a bigger piece of work than anticipated and decided to hold an additional meeting, starting on the morning of the January training residential, to focus on its development.

- January 2007

At this meeting the Group focused on work on the Directory. The Group felt the Directory was beyond their capacity and that it would also duplicate work already produced. Instead it was decided to produce a leaflet detailing the steps needed to become a 'survivor', following events such as political violence. This document would have a wider benefit to victims of other kinds of incidents and the Group intended to seek Government funding to have this produced professionally. The document would also be aimed at educating professionals.

- April 2007

After the first two training residentials members of the Group were highly motivated. There was some concern expressed about the ability of the Group to become independent of the Foundation by November and the Foundation addressed this by building support of the Group into the future work under the Foundation's planned 'Survivors for Peace' work area (subject to funding).

Dovetailing from the January meeting, the core work was focused on developing the leaflet. The Group agreed the target audience for the leaflet would be: "Someone who has been bereaved, physically injured and/or psychologically affected by events connected to terrorism or conflict".

Following the Media and Government training (held in January and February) the Group also agreed five points that they felt would be helpful and representative for past, recent and future victims of conflict. These would be the central messages of the Group and would guide their future work:

- We're here to help people help themselves and show ways to self help – and show that anyone can take steps towards empowerment
- We're here to raise awareness to survivors and the establishment about the effects of conflict on individuals to try to make a difference
- We have shared journeys and can learn from each other – support is available from others who are a few steps ahead
- We believe that however dark the hole is, there is hope and there is help – never give up there is always a way
- We believe that each person's steps are different but there are common experiences.

At this meeting, an outline for the leaflet was created and tasks were allocated for members of the Group to undertake before the next meeting. A 'Working Together' document was also agreed at this meeting which stated the ways in which the Group would make decisions and include members who were unable to attend meetings.

- July 2007

In July content for the leaflet was written and it was decided to have the leaflet published professionally. It was agreed that both the Group and the Foundation would contribute to the printing costs. The leaflet was intended to be launched at the Foundation's October conference in 2007.

3.2.2.2 Training Residentials

- Weekend One:

The first residential took place in January 2007. The programme included activities exploring 'motivations, skills and experiences' and 'media skills'. The Saturday was spent focusing on the media, with the session run by the Foundation's Chief Executive, who had a background in PR and Marketing. This session gave the Group an understanding of how things work in the media, how to write up a Press Release and practice interview techniques.

The Sunday was spent looking at the 'motivations, skills and experiences' in the Group to acknowledge them and allocate tasks. This exercise also empowered the Group as they realised there was a wide range of skills and experience among them. They also had the chance to build stronger relationships with each other and identify future goals and training needs for the group. At the end of this residential, a name for the group was also formed: STEPS: Steps Towards Empowerment & Positive Survival.

- Weekend Two:

The second weekend was held in February 2007. Some members who had been unable to attend in January joined the group, so an initial task was to add their skills, motivations

and experiences to the group audit. The focus of this weekend was threefold: i) 'Getting your message across to Government'; ii) 'Navigating the NHS'; iii) Identifying and planning future work.

The 'Government' session was run by Project staff and contained the following elements:

- How Government works
- Who to target (Ministers, MP's, Civil Servants)
- How to target – making relationships, using other networks
- Which way to raise the issue (Parliamentary questions, letters, papers, media)
- Presenting your case (Who, What, When, Why, Presenting solutions)
- Case Study – CIRAG.

CIRAG was used as a case study as it was a group of people working together to achieve a common objective. The media training from the previous weekend was also referred to.

For the 'Navigating the NHS' session an external Trainer was brought in. The Trainer was a Patient Support Specialist from the Royal Gwent Hospital, working in the Patient Advocacy Liaison Service. Themes covered in this session were:

- Exploring the system
- Discover what the NHS can/can't do for us
- Building a communication kit - Talking to Health Professionals
- Helping the Professionals
- What to do if things go pear-shaped.

This session allowed the Group to discuss their own experiences of the NHS system and explore ways in which they could improve things in the future. They also felt some of this information was relevant content for the leaflet.

The final session involved developing a workplan for the forthcoming leaflet and other work they wished to do. As not all members of the Group had been able to attend the training residentials, there was discussion on how people could be involved in the work without the pressure to attend every meeting.

3.3 Project Advisory Group

Since its inception, the Legacy Project had formed a Project Advisory Group (PAG). It was called a Steering Group in Phase One, and PAG in Phase Two, so to place it within the Foundation's organisational structure.

The main purpose of the PAG was to ensure the Project remained relevant, up-to-date and reflective of best practice in the field. The Group also guided Project staff on aspects of service delivery, helped to identify future funding, and identify training opportunities for Project staff and victims. The Group met 3 times per year.

The Terms of Reference were as follows:

- Finalise the terms under which the Group will operate
- Guide and participate in the staff recruitment process
- Agree proposals made by Project staff
- Be available to discuss and support the progress and direction taken
- Attend three meetings per year

- Participate in the refinement of the monitoring and evaluation processes
- Ensure the benefits of the Project are disseminated to best effect
- Input and lend expertise to the development of best practice guidelines and procedures for the Project
- Individual members to be available to act as a sounding board during the development of particular modules of the Project that fall within their area of expertise e.g. peer support group
- Advise on any matter relevant to the Project.

The membership of the Group was established to ensure that it reflected partner agencies and representation from target groups, while providing the skills, expertise and experience to support the Project's development. The membership comprised people with wide experience of work with victims, and Project participants. Three were members of the Phase One Steering Group in order to provide some continuity across the phases. The NIO representative attended meetings in a monitoring capacity, and the Chair and Chief Executive of the Foundation also attended the Group on an ad hoc basis.

PAG members were a valuable source of support for the Project staff, often providing advice and guidance on work being undertaken. They were involved in the selection of the consultants for both the Needs Analysis (Phase One) and the External Evaluation (Phase Two). They also supported Project staff in the process of overseeing these pieces of work, reading draft reports and making suggested changes. In 2005 the PAG was key in the process of finding suitable professionals for the Project's staff's Offline Supervision provision. The Group also helped to shape the future 'Survivors for Peace' work that will follow the Legacy Project.

3.4 External Evaluation

An external evaluation of the Legacy Project was undertaken. The Terms of Reference for the evaluation were as follows:

Aim: To carry out an independent evaluation of the impact and transferability of the Legacy Project and make recommendations for the future direction of its work.

Objectives:

- To provide a contextual analysis of the Project
- To provide a description of the various outputs of the Project
- To determine the impact of the Project on its beneficiaries/participants
- To assess the transferability of practices within the Project to other contexts (i.e. people affected by different conflicts)
- To evaluate the effectiveness of the resources of the Project
- To provide a series of recommendations on how the Project can progress its work in the long term (including widening user groups).

Six external organisations were invited to tender for the evaluation in September 2005 and the successful organisation, Partnership at Work, started the evaluation in November 2005.

The evaluators met with Project staff and the Project Advisory Group (PAG) to create a realistic evaluation framework. The evaluators interviewed Project and Foundation staff, the PAG, members of the Peer Support Team, CIRAG, the Advocacy and Website Sub Groups. They also placed an article in the Legacy Update, inviting all participants of the Project to get involved in the evaluation.

The evaluators found that overall the impact of the Project on participants had been very significant. They stated that many of the Project's activities may be transferable to other contexts and made several recommendations about how the Project work could be progressed in the longer term. The Final Report was produced in June 2007 and is available on the Foundation website; under the heading 'Resources and Publications' or a hard copy can be obtained from the Foundation office.

3.5 Networking and additional work

Networking was an integral part of the Project's work. During the first phase staff met and learnt from other organisations how they had been supporting service users and, following the high profile launch at Westminster of the Needs Analysis, the Project became accessible to larger number of organisations and Government departments. Following the publication of the Needs Analysis, Project staff sent the report to over 400 organisations to raise awareness of the needs of GB victims.

In Phase Two, the role of networking continued to be a key area of work in furthering awareness raising and advocacy work. The following section details the strategic relationships that were developed through this networking, allowing the Project to become a key influencer in the work of supporting survivors of politically motivated violence. In addition, whilst a lot of the work started as 'networking' some evolved into significant pieces of work in their own right, enabling the Project to 'add value' to what was set out in its funding contract with the Northern Ireland Office. This additional work enabled the organisation to prepare for its future work outside the context of the Northern Ireland 'Troubles', and is integral to work detailed in the following section. For clarity, the following sections are divided into: i) Work within Great Britain; ii) Work within Northern Ireland; iii) Work within Europe.

3.5.1 Work within Great Britain

As the Project was based in Britain, Project staff had to work within that context. Many of the organisations the Project worked with did not deal with Northern Ireland related issues, and so the focus was on the needs of people affected by wider events. This included work within the disaster and emergency planning area. Many of the needs were considered to be similar, although how people became affected was different. Organisations in Britain were often more generic in responding to a wide range of incidents, rather than being context specific.

3.5.1.1 National Standards in Crisis Support

The success of the wide ranging membership of CIRAG was due to the Project's networking and awareness raising, which included attending groups and seminars. For example in 2004 Project staff were invited to attend a national seminar looking at training for Crisis Support Workers, set up by the Ceredigion County Council Civil Contingencies Department.

Crisis support teams are established in a number of areas around the UK, with Crisis Support Workers (CSW's) being deployed to support individuals and families in the immediate aftermath of critical incidents (including terrorism/disasters, alongside incidents such as flooding, foot & mouth disease outbreaks etc.). Those who attended the seminar came from the field of Emergency Planning, Local Government and the Health and Disaster support field. Following this seminar, a further workshop was planned for January 2005 to put together National Standards for Crisis Support Workers. Due to the December 2004 Tsunami and the July 2006 London Bombings, the date for the workshop was postponed twice. Project staff offered the use of the Peace Centre as a venue to ensure the event took place. The workshop was rearranged to take place in May 2006.

Emerging from this Project staff became involved in the organisation of this event. The workshop was held from 9-11 May 2006 and was attended by emergency planners, trauma specialists, Government officials from DCMS, the Cabinet Office, and the Foreign & Commonwealth Office. There was also representation from the Association of Chief Police Officers (ACPO) and several Police forces across the country. The voluntary sector was represented by the British Red Cross, Victim Support and Cruse. Input was also given by individuals who had been directly affected by disasters. The workshop was a success and a number of the attendees became involved in aspects of the Project's work, including CIRAG and STEPS.

3.5.1.2 Voluntary Sector Civil Protection Forum

In January 2005 the Foundation was invited to attend the Voluntary Sector Civil Protection Forum meeting held at the Cabinet Office. The invitation to join the group was in recognition of the Foundation's work providing support for victims of the 'Troubles'. As a result, the Foundation was able to feed into an initiative that was directly impacting policy on the response to emergencies and disasters. Groups involved in the Forum include British Red Cross, Victim Support, Cruse, WRVS, and officials from the Cabinet Office, Home Office, ACPO, and the Local Government Association. The Forum met annually and at the time of writing the Foundation continues to be a member.

3.5.1.3 7th July Assistance Centre

The 7th July Assistance Centre was set up as an initial response to the London bombings in 2005.²¹ The Centre's remit is to work with those affected by acts of terrorism including the London bombings, Sharm-el-Sheikh, Bali and other similar events.

In August 2006 Project staff met with representatives of the 7th July Assistance Centre to share practice and learning. Further links have been drawn up with the Centre, including an invitation to join CIRAG, and their membership of the VNET project mentioned later in the report. The Foundation hopes to work in partnership with the Assistance Centre in the future.

3.5.1.4 Government Departments

Through the work with CIRAG and the Aftercare Project Board, the Project began to form a strong relationship with the Department for Culture, Media & Sport, which has responsibility for the aftercare of victims of major incidents. This relationship continues to be important for the Project, and the wider Foundation as it shifts the focus into a broader area of work with survivors of other kinds of incidents.

Additionally, through the National Standards in Crisis Support work, the Project was introduced to the Consular Crisis section within the Foreign and Commonwealth Office (FCO), which works with incidents abroad, including terrorism. This allowed the Project to gain further credibility and led to the Foundation being listed as one of the available support agencies in the FCO Leaflet "After a Tragedy: Information for those Bereaved and Affected by an Act of Terrorism or Major Incident Overseas". Part of the Legacy Project Trauma Leaflet was also reproduced in this leaflet. Project staff also met with staff from the FCO's Crisis Management Centre to ascertain how to access people who have been affected by incidents abroad, such as the 9/11, Bali and Sharm-el-Sheik incidents.

²¹ For further information see: <http://www.7julyassistance.org.uk> , last accessed August 2007.

3.5.1.5 Victim Support's Victims of Terrorist Attack Project (VOTA)

In 2005, Victim Support secured EU funding to run a one year project looking at the needs of victims of terrorist attack and what Victim Support's response should be in terms of service delivery. VOTA's project staff contacted the Legacy Project early in their development to consult on good practice. VOTA staff had consulted with many organisations and they directed VOTA project staff to the Project.²² This was an indication of the reputation of the Project and the wider Foundation as experts in the field of supporting people affected by terrorism. Legacy Project staff met with the VOTA project staff and shared practice from the Legacy Needs Analysis and the resulting work that had been undertaken to support victims. In addition the Legacy Project wrote to participants about the work of the VOTA project, which then led to a number of its participants being interviewed for the study. Liaison continued throughout the VOTA project and the wider Foundation featured substantially in their final report, highlighting the importance of peace building and positive opportunities available for victims of terrorism. The VOTA project report, 'Building Resilience' was launched in February 2007.

3.5.1.6 Combat Stress

The Legacy Project established strong links with the Ex-Services Mental Welfare Society (Combat Stress) from the early days of the Project, and in December 2006 an information session run by Project staff and a veteran participant was held at Combat Stress.²³ The talk was about the Project's work and numerous reconciliation initiatives relating to Northern Ireland. This was well received and interest was expressed by a number of those who attended about how to become involved with the Project. The relationship with Combat Stress was strengthened when their Director of Welfare Services joined CIRAG.

3.5.2 Work within a Northern Ireland context

Whilst the majority of the networking was undertaken with the initiatives mentioned above, the needs of Project participants were still within the context of the Northern Ireland 'Troubles'. During the life of the Project a significant amount of work in Northern Ireland was starting to focus on ways to deal with the past. For example, in the autumn of 2004 the Parliamentary Northern Ireland Affairs Committee launched an Inquiry entitled 'Ways of Dealing with Northern Ireland's Past'. Project staff wrote a submission to this Inquiry and were subsequently invited to give evidence to the Committee.

Other organisations were also working directly on Northern Ireland initiatives to deal with the past, such as truth recovery, story telling and direct support. The organisations the Legacy Project worked with are examples of this and are detailed below.

3.5.2.1 Northern Ireland Veterans Association (NIVA)

The work of the Northern Ireland Veterans Association (NIVA) began in 2003 and was created by a group of ex-servicemen who had served in Northern Ireland.²⁴ Initially the Association was an online website forum which subsequently grew into a larger organisation with a wide membership. The Legacy Project established a relationship with NIVA from its early inception as many of the members of NIVA were also eligible to be part of the Legacy Project and vice versa. In the initial stages the Project was able to provide NIVA with a meeting venue for their work, and throughout the Project, staff attended NIVA's Annual Service of Remembrance each year, advertising it in their Legacy Update.

²² For further information see: Ellen, P. and Shackman, J. Building Resilience: Report and recommendations for Victim Support on delivering services to victims of terrorist attack', (London: Victim Support, 2007). (<http://votaproject.eu>, last accessed August 2007).

²³ For further information see: <http://www.combatstress.org.uk>, last accessed August 2007.

²⁴ For further information see: <http://www.nivets.org.uk>, last accessed August 2007.

Several of NIVA's members became involved as active Project participants, participating in Storytelling residencies, the Peer Support Programme and the Advocacy and Website sub groups. NIVA were also invited to join CIRAG. NIVA gave reciprocal support to the Foundation in the initial stages of the website's development and by forwarding information about Project activities to their membership.

3.5.2.2 Towards Understanding & Healing (TUH)

As detailed in Chapter Two, Project staff developed a reciprocal relationship with TUH in that staff facilitated on TUH's storytelling and dialogue residencies and vice-versa. Many Legacy participants wanted to engage with other people from the Northern Ireland conflict and working with TUH enabled the Project to bring participants onto wider storytelling residencies which included people from Northern Ireland and the Republic, including former combatants. Towards Understanding and Healing contributed greatly to the professional process of storytelling developed in the Legacy Project.

3.5.2.3 Healing Through Remembering (HTR)

Healing Through Remembering was established in 2002 and is a cross community organisation which explores ways of dealing with the conflict in and about Northern Ireland.²⁵ HTR's work has focused on 5 different areas exploring how the conflict should be remembered including Storytelling, Truth Recovery & Acknowledgement, A Day of Reflection, Living Memorial & Museum and Commemoration. Established sub-groups have developed each of these five areas, and Project staff joined the HTR's Storytelling, and the Truth Recovery & Acknowledgment sub groups. Staff were able to feed in to several key reports published by HTR and also contributed to best practice in these areas.

3.5.2.4 Glencree Centre for Peace & Reconciliation

The Glencree Centre for Peace & Reconciliation is a partner organisation of the Foundation and has worked closely with the Foundation since its inception.²⁶ Throughout the course of the Legacy Project, a number of its participants were involved with the work being developed at Glencree. The LIVE (Let's Involve the Victims Experience) Programme was established in 1998 and worked with victims of the 'Troubles' across all communities in the UK and Ireland. Legacy participants attended LIVE Programme workshops and introduced the programme to other Legacy participants. In 2004 Glencree created the Sustainable Peace Project, which brought together victims, former combatants and the wider community to undertake a year long project to build relationships and a network of leaders in the community. Several Project participants were involved in this initiative and Project staff supported their involvement in a variety of ways.

3.5.2.5 An Teach Ban - Centre for Peacebuilding

The Centre for Peacebuilding, based in Donegal in the Republic of Ireland, is a small organisation with similar aims and objectives to the Foundation.²⁷ Project staff were invited to speak at their 2004 Conference 'Weaving the Web of Peace'. Further to this presentation, Project staff were invited to join the Centre's Programme Advisory Team, which worked towards informing and guiding the work of the Centre.

3.5.3 Work within a European context

Another sign of the reach and influence of the Legacy Project's work was the invitation to become involved in a number of European initiatives, detailed below.

²⁵ For further information see: <http://www.healingthroughremembering.org>, last accessed August 2007.

²⁶ For further information see: <http://www.glencree.ie>, last accessed August 2007.

²⁷ For further information see: <http://www.peacecentre.ie>, last accessed August 2007.

3.5.3.1 European Project for the Promotion of Resources for Victims of Terrorist Attacks - Belgian Red Cross

In July 2005 the Project was invited to make a submission to present at a Study Day event for the Belgian Red Cross. The Belgian Red Cross had created an EU funded project to create resources for organisations working with victims of terrorism.²⁸ The submission was accepted and a member of the Project staff travelled to Brussels to participate in the event and make a presentation. The invitation had come as a result of the relationship established with the British Red Cross, and was one of the only presentations focusing on the impact on victims. The Study Day allowed Project staff to make connections with other European projects.

3.5.3.2 European Network of Entities Helping Victims of Terrorism Attacks (VNET)

In July 2006 the Foundation was approached to become a partner in another EU funded initiative. The VNET project was established by the Asociación de Ayuda a las Víctimas del 11M (AAV11M), formed after the Madrid train bombings in March 2004. AAV11M was present at the Red Cross Conference in Brussels and maintained regular contact with the Foundation. In February 2007 the Foundation became official partners with the VNET project, which included partners from the UK, France, Spain and the Netherlands. The aims of the EU wide project were to create a network of organisations working with victims of terrorism, and to share and develop practice guidance in this area.

The Network was particularly keen to build on the Foundation's Needs Analysis and disseminate the learning from it across Europe. On 11th March 2007 the Network held an event in Madrid to mark the EU Day for the Remembrance of Victims of Terrorism. A member of the Project staff attended and supported two victims who spoke at the event. The Network then met to draw up its activities for the remainder of the year, which included the creation of an online resource for organisations working with victims. A further project is planned for 2008 where a series of events called 'The Voice of the Victims' will be held across Europe, to provide a forum for victims to share their experiences. This project is currently awaiting a decision on funding.

3.6 Conclusion

As Chapters Two and Three indicate, a significant amount of work took place over the six years of the Project. Pieces of work were developed and piloted, networking generated additional innovative work and participants became increasingly involved in the work, empowering them to raise their voices and get involved in a process of change. Chapter Four now reflects more deeply on this process, and asks the question, "What lessons can be learned?"

²⁸ For further information see: <http://www.eureste.org>, last accessed August 2007.

Chapter Four

Analysis, Learning and Points to Consider

The aim of Chapter Four is to examine the cross cutting themes that evolved during the life of the Project so to disseminate 'points to consider' for organisations who currently work with victims and survivors of political conflict, or who work in the field of trauma and support.

Themes identified

4.1 User Involvement

4.1.1 Establishing professional boundaries between user involvement and organisational responsibilities

One of the key aspects of the Legacy Project was how it involved users in its decision making and development. For example, victims and survivors were involved in the development of the initial Project outline that was used to secure funding, and participants were consulted in the Needs Analysis after the initial interviews. This included being involved in an evaluation weekend which was held prior to the launch of the report. Because of this involvement, Project participants felt a level of ownership of the Project, particularly in the second phase, as it had been built specifically to meet their identified needs. Programmes were often adapted in response to feedback from participants.

User involvement did however present some challenges for the Project, particularly when the expectations of participants and the Foundation's capacity clashed. From this it became apparent that clearer guidelines needed to be made between what was required of users and what was 'organisational' responsibility. For example, there were times when there was tension between the advice the Website sub-group gave on the desired direction of the website and the Foundation's legal or practical constraints in taking all those decisions on board. This tension was managed as best it could through constant communication between staff and the sub-group.

Additionally, not all decisions were able to involve the views of participants. Sometimes Project staff had to make decisions on behalf of participants. For example, on several occasions the Project was approached by the media, who asked to speak to certain 'types' of victims, and staff had to consider the implications for participants on an individual basis. More often than not, Project staff would inform a participant of the opportunity and provide support if needed. Where possible, Project staff attempted to create opportunities for participants to influence the direction of the work.

A significant part of the challenge created with user involvement in decision making, is that participants typically have a vested interest in the work or service and decisions can have an emotional impact on them. It is not always possible to consult with 'users' on every decision so it needs to be clear from the start what users can influence and what they cannot. This can be difficult in an evolving project, but clarity is essential if problems are to be avoided.

Points to Consider

- If users are opted onto advisory groups, clarity is needed regarding the boundary between what are 'organisational' responsibilities and what are 'user' responsibilities. For example, an organisational responsibility is about keeping decisions made within the wider aims and objectives of the organisation, a 'user' responsibility is offering advice to the organisation on a specific issue based on their experiences. This

boundary then makes it clear what the expectations are of each, and avoids volunteers feeling their contributions are undervalued

- Organisations could look at the benefits and drawbacks of user involvement and consider whether it is genuinely possible to involve people in the decision making process
- Staff should also acknowledge the fact that some decisions may have a significant impact on the users, so setting up appropriate support mechanisms would be helpful
- Involving users in decision making adds to their ownership of the work and can also increase interest in volunteering.

4.2 Working with volunteers

4.2.1 Acknowledgement of fluctuating timescales

Due to the wide geographical spread of Project participants it was difficult for volunteers to physically meet up in one location. In addition, due to the differing demands on individuals which resulted in fluctuating attendance at meetings, timescales for pieces of work to be completed often slipped. For example, it took several meetings of the Advocacy Group before agreement was reached on its focus and Terms of Reference.

Points to Consider

- It is often difficult to estimate the length of time a piece of work undertaken by volunteers will take, due to the fact that volunteers cannot be held accountable for production of work to a schedule, as is the case with paid employees. If there is a concrete deadline to be met then slippage needs to be built into the schedule to cater for the above
- Volunteers are sometimes vocally supportive of the idea of a piece of work being undertaken but may not necessarily want to take responsibility for it being done and would rather rely on Project staff
- Maintain the motivation of those volunteers who have the time and resources to undertake a piece of work.

4.2.2 Creating clear and professional expectations

Within the Project, the development of the Peer Support Service took on board advice from external agencies to 'professionalise' the service, as it would illustrate to the volunteers that their time mattered and give the service professional credibility. Project staff subsequently instigated a semi-formal recruitment process chaired by a senior member of staff from an external organisation, followed by a training programme that was Open College Network accredited. Although this process created some anxieties for volunteers, it gave them a sense of confidence that once they had been through the process, it had been worthwhile.

In addition, the Project found that where volunteers had been through a painful experience and had reached a stage where they wanted to 'give something back' it was the Project's responsibility to try and harness that energy in as clear and professional way as possible, while maintaining clear expectations. Through its 'Update' newsletter Project staff sent an invitation to participants to get involved with the work. For example, they could join the Website sub-group, the Advocacy Group and the Peer Support Service. Interested people were then encouraged to ring Project staff to talk through their options.

Points to Consider

- The outcome of a professional environment for volunteers is increased confidence and self esteem. Volunteers feel that they have been chosen because of their skills and abilities, and not because they are a 'victim'. This point was highlighted in the Project's final external evaluation, whereby a participant who went through the Peer Support process commented: '*The involvement of someone from outside the Legacy Project (in the recruitment process) meant that you weren't selected just because you were part of the group*'.²⁹
- Where volunteers have been through a painful experience and have reached a stage where they want to 'give something back', it is the responsibility of an organisation to identify where that energy can best be utilised, and then, if possible, implement a subsequent training and work plan in a constructive, professional and managed way. This sends a clear message to the volunteers that their time is of value and their work is important, and keeps the work of staff members focused.

4.2.3 Establishing professional boundaries between staff and volunteers

Project staff valued the importance of maintaining a clear boundary between themselves and volunteers as this helped in creating a safe space for people who approached the Project. For example, often participants were introduced to the Project through disclosing their traumatic experience to Project staff. After such a disclosure participants may have felt they had formed a particular bond or friendship with that member of staff. Project staff needed to ensure that professional boundaries were maintained to provide a safe and welcoming environment for participants.

Points to Consider

- Creating a professional boundary in the staff-volunteer relationship creates an atmosphere of respect for the time and commitment volunteers are giving to the service. It also forms a 'safe space' whereby volunteers can feel confident to turn to staff for advice regarding their own needs, or advice, regarding the people they are currently working with. Without these clear boundaries volunteers may not feel the trust and confidence to disclose information to staff, and subsequently may feel unsupported.

4.2.4 The power of a shared experience in offering support

The Legacy Project harnessed the power of volunteers who had shared experiences through its Peer Support and Advocacy programmes. This was touched upon in the Project's final evaluation where it states:

*The people who chose to engage actively in the work as volunteers were among its greatest strengths. It has been the experience of many organisations in this field, and across a wide swathe of the voluntary sector, that people can often be best supported by others who have had similar experiences.*³⁰

Points to Consider

- Users who work through a painful experience and subsequently become volunteers for those going through similar experiences tend to offer more depth of support. However it needs to be noted that whilst the 'shared experience' is certainly a common bond between people, and makes people feel less alone, awareness is needed so that this bond can occasionally keep people framed in a 'victim' identity. Keeping volunteers and users aware of this possibility is one way to prevent it from becoming a reality.

²⁹ Partnership At Work, *The Evaluation of the Legacy Project of the Tim Parry Johnathan Ball Foundation for Peace Final Report*, (Holmfirth: Partnership At Work, 2007), p.14.

³⁰ Partnership At Work, p.30.

4.3 Different individual motivations and needs

Project staff acknowledged a difference in individual motivations and needs. All contributions were valued equally. For example, some participants who lived closer to the Peace Centre were open and willing to come to the Centre to help the Project with a number of tasks. However participants who lived further afield were unable to offer such time, but were able to contribute in other ways.

Similarly some participants who made initial contact with the Project were then content to receive the Project's newsletter and occasionally post on the website. Alternatively other participants posted frequently on the website, attended residential workshops, and kept in regular contact with staff. All levels of participation were equally valued by the Project.

Points to Consider

- People who volunteer or use a service do so with different motivations and needs. Some participants may be very involved in the work and will give almost unlimited time to the work; whilst others want to be involved, but in a much smaller way. It is the responsibility of an organisation to manage the competing needs of these individuals and not place more value on one over another.

4.4 Dependencies and moving forward

The Legacy Project was initially set up for a three year period and then secured funding for a further three years. Many of the Project participants who got involved in Phase One stayed with the Project into Phase Two.

Throughout this time the Project was able to offer a variety of different activities. The Legacy Project was the first project set up specifically to meet the needs of victims of the 'Troubles' in Britain, and the Needs Analysis allowed many people to tell the story of what happened to them for the first time. Project staff were interested in what victims/survivors had to say, and built up long term professional relationships with participants, gaining their trust and providing support. Fortunately, because of the varied range of activities, participants were able to engage at whatever level they wished. In many instances, this created a strong bond for participants.

However, because of this level of activity and support a degree of caution was noted by Project staff as to the level of dependencies that could potentially be formed. For example, within the storytelling process concern was expressed about the support that might be gained by attending several residentials, and whether telling their story many times helped an individual either 'move forward' or remain stuck in their 'victimhood'. As stated earlier, Project staff took the decision to highlight this possibility with participants and encourage them to consider whether or not they needed to participate in this kind of activity.

In Phase Two the Storytelling residentials were still available for those who needed support, but most of the programme work involved participants developing constructive skills using their own experience, such as becoming involved in the Peer Support programme, or raising awareness for others through the Advocacy Group (STEPS). This saw participants move the focus from their own needs to the needs of others. As the Project moved into its final months, many of those who had been involved in the initial phase started to move away from the Project. Some got involved with other organisations and others had found ways to meet their own needs.

Points to Consider

- One of the risks of long term project work is that participants can become dependent on the services being there, so appropriate exit strategies need to be put in place to support participants and ensure they can find what they need through multiple agencies or are in a position to help themselves.

4.5 Recognition and acknowledgement

The core of the work of the Legacy Project has been the recognition and acknowledgement of the experiences and needs of GB victims of the NI 'Troubles'. The Needs Analysis, CIRAG and STEPS are clear examples of this, as they highlighted the needs and worked at a wider level to maximise the potential for influencing change.

Points to Consider

- Recognition and acknowledgement is crucial to victims of traumatic incidents as it validates their experience and takes their pain seriously. How recognition and acknowledgement is expressed can take many forms. It can be at a high profile level, such as the funding of services to meet specific needs, or Government Ministers meeting with victims and survivors. It can also be done on a smaller scale, by listening to someone talk about what has happened.

4.6 Working with family members

Throughout the work of the Project there were a number of family members who became involved in the Project's activities, such as Storytelling and Peer Support. Where possible, Project staff attempted to focus on the individual needs of its Project participants. During group work staff would encourage family members to participate in separate groups, so to maintain the focus on the 'individual'. When family members are in the same group there is the possibility that they may feel inhibited from speaking openly and being 'themselves'. Ultimately, if the individual's needs and requests were to be with their family member, then this would be accommodated.

Points to Consider

- The dynamic of working with a group which includes a number of people within one family is different from working with a group of unrelated individuals, especially when working in the field of trauma. Prior to any workshops or training, care needs to be taken in managing that unique dynamic, and assessing how this has an impact on the wider group. For example family members participating in a storytelling workshop may feel inhibited to disclose information about themselves for fear of hurting their family. This dynamic may also have an impact on the wider group. This is not to advise that family members should not participate in these events, but to acknowledge that there could be a possibility that they may hold back in disclosing their own thoughts and feelings, and to be aware of that. Options include separating family members in small group sessions or encouraging them to participate in residential at different times.

4.7 Residential workshops

All of the residential workshops (Storytelling and Training) that the Legacy Project ran at the Peace Centre involved a certain degree of emotional content due to the nature of the work. The training weekends, though not as intense as the storytelling residential, all had elements of personal reflection. For example, the Peer Support training covering 'Grief, Trauma and the Helping Relationship' involved participants looking at their own experiences, and the Epilogues programme tackled difficult issues including violence, revenge and forgiveness and involved individual reflection on these themes in their own lives.

The value of holding such courses and storytelling events at the Peace Centre in a residential capacity was that participants had a chance to 'come away' from their everyday environments to explore potentially emotional issues in a safe space, and where they could also share some social time together.

The aim to enable residential to be a 'safe space' involved a significant amount of preparation by Project staff. For people new to the Project, staff visited potential participants and explained the process of the weekends and answered any questions people had about the weekends. Staff worked under clear 'Guiding Principles' during the course of residential, which included themes of mutual respect, support and the freedom to take time out. In the week following residential Project staff would also telephone participants to check in with them and to see if there was anything they wanted to talk about regarding the weekend.

Points to Consider

- Running workshops on a residential basis can create a particularly unique dynamic in strengthening bonds between people. By travelling to a space that is away from the 'everyday' environment people can often feel more relaxed to talk about and explore issues that otherwise may have been difficult for people. A residential can assist in creating a 'safe space'
- In relation to residential which involve the sharing of personal stories and emotions (i.e. story sharing residential), the downside to 'getting away' is that people have to return, sometimes to an environment that is not hospitable to change. Facilitators need to be aware of this reality for participants and manage their expectations accordingly. Ways to do this can include: i) preparation with participants about what to expect on the residential, and to ask if they need any support throughout the process; ii) provision of both practical and clinical support for all participants during a residential; iii) follow up with participants once they have returned home, checking how they are feeling and how they are adjusting to being back home; iv) work with individuals to identify how they can help themselves once back in their home environment.

4.8 Working with partner agencies

Prior to the establishment of the Legacy Project, there was no dedicated support for victims of the 'Troubles' who live in Britain. As indicated in Chapter Three, throughout the life of the Project, staff looked to other organisations to see what services they provided and what learning there was that would be relevant for themselves and participants. This meant that services could be developed from existing practice and allowed for continuous learning and refinement of practice within the Project. In addition, the range of people and needs in the participant group meant that support services and organisations utilised by the participants were wide ranging, so signposting to multiple agencies was required.

From the learning and development during Phase Two, Project staff were able to share practice with other organisations. For example, Victim Support's Victims of Terrorist Attacks Project Manager communicated extensively with Project staff, and there was sharing of practice from the Needs Analysis research period. This relationship was mutually beneficial for the organisations involved.

There can also be challenges to working with other organisations, particularly in relation to competition for funding. In the voluntary sector, funding is a big issue for most organisations. Some organisations are understandably protective of their work, as some practice undertaken can be the distinguishing factor in their ability to secure funding. The Foundation tried to overcome this in their own work by seeing the real benefit of

knowledge-sharing for its participant group and sharing knowledge where possible, as significant support had been received from other organisations in the Project's early stages.

Points to Consider

- When setting up new projects, help and advice is often needed on how best to go ahead with developing good practice, and organisations are often very willing to assist. Networking with organisations working with similar user groups is critical in this development. In the longer term networking keeps organisations up-to-date with current policy and practice which keeps the work relevant. Working together helps to influence and effect policy change at a more strategic level
- Individuals have a variety of different needs, so partnership working between organisations is essential to ensure needs are met in a holistic way. Clarity and care needs to be given by organisations working together to avoid duplication of services. The outcome of partnership working is that needs are more likely to be addressed in the longer term and there is potential to reach more people over time.

4.9 Signposting

Signposting is the passing on of information to participants of a project so to give people options for who they can turn to for support. Signposting was a core function in the work of the Project. Project staff came to understand its increasing importance to people as the Project evolved, as people need multiple options when they are looking for help, as one solution does not fit everybody.

Points to Consider

- Signposting is an important part of service provision for projects working with people who need supporting. Signposting offers a range of options to those who pass through an organisation, and acknowledges that a multi-agency approach to a person's recovery is often the best option for people. Signposting isn't necessarily an endorsement of that organisation, though it is an acknowledgement that other agencies exist and can be accessed if needed
- Additionally, keeping up-to-date records of other agencies is good practice. Sound database management is important in this process as it keeps the record of available agencies up-to-date and relevant.

4.10 Accommodating the unexpected

Establishing new projects brings with it elements that cannot be planned for - the unexpected. Time and budget needs to be planned well so to accommodate for these 'unexpected' events, which can cover: i) shifting political contexts; ii) working with trauma; iii) unforeseen expenditure.

4.10.1 A shifting political context

Within the Legacy Project the shifting political context in Northern Ireland had an impact upon the participants, and Project staff needed to respond to that. One clear example was the establishment of the Historical Enquiries Team (HET) in 2006 which impacted on Legacy Project participants. The Project responded by liaising with the HET to provide ongoing information to Project users.

Points to Consider

- People who have been affected by politically motivated incidents are often affected by ongoing events, such as trials, public enquiries and a changing political landscape. An awareness of this by staff working in this field is crucial, in order to understand and respond to potential periods of hurt and distress.

4.10.2 Working with trauma

Trauma affects people in different ways. Many people who experience a traumatic event go on to recover well, whilst others are not able to cope with their experience. Many services are now available to support people affected by traumatic events, but many of the participants involved with the Legacy Project did not have access to these services, as their incidents happened a long time in the past. Even though Project staff were not trauma experts, they attended several training courses in the area of support of people affected by traumatic incidents, to give them an understanding of trauma and how to respond. In the majority of cases, Project staff sought advice from experts in the field and signposted people to appropriate services.

In addition, the Foundation knew that working with people who had lived through a traumatic incident was likely to bring with it unforeseen needs that required addressing. Project staff had to work within a framework of flexibility regarding their daily work load so that priorities could be shifted if a person called or needed to talk.

One clear example was phone calls from people who had seen an event in the news about Northern Ireland and wanted to talk it through. For example, the news about the establishment of the Historical Enquiries Team in Northern Ireland led to a number of people calling Project staff about what this would mean to them. Additionally, when the London bombings happened in July 2005, there was a marked increase in the number of individuals contacting the Project.

Points to Consider

- People who have experienced trauma relating to a politically motivated incident have a whole range of needs when accessing a service, and organisations need to be aware and accommodating to that. For example, a phone call may become longer than expected due to a person wanting to talk, so time is needed within projects to accommodate these 'listening times' which are crucial to the user's sense of 'safe space'
- Be aware of the unique experience trauma has on people's lives, and know the limitations of what can be offered by your project and what needs to be referred to specialist agencies.

4.10.3 Unforeseen expenditure

The funding that was available for Phase Two of the Project did not cover the costs of all the areas of work. The website was one such area that needed additional money allocated to it in the latter stages of its development. This was possible through the flexibility of the funder to agree to shift money within the whole budget. Additional work was also generated from the networking, and whilst this added significant value to the Project it also had an impact on financial resources.

Points to Consider

- Organisations should consider the possibility of a degree of flexibility within a Project budget. Often a fixed amount is applied for and directed under particular budget headings

- User involvement and external events may have an impact on service delivery and some flexibility is needed in order to respond appropriately. This can be extremely difficult, especially in smaller organisations or projects
- Organisations need to be aware of the implications of 'added value' work on a project budget and to ensure that this is not a distraction from the original project priorities.

4.11 Marketing

As mentioned elsewhere in this report, finding people who had been affected by events so far in the past had been a challenge for the Project. Participants mainly got referred to the Project by other participants, or through other support organisations. With an estimated 622 people from Britain killed in the 'Troubles', and a further 2000 injured, the potential participant group was extensive. However, the majority of the incidents had involved small numbers, and had taken place over almost four decades. The Project was aimed at people affected by the 'Troubles' who were dispersed in a population of 57 million. This made it difficult to find people by utilising the mass media.

The majority of the marketing of the Project took place working alongside other organisations. As described earlier, the launch of the website and Peer Support Service attracted little interest, even though press and publicity was extensive. This was also the case when the media and support organisations were used to find interviewees for the Needs Analysis. Towards the halfway stage of Phase Two, professional leaflets were designed for the Legacy Project and the Peer Support Service, in conjunction with other Foundation publicity. This gave a new dimension to attracting participants and gave Project staff something tangible to use in networking.

In hindsight, it would have been useful to have built funding for a marketing strategy into the Project budget. However, due to the amount of funding available, marketing had been discarded in lieu of funding to provide direct support. The Foundation relied on its own resources and the goodwill of PR companies that gave of their time in kind. This was not always successful as the companies had their own business deadlines and priorities to meet.

Points to Consider

- Smaller organisations and projects that do not have a separate marketing department or a marketing budget face a difficult challenge to raise awareness of their work and generate interest
- Establishing a relationship with PR companies who 'donate' their time can be a useful way of overcoming this. However, because there may be competing priorities, it may not be as successful as anticipated
- A marketing strategy could be developed and maintained throughout the Project span, adapting to the issues that arise. The strategy could consider how to raise awareness to organisations and to potential participants, and different marketing materials may be needed
- Time needs to be spent considering how to reach disparate groups of people who may need the service, but do not know you exist.

4.12 Working with the ex-service community

As detailed in Chapter Two, the majority of incidents that affected people in Britain were military related as over 300,000 members of the Armed Forces served in Northern Ireland between 1969 and 2002. As such a significant number of Project participants were former soldiers, gaining trust and building relationships was vital to ensure the Project was relevant to veterans.

The context of their involvement in Northern Ireland was perceived as different from that of civilians who had been caught up in explosions in Britain. They had been employed to do a job in the conflict and so many veterans saw themselves as different. This was also the case for some former emergency service workers as they had been involved as a result of their employment. There was a common bond for the ex-servicemen who joined the Project, not only due to their experience of Northern Ireland, but also the experience of being a member of the Armed Forces.

Many ex-service organisations are in existence to meet the needs of veterans. The Ministry of Defence has a Veterans Minister and a Veterans Agency, established to deal with veterans' issues. However, once someone leaves the Armed Forces, they become a 'civilian' and many of their health and welfare needs are met within a civilian context i.e. Health Service.

Neither of the Project staff had served in the Armed Forces and this sometimes presented a challenge in gaining the trust of veterans, as they had little understanding of the Forces' experience. Often, building a relationship with an individual with a military background took longer than it did with other individuals. However this was not always the case as several participants who had served in the Armed Forces became involved with the Project specifically because it was not an ex-service organisation. Security and safety was also a concern of many veterans.

The bond of comradeship experienced by ex-servicemen and women is very strong. On occasions, some veterans were wary of the work of the Project. Project staff worked hard to establish trust with these participants and in the main this was successful. Consideration was given to whether gender had been an issue as the majority of the ex-service participants were men, and the Project staff were both women. Project staff were not able to confirm if gender had ever been an issue, or whether difficulties arose because they were from a civilian background.

Points to Consider

- Organisations undertaking work with former (and current) members of the Armed Forces should be aware that many people carry the military context into civilian life. In order to gain trust and build relationships, additional time may be needed. It may be useful to engage volunteers with a service background to assist with programmes.

4.13 The Legacy community and the context of Northern Ireland

One of the interesting challenges for the Project was how participants would relate to each other. Everyone had experienced events in a different way, some participants were bereaved family members, some injured as civilians, some injured in the line of duty. The common bond that developed was in relation to *why* they had been affected. The 'Troubles' was an overarching context and being from outside of the conflict area gave people a different perspective. Many participants had felt isolated over the years; sometimes this was due to the lack of support for them, sometimes due to the understanding of the conflict by people around them. For many people in Britain, the Northern Ireland 'Troubles' were not connected to them, and in more recent times, the conflict was seen as 'over' with the signing of the Peace Agreement in 1998.

As participants met each other through Project activities, they felt less isolated and that someone else could relate to them. This engendered a sense of 'community'. This was particularly shown when there were political developments in Northern Ireland that didn't take account of people affected outside of the jurisdiction. For example, the remit of the Interim Victims Commissioner for victims of the 'Troubles' did not include victims in Britain. Events such as these often brought participants together through a sense of

injustice. A significant number of participants from the Project now consider each other friends.

Points to Consider

- Connections can be made between people from very different experiences, background and ages. A common bond was formed due to a particular context but many people wanted to help others from similar circumstances.

4.14 Care for staff

From the outset Project staff acknowledged the potential for 'compassion fatigue'. Compassion fatigue is a common outcome for staff working with people experiencing distress or trauma. WAVE Trauma Care in Belfast identified this in their work, stating:

People caring for or working with people who have experienced trauma will have to listen to stories of hurt, pain and suffering and they will unintentionally and unexpectedly feel and absorb similar hurt, pain and suffering. Stresses that are experienced by the carer/worker are said to be secondary traumatic stresses as the carer/worker was not the primary victim of the traumatic incident.

Project staff identified this potential early on and built in time and money for offline supervision. The Legacy Project's final evaluation highlighted the useful role of offline supervision as follows:

Offline Supervision works in tandem with normal management supervision. It is a professional and personal development tool, providing a space for the workers to offload about issues relating to their work, and receive coaching on practice-related issues. It sits outside the management supervision process but feedback is exchanged within management supervision.³¹

Points to Consider

- Offline supervision is a helpful way to talk through and manage the stress of working in the field of grief and trauma. Other self-support can be found through acknowledging and valuing the self care practices of regular exercise, good nutrition, alternative health therapies, social time, a healthy work-life balance and adequate sleep.

4.15 The context of a peace organisation

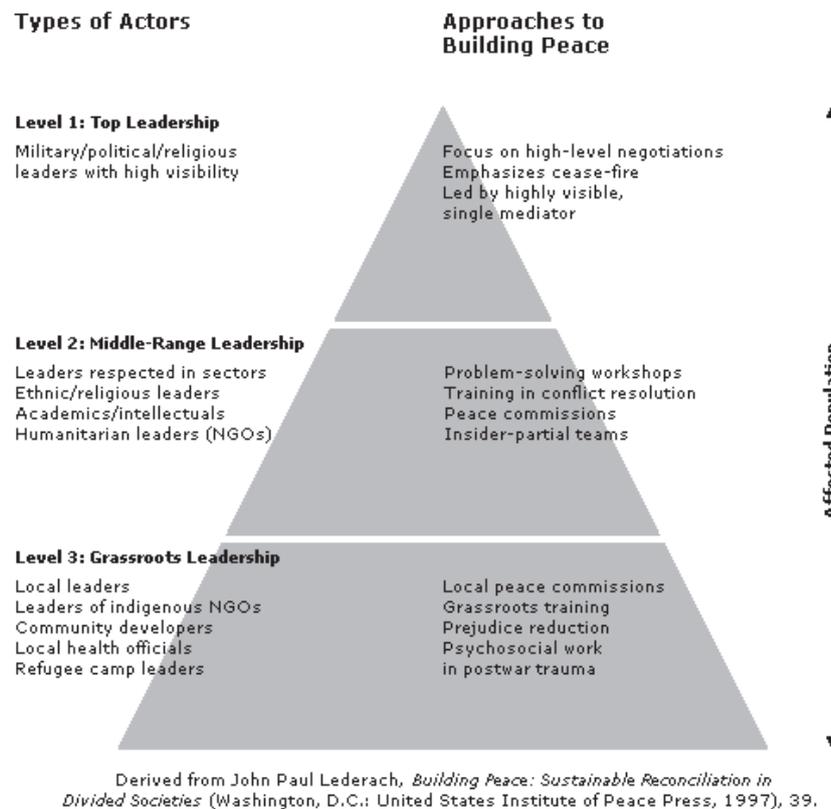
This final theme acknowledges the 'peace' value of the Foundation, and the impact that being a 'peace charity' had on people who worked with the Legacy Project.

As articulated at the beginning of this report, the Foundation was borne out of a terrorist incident on Warrington town centre which killed two young boys and injured over fifty people. This incident holds a resonance not only for other victims of the Northern Ireland conflict, but also for victims internationally. As such the Peace Centre often acts as a symbolic representation of hope arising out of tragedy and attracts a range of people who want to be part of the transformative peace work associated with both the Legacy Project and the wider Foundation.

However not all victims of politically motivated violence want to be involved with 'peace' work, and often prefer to turn to organisations such as Victim Support for help and guidance.

³¹ Partnership At Work, p.6.

Within a wider peacebuilding context, the unique value of the Legacy Project is that it has been actively involved in both bottom-up and top-down methods of working. This concept was explained by the peace practitioner and academic, John Paul Lederach, in his model of sustainable reconciliation, illustrated below. This model is now explored in relation to the work of the Legacy Project.



Lederach identified two approaches that prevail in conflict transformation work: the top down and bottom up approach. The *top down* approach implies that 'the accomplishments at the highest level will translate to, and move down through, the rest of the population. According to this model, the greatest potential and the primary responsibility for achieving peace resides with the representative leaders of the parties to the conflict. If these leaders can agree, that sets the stage, the framework, and the environment for delivering the rest of society in the implementation of the agreement that will end the war.'³²

In sum, the top level work purely focuses on political structural approaches to creating a sustainable peace with the formulation of new policies and agreements. In Northern Ireland the Good Friday Agreement is a clear example of work being conducted from the top.

The *bottom up* approach involves people at the grassroots (also termed 'civil society') implementing change. There are significantly more people at the grass roots level, so strategies for change tend to work through community leaders, who represent the concerns of the community. The bottom up approach in effect uses a number of methods of supporting, empowering and educating communities to both heal from the emotional wounds caused from living through a protracted period of violent conflict, and to articulate voices from these communities powerfully and constructively upwards.

³² Lederach, J.P., *Building Peace: Sustainable Reconciliation in Divided Societies*, (Washington: United States Institute of Peace, 1997), p.45.

As highlighted here grassroots work tends to focus on the individual/social impact of violent conflict (as opposed to the political), with groups working to support and assist individuals and communities in their process of recovery. Organisations such as WAVE Trauma Care based in Northern Ireland and the Legacy Project are examples of this grass roots work.

A dialogue between all levels

Lederach argued that for a lasting and sustainable peace to be achieved all three sectors of society need to be in contact/dialogue with each other and addressing the concerns expressed at each level. For example if a purely top-down approach prevailed, without any form of consultation with the grass roots, communities would feel disillusioned and 'unheard' and may fail to adopt the initiatives developed 'from above'. Likewise if views and opinions were not being articulated and communicated from the grass roots, then politicians would have no way of knowing and understanding their concerns and incorporating them into policy. The middle level are often used as intermediaries in facilitating the flow of communication.

The formation of CIRAG, which works together with Government officials and national organisations, and STEPS, which works towards airing the voice of the grass roots to people of influence, show's how the Foundation's Legacy Project has gone a long way in playing its part in creating an interaction between the concerns of the grass roots and the remit of the top level leaders.³³

³³ For further reading on this subject see: Bloomfield, D., *On Good Terms: Clarifying Reconciliation*, Berghof Report No.14, October 2006. (<http://www.berghof-center.org/uploads/download/br14e.pdf>).

Chapter Five

Conclusions

Everyday courage has few witnesses, but yours is no less noble because no drum beats for you and no crowds shout your name.

Robert Louis Stevenson

The Legacy Project was borne out of a recognised need to acknowledge the history of silence around the lives of GB victims, survivors and veterans of the Northern Ireland 'Troubles' and to address their needs. The funding for the Project was secured in 2001, three years after the signing of the Good Friday Agreement, and at a time when hope was beginning to filter into the consciousness of people affected by the 'Troubles'.

As this report illustrates and examines, the six years of work of the Project has gone a long way to address the needs of GB victims and a significant amount of learning has occurred as a result.

Project staff learned that the best way to meet the needs of victims is to take a holistic approach, recognising each person as an individual with differing needs at differing times. The effects of going through a traumatic incident can be long lasting, but most people go on to recover well. It is not just practical and emotional support that is needed but a whole range of different responses. The context of participants' experiences and recognition and acknowledgement were the key areas in which the Project was able to respond.

Central to the provision of activities was the creation of safe spaces for people to share their experiences with each other. This enabled participants to feel secure and able to trust the people around them, and gain support from each other. This happened both in the physical and online community.

Many participants wanted the learning from their experiences to be passed on, so that others didn't have to experience the same things. These experiences were in the past, and they acknowledged that many developments had occurred since they had become victims themselves. However, some of the mistakes of the past still occur today and victims and survivors want to ensure that history does not repeat itself. The Project was able to find many creative ways to pass the learning on, with the real possibility that this learning will be adopted into policy and practice.

Project staff acknowledged they did not have all the answers, nor had they done everything perfectly. However, learning taken from the Project was used to inform the development of future work.

The Foundation now faces a new challenge. Funding for the Legacy Project will cease in November 2007. There is a wider group of people who may also benefit from the work generated in the six years of the Project. Consultation has taken place with current participants, organisations and victims and survivors of political violence outside of the Northern Ireland context. A new programme area 'Survivors for Peace' has been developed, with the aim of engaging survivors in contributing to peace building, turning their experiences into a positive opportunity for development, leadership and inspiration for others.

There are five programme areas under Survivors for Peace: i) storytelling and dialogue; ii) conflict education and peace building; iii) archive and testimony; iv) advocacy and awareness raising; v) leadership development. Each area of work offers opportunities to

connect with other people who have been affected, and do something positive, like raising awareness about the needs of victims, conducting projects in their own community or training to become a facilitator of the Foundation's peacebuilding programmes.

Legacy Project participants will remain central to this new area of work, and will welcome the new participants in creating these positive opportunities. The Foundation hopes to secure funding to ensure this vital work goes ahead, and that the experience of the six years of the Legacy Project will contribute to a new group of people.

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Appendix One

The Legacy Project Three Year Work Plan

Details of the Legacy Project's proposed development, services, support and advocacy opportunities are contained in the Legacy Project's three-year plan for the period November 2004 – November 2007, which is detailed below:

The project aims to deliver:

Year One – Research & Development

- Establish an Inter-Agency Group, including lead-in-time and an initial introductory meeting
- Research good practice in the establishment of a Victims Advocacy Group and facilitate the group creation
- Research and develop a peer supporter programme for volunteer victims/survivors
- Recruit and train a pool of facilitators to deliver programme work (Project staff and 3 facilitators per residential)
- Research and develop a Legacy Project website, including the establishment of a website subgroup and the exploration of whether it could support a potential archiving project
- Research and develop an archive project model. Subject to secured external funding - recruit volunteer support for the initiative, including identifying resources to carry out the work, to make the activity viable
- Regular updates to individuals and organisations
- Facilitate three Project Advisory Group meetings
- Annual evaluation including collation of evidence to contribute to a fundraising strategy and the creation of a good practice guide
- Year End Report, including recommendations for Year 2.

Year Two - Consolidation

- Inter-Agency Group to meet three times – Legacy Project to support the Group's involvement in representations to Inter-Departmental Groups in Government
- Facilitate a residential and two group meetings of a Victims Advocacy Group, to include relevant skill development and appropriate training
- Establish a volunteer Peer Support training programme and recruit volunteers
- Deliver two residentials and a direct support meeting which may include piloting the volunteer Peer Supporter's programme
- Launch of website
- Recruit additional worker to initiate archiving project (subject to additional funding being secured)
- Regular updates to individuals and organisations
- Facilitate three Project Advisory Group meetings
- Annual evaluation including collation of evidence to contribute to a fundraising strategy and the creation of a good practice guide
- Year End Report, including recommendations for Year 3.

Year Three – Towards Sustainability

- Continue Inter-Agency Group support whilst transferring activity to a partner organisation for taking over hosting and administration responsibilities, to assist the Legacy Project's sustainability
- Support two Group meetings of the Victims Advocacy Group and at a residential collate evaluated results on the Group to assist in identifying potential funders to support the Group moving to independence
- Continue operation of volunteer Peer Supporter programme, including further training and support
- Deliver two residentials and one direct support meeting to include the involvement of Peer Supporters
- Refine development of the website, potentially in conjunction with an archiving project
- Develop archive project (subject to additional funding being secured)
- Evaluation of Project's achievement
- Produce good practice guide
- Regular updates to individuals and organisations
- Facilitate three Project Advisory Group meetings
- Fundraising Strategy or Exit Strategy developed in the event of no further funding secured
- End of Project Report.



Appendix Two



The Legacy Project Peer Support Volunteer Agreement

The role of the Peer Supporter is in essence a 'helping relationship'~ standing alongside and empowering the other to come to their own choices. As such the Peer Supporter will apply the skills learnt over the six month training process, and offer a listening ear and signposting service to people who are experiencing a crisis as a response to the events linked to the Northern Ireland 'Troubles'.

As a Legacy Project Peer Support Volunteer, the Tim Parry Johnathan Ball Trust (TPJBT) expects you to:

1. Work within the core values and principles of the Tim Parry Johnathan Ball Trust (TPJBT)
2. To have read and agreed to what is stated in the TPJBT's Volunteer Policy, and in particular to follow the Trust's guidelines on confidentiality
3. Make full and appropriate use of supervision and support from the Legacy Project
4. Inform your supervisor immediately about any change in your personal circumstances that might affect your involvement with the Legacy Project's Peer Support Service, in particular any criminal offences
5. Record your work on the supplied recording forms and return them by email/post to the appropriate member of staff
6. Let us know (with as much warning as possible) if you wish to cease your involvement with the TPJBT and the Legacy Project Peer Support Service, and return all files and your volunteer agreement.

The Legacy Project's Peer Support Service will provide you with:

1. Training from the TPJBT to enable you to be an effective Peer Supporter. This will be partially provided through external agencies to cover Listening and Communication Skills, Grief Trauma and the Helping Relationship and Telephone Skills
2. Referrals that will enable you to put into practice the skills you have learned over your 6 months training
3. Regular supervision and support in accordance with your needs
4. Out of pocket expenses to cover the cost of travel and the prompt payment of agreed expenses
5. Insurance cover (explained in the TPJBT volunteer policy)
6. Additional information to help you carry out your role
7. Opportunities to influence the Legacy Project's Peer Support Service.

Signature of the Volunteer _____

Signature of Trust Representative _____

Date of Agreement _____

Appendix Three

Legacy Website Sub Group Terms of Reference

Purpose of the Group

The main purpose of the group is to examine the viability, demand and potential of the website and to keep the website current and forward thinking. In addition the group will work alongside the aims of the archiving project, to explore ways of working together. The group will consist of the Project staff, technical support and users of the Project.

In essence the groups' role would be to:

1. Explore how the site can be used (i.e. identifying who is it for, and what is the need) and understand any security issues
2. Be available to discuss and support the progress and direction taken
3. Participate in the monitoring and evaluation process
4. Attend two meetings per year
5. Input and lend expertise to the development of best practice guidelines and procedures for the Project
6. Become potential moderators of the site
7. Look at promoting the service to participants
8. Keep the site relevant.

Participants

The Legacy Project has taken steps to create a group with the skills to complement and support the work of the Project. The Group should ensure that its membership has and maintains sufficiently wide and appropriate expertise as to maximise the beneficial outcomes of the Project. It is particularly important that users and beneficiaries are represented on the Group to ensure that the outcomes of the Project meet identified needs in a relevant way.



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