

**THE EVALUATION OF THE LEGACY PROJECT  
OF THE TIM PARRY JOHNATHAN BALL  
FOUNDATION FOR PEACE  
FINAL REPORT  
MAY 2007**

PARTNERSHIP AT WORK  
77 TOTTIES  
HOLMFIRTH  
WEST YORKSHIRE  
HD9 1UJ  
01484 686912

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### Introduction

This is the final report on the external evaluation of the Legacy Project, following an interim report compiled in October 2006. The Project is part of the Tim Parry Johnathan Ball Foundation for Peace (formerly The Tim Parry Johnathan Ball Trust), based at the Peace Centre in Warrington. The Foundation was set up in memory of the two boys who were killed in the Warrington bomb in 1993.

In November 2001, the Foundation secured three years funding from the Victims Liaison Unit (VLU) of the Northern Ireland Office (NIO), to deliver the "Legacy Project". The aim was to identify and meet the needs of victims and survivors of the Northern Ireland 'Troubles' who live in England, Scotland and Wales. This included former soldiers, victims of bombings in Great Britain (GB), their families, bereaved families of soldiers killed in the conflict, and emergency services staff who attended incidents.

There are believed to be many hundreds or even thousands of people living in mainland GB who have suffered trauma as a result of the 'Troubles' and who still do so. Research published by the Legacy Project in 2003 stated that 622 people from GB were killed in the 'Troubles'. 516 (83%) were in the armed forces; 92 (14.8%) were civilians. The great majority of those who died were killed in Northern Ireland; just under 20% were killed in GB.

Few of these people, their relatives, or those directly affected by such a "catastrophic event", are understood ever to have had an opportunity to seek help. There is almost no publicly available data about who they are or where they live. 'Helping' agencies, including the Legacy Project, generally accept that it is very difficult to reach those who suffer the after-effects of traumatic loss, including delayed onset of Post Traumatic Stress Disorder (PTSD), or their families or close friends. Estimates of the proportion of people involved in a catastrophic event who are likely to experience PTSD at some stage in their lives vary between 15% (National Institute for Clinical Excellence), 8% (research in Australia) and 1% (MIND).

The independent needs analysis commissioned by the Foundation identified the specific needs of GB victims and survivors. Although the needs analysis was a research project, it also afforded participants an

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opportunity to tell their story to researchers in order to identify needs. The report entitled *The Legacy: A Study of the Needs of GB Victims and Survivors of the Northern Ireland 'Troubles'* was published in November 2003. It made a series of recommendations to Government and to the Legacy Project.

In 2004 the Northern Ireland Office (NIO) granted the Foundation a further three years funding to implement a number of the recommendations, including the development of support services and activities for victims/survivors, and an inter-agency group. They included residential opportunities for victims and survivors to share experiences in a supportive environment, a peer support programme, a signposting service, an advocacy group, a website, and a newsletter. The links between the recommendations and Legacy Project activities are shown in Appendix 1.

### Terms of reference for the evaluation

This evaluation deals with the work undertaken by the Project during the second tranche of funding (November 2004 – November 2007). A sum of money was set aside in the budget for this purpose. The NIO plans to undertake its own evaluation of the Project after the final report from this evaluation. The terms of reference set out in the invitation to tender were: “**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)”

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### Methods used

#### ***Background research***

Written material consisted of the reports from the Northern Ireland Affairs Committee, the Needs Analysis undertaken for the Legacy Project in 2003, the report of the subsequent Best Practice conference held at the Peace Centre and papers and reports produced by the Project. The latter included: the Project Overview which set out the early development and plans for implementing the recommendations in the Needs Analysis; annual work plans and their updates; quarterly reports to the Northern Ireland Office; the terms of reference and minutes of the Project Advisory Group and the Critical Incident Response Advisory Group (CIRAG); the newsletter, *Legacy Update*; copies of plans for developing the various components of the work and material provided to participants. Publications and websites concerning support for victims were also consulted. A bibliography forms Appendix 2.

#### ***Ethical considerations in consulting participants***

The consultants invited all participants in the project to take part in the study. The invitation provided information about what would be involved, stressing the conditions of confidentiality, and seeking positive, informed consent.

#### ***Consultation with victims and survivors up to October 2006***

In October 2006, there were 74 people on the Legacy Project database, 49 men and 25 women: 25 people (34%) were actively involved with the Project. A small number, (5 or 20% of those actively involved), participated in three areas of activity. The largest proportion - 11 people (44% of those actively involved) - had participated in two activities, and 9 people (36%) had participated in one activity.

Two-thirds of those actively involved (16 people, 64%) were consulted face to face or by telephone. These people were:

- 5 veterans
- 6 relatives of soldiers killed in Northern Ireland or suffering from continuing PTSD
- 3 people caught up in explosions in mainland Britain
- 2 relatives of civilians killed in explosions in mainland Britain

Most of the interviews focused on a specific area of project activity, e.g. Peer Support training, other aspects of people's involvement were also

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considered where possible. Those most actively involved were consulted several times, although we tried to keep the number of interviews to a minimum. Those least actively involved were generally consulted only once.

In addition, two people responded to a notice in *Legacy Update* inviting them to participate in the evaluation. Both were veterans. In total, therefore, we were able to talk to 18 people, nearly a quarter of those on the Legacy Project's database.

Every Project participant on the database receives the *Legacy Update*. Five recipients responded to an anonymous 'readers' survey', one who chose to give his name was also consulted on other aspects of the Project.

### ***Further consultation with victims and survivors***

A further round of consultation with peer support and advocacy group participants took place in April 2007.

A questionnaire was distributed in late March 2007 to people on the Project database who were not involved in either peer support or advocacy group activities. Of approximately 90 people who received the questionnaire, 14 replied.

### ***Consultation with other stakeholders***

Stakeholders to be consulted in other agencies were identified by Project staff who asked them for their cooperation. Topics for discussion were sent in advance of telephone calls which lasted about 30 minutes.

Interviews were held, face to face or by telephone, with the Chief Executive and Head of Programme Delivery for the Foundation (this latter post no longer exists), the members of the Project Advisory Group and the Legacy Project Manager and Project Worker.

We also consulted eleven representatives of agencies with which the Project was connected at a wider, strategic level. The organisations contacted are shown in Appendix 3.

### **Report content**

The terms of reference are addressed as follows:

- the contextual analysis is in Section 5.
- descriptions of the Project's work in providing support for victims and survivors are in Section 3
- descriptions of the Project's external work (CIRAG and networking )

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form Section 4

- evaluation of the effectiveness of the management structures and the use of the Project's resources are in Section 2 under Management
- how the aims of the Project have been addressed is in Section 6
- how the project gathers data and the effectiveness of its dissemination is covered as appropriate in the section (Section 3) on Direct Support,
- the impact of the Project on participants is covered in the final section - Section 6.
- the impact of the Project on the Foundation is gauged in the section on Management – Section 2..

The interim report included a number of recommendations: these are listed in Appendix 4. Progress in implementation is noted at the end of the relevant paragraphs in the sub-section on Analysis and Conclusions. New recommendations have also been made: these are set in boxes in the main text.

### External management

The Project is funded through the Northern Ireland Office. The NIO representative receives quarterly written reports from the Project and a financial report using the Monitoring Framework. This document triggers payment against the quarterly invoice. The NIO representative makes quarterly monitoring visits to the Peace Centre.

### Management within the TPJB Foundation for Peace

#### *The Project and the Foundation*

Changes occurred during the period under review. Originally, the Legacy Project Manager reported to the Chief Executive. The Chief Executive was absent on maternity leave from March to November 2005. A new post responsible for service delivery was created, and the Project Manager then reported to him. This person left after a year and was not replaced. Consequently, in practice, the Project Manager functioned with very little support in the Chief Executive's absence. Line management has now reverted to the Chief Executive and works well.

#### *Within the Project*

The Project Manager is the Project Worker's line manager. The Project Manager is responsible for the Advocacy Group, CIRAG and facilitator training; the Project Worker is responsible for Peer Support and the website. The staff members work jointly on the storytelling residencies, Legacy Update, signposting, the Project Advisory Group (PAG), the evaluation exercise and networking. The Archive Project bid was developed jointly.

### Work plans

A work plan was produced before the start of the second stage of funding. Targets were produced for each year and periodically updated. The targets were broken down into detailed activities and responsibilities for action, which were periodically revised to take account of progress. Deadlines were established for tasks in line with the contract.

### Off-line supervision

Since the beginning of the Project in 2001, off-line supervision has been agreed by the Foundation and built into the budget. It 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.

Project staff, Foundation management and the PAG agreed that such support for the Project staff members was essential, given the difficult and sensitive nature of their work with victims. Two people were selected to support them, but this arrangement proved unsatisfactory. Two PAG members wrote a paper to assist with the recruitment of new supervisors, and the Chief Executive has subsequently appointed two off-line supervisors. This new arrangement is working well.

### **Use of resources**

Staff responsibilities have been described above. Both staff members have applied themselves actively to meeting the work plan targets. As part of their professional development both workers attended various training courses. Further facilitation training has been undertaken by working with Towards Understanding & Healing, a partner organisation in Northern Ireland. Workers visited organisations in GB and Ireland to see if there were any best practice examples that could be adapted for use within the Project. Well qualified and experienced trainers were employed to run training for facilitators and the peer support service.

The Peace Centre at Warrington, opened in 2000, was used for residential. Space was available for use during the daytime. The cost of the accommodation was built into the budget.

Core costs were allocated in the budget for office equipment, running costs, salaries and programme materials. Heating, lighting, maintenance and security were also allocated. The NIO budget could not cover the full costs and so the Foundation has borne them. There was also insufficient money in the budget to cover management, finance and administration costs, which have been subsumed by the Foundation.

The main resource deficiency has been administrative support. Both staff members have been self-servicing, as is the case throughout the Foundation, but it has consumed a considerable amount of their time. Administrative support has been made available on some occasions during the Project's second phase.

### **Analysis and recommendations**

The Project is a part of a relatively small voluntary organisation. It undertakes high profile, sensitive work requiring careful planning and

implementation. When it started in 2001, the work of the Legacy Project was new to the organisation. The Foundation works predominantly with young people and the Legacy Project is the only programme working with adults. Most of the other programmes in the Foundation are short term interventions, whereas the Project works on a long term basis with its participants. These differences make the Project vulnerable to unforeseen events outside the normal experience of the Foundation. Work plans were demanding. In retrospect it appears to the evaluators that the timetable did not allow sufficient time for unexpected difficulties.

Following a recommendation in the interim report, Project staff have drawn up a work plan for the third year that allows a certain amount of time to deal with unforeseen problems and respond to opportunities.

The third year of the Project presents changes and challenges which differ from those of the first two. Development is giving way to consolidating the achievements of the first two years. The interim report suggested that this might require staff to use a different range of skills and aptitudes from those needed until then. Staff have assessed the skills required in year 3 against the work plan to ensure that skills gaps are covered and that staff skills will be used to best advantage.

The interim report also recommended that The Foundation and Project staff should assess and develop a strategy to manage the risks posed by the differing work demands. This is being addressed through the Foundation's Chief Executive devoting more time to the project.

### **The Project Advisory Group (PAG)**

#### ***Introduction***

An Advisory Group was recruited to support the Project's development. The main purpose was to ensure the Project remained relevant, up-to-date on current issues and reflective of best practice in the field. The group was also intended to guide Project staff on aspects of service delivery, help to identify and source future funding, and training opportunities for Project staff and victims. The group was to meet 3 times per year.

#### ***Membership***

The group's makeup was meant 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 comprises victims and other people with wide experience of truth and reconciliation work. One member was involved in the Needs Analysis, thus providing continuity. The NIO representative and the Chair of the TPJB Foundation are also members. The Chief Executive attends meetings of the Group.

***Terms of reference***

These were agreed at the first meeting in February 2005 as follows:

- Initially finalise the terms under which the group will operate
- Guide and participate in the staff recruitment process
- Agree proposals made by the Project Manager
- 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 PAG's contribution***

The PAG has advised and asked questions about the work and given direction when needed. The members have worked well together and provided support valued by the staff. It set up a sub-group to oversee the independent evaluation. This group discussed the proposals and finalised the aspects which the study should address. It also commented on draft reports.

One major issue brought by the staff to the PAG was advice on setting up suitable arrangements for off-line supervision. A paper was produced by two members to help underpin the recruitment of supervisors. It was difficult to find suitably experienced people in the North West who could offer a service at a cost that the Foundation could afford. This problem has now been resolved.

The meeting in June 2006 was devoted to discussing the way forward for the Project and issues of transferability and sustainability.

***Analysis and recommendation***

The role of an advisory group is often insufficiently clear and awkward to fulfil. In this case the terms of reference make it quite clear that the role is intended to be advisory and not management by another name.

The balance of membership is appropriate, but attendance has been mixed. One person never attended owing to pregnancy and then maternity leave. Another has only attended once owing to competing work commitments. Meetings were scheduled for February/March, June and October. The irregular intervals, especially the 5-6 month gap over the autumn and winter, may have made it difficult to maintain a sense of momentum and purpose, although group members regularly communicated with each other and Project staff.

The interim report suggested that a short review should be carried out with staff on the part PAG members can most usefully play in the third year and any changes that might be helpful. This has been undertaken.

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### Introduction

The Legacy Project's approach has been to look for agencies with relevant experience, learn from them and adapt their methods to meet the needs of GB victims and survivors of the 'Troubles'. For example, since the publication of the Bloomfield Report (We Will Remember Them, 1998), storytelling or sharing experience of the personal impact of incidents associated with the 'Troubles', has burgeoned in Northern Ireland as an approach to enabling victims to achieve recognition and acknowledgement of what they have been through.

This section covers all the aspects of direct support for victims/survivors recommended in the Needs Analysis. They are **Storytelling**, the **Peer Support** programme, **recruitment and training of sessional facilitators**, and **meeting individuals** to assess how the Project might help them.

The section also covers the preparatory work for establishing an **archive**, and the development of the **advocacy group**. A further sub-section covers the development of a Legacy Project **website**.

Two other areas of work have been developed: **signposting**, and the **newsletter** *Legacy Update*. These are described and assessed as far as possible.

Each sub-section contains a brief statement about the area of activity and how it had been intended to develop it. This is followed by an account of what happened and feedback from the participants consulted. In the final part of the section each area of activity is analysed and recommendations made.

### Storytelling

#### *Introduction*

In developing its programme for Storytelling residentials the Project built on and adapted experience gained by the LIVE Programme, Towards Understanding and Healing, and Healing of Memories in Northern Ireland.

Residentials took place in August and October 2004. The Project Overview document anticipated two further residentials and a direct support meeting in both 2005/06 and 2006/07. Those planned for 2005/06 did not succeed in attracting viable numbers. Four residentials on these topics are now planned for 2007.

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In addition, a meeting took place in December 2006 with Combat Stress to discuss ways in which the Legacy Project could offer additional services to complement what Combat Stress already provides.

The first residential was for veterans only. The Project believed this to be the first such occasion ever held for veterans. Participants regarded the second, open, residential as particularly successful. It brought together civilian victims of bombs, members of their families and veterans. Feedback published in *Legacy Update* No. 3 included the following quotations from participants about what they found good or useful:

- "Relating to other people"
- "Hearing new stories, making new friends "
- "Finding a different and better way of looking at things"
- "I met and shared experiences within a group and felt very moved by others' stories"

Most of the veterans and civilians who are now actively engaged first made contact with the Legacy Project at one of these residential. This led to continuing involvement, which has enabled participants to "help each other", as one person put it. Some have maintained their contact with organisations in Northern Ireland and become involved on a wider level with work to prevent communal violence and heal those affected.

### ***Participant feedback***

None of the evaluation consultation focused specifically on the storytelling residential, but six people consulted about other areas of project activity offered feedback.

The points made were:

- "The understanding, recognition and validation of the feelings you are left with is a tremendous relief."
- One storytelling residential may be enough, enabling you to move on, or it may be necessary to attend several.
- For the *former members of the armed services*, making the link with the Legacy Project through NIVA enhanced their trust in the Project.
- The availability of professional support, "in the event of flashbacks" was very reassuring, "storytelling helped people feel comfortable and open up about things they wished they hadn't done and had never mentioned to anyone."

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- Participants described storytelling as a first step towards understanding the former opponent's point of view, supporting others, or engaging in reconciliation: "They look at the stage you're at. I wouldn't have been ready till recently to meet IRA men." "I feel I now understand why Northern Ireland people felt the way they did towards British soldiers."

### *Facilitator training*

Associated with the Storytelling residential, the Overview document expected that a pool of facilitators would be recruited and trained in the Legacy Project's storytelling methodology. Six people participated in a training residential in October 2005, which was carried out by an external trainer and the Legacy Project Manager. Five trainees and the external trainer are expected to become facilitators. Although not yet engaged in the work they anticipated, the trainees are currently working in the field and all remain in close contact with the Project.

## Peer support

### *Introduction*

Peer Support was proposed as another way to implement Needs Analysis **Recommendation 14**. Peer Support is defined as a 'listening and signposting service'.

### *Process*

#### **Preparation**

In developing the training course and preparing to set up the service, six organisations were visited in summer 2005. The learning was collated and reviewed and a programme of recruitment, training and delivery was prepared.

The WAVE Trauma Centre in Belfast carried out the greater part of the training using their Open College Network accredited 30 hour courses on "Listening and Communications Skills", and "Grief, Trauma and the Helping Relationship." Each course was run over two weekends.

The Telephone Helpline Association provided a session on Core Helpline Skills. The programme ended with a weekend session run by the Legacy Project staff for participants to practice their learning.

#### **Recruitment process**

Recruitment took place in October and November 2005. This was handled formally with an application form and references, and an interview with the two Project staff and the Deputy Chief Executive of Victim Support &

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Witness Service in Greater Manchester. Eleven people applied and seven were put forward for interview. All seven were selected for the training.

The six residential workshops were held between December 2005 and August 2006. Internal evaluation took place mid-way in May 2006 and a final evaluation was carried out with individuals in August. The service was launched through media promotion and the Legacy Project website in September 2006.

### ***Participant feedback***

#### **Process**

Five of the seven people who completed the course were interviewed three times. Two had lost relatives in explosions on the mainland or in Northern Ireland, two had been caught up in an explosion on the mainland, and the fifth person was a former soldier.

The process started with a short meeting during the second residential. Trainees' agreement to take part in the evaluation was sought and telephone interviews were arranged. A second phase of interviews was held shortly after the final evaluation, and follow up calls took place in April 2007.

#### **The first interviews**

These focused mainly on people's expectations when they first started to think about the course and their experience so far.

#### ***The selection process***

The panel interviews were experienced as "enabling and confidence building, if quite hard work". The involvement of someone from outside the Legacy Project "meant that you weren't selected just because you were part of the group."

#### ***The course arrangements***

Communications from the Project were experienced as timely and clear. Participants were impressed by the first residential. It was important to participants that the facilitator from WAVE had also suffered traumatic experiences during the 'Troubles'; her confidence was "very infectious".

Most people were aware of a difficulty that arose for one member of the group towards the end. They thought the Legacy Project handled this well both at the time and in following it through with the person concerned and the other participants.



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### ***Expectations of the course***

People expected the course to result in improved knowledge and experience, and were pleased that the helping approach would be very different from what they themselves had experienced. They anticipated that course work would be manageable within day to day commitments, and were willing to wait and see what the level of take-up for the service would be.

Participants were invited to rate on a six-point scale (1= not comfortable, 6 = very comfortable) how they felt at this early stage about giving peer support. Two people rated themselves at 5, one at 4 and two at 3.

### **The second interviews**

These were conducted shortly after the end of the course. The interviews were concerned with trainees' experience of it as preparation for offering peer support. Again people were invited to rate how comfortable they felt about giving peer support using the six-point scale. Two rated themselves at 4/5, two others at 5, and one at 5+.

***Participants' initial concerns*** were about not being capable or out of one's depth, not being able to say the right thing at the right time or making a crass mistake, or being received in a way not intended.

### ***How the course addressed participants' concerns***

It dealt with them very thoroughly, and it all came together on the final weekend. The participants were no longer so worried about saying the wrong thing and felt much more confident.

### ***The most helpful aspects***

Most people thought it was all helpful. The aspects identified were the factual description and explanation of trauma, the practical listening exercises that increased volunteers' awareness of their own role in communication, and by some participants - role play.

### ***The less than helpful aspects***

For other people the role play in the final session was unexpected. The scenario was similar to one person's past experience, and raised troubling feelings which were difficult for others to witness. (Role play had in fact been used throughout the course.)

### ***Tutors' approaches***

Both the tutors were experienced as excellent. The tutor from WAVE was described as warm, calm, confident, assertive, a good listener, and able to

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keep the group well focused. Her input was well informed, authoritative, concise, timely, and enabled people to maintain concentration.

The Telephone Helpline Association tutor was also excellent: tying everything in with the previous input, looking at concepts without being too academic, and helping group members to realise their skills and technical knowledge.

Legacy Project staff were present throughout. Participants appreciated their role in ensuring that things ran smoothly, including the careful handling of difficult situations. Sessions were well timed, e.g. allowing space for lively discussion without over-running too much into social or rest time. "This was important because of the intensity, especially during the grief and trauma sessions".

### ***Organisation of the course***

The work load became quite heavy after the grief and trauma sessions, and some people found it difficult to keep up the journal writing. Time to complete the "homework" became more difficult to find as the course developed. The dependence on trainee's experience of studying, and on use of email to circulate session notes, created a few problems. For instance, the course work did not always seem to follow the same order as the notes, which caused confusion. WAVE usually delivers this course over ten weekly sessions and the organisation of the notes reflected this.

### ***Volunteer support needs***

People expected to hear difficult things but recognised that confidentiality would prevent discussion with family or friends. People were clear about what was planned and confident it would be available. Two people hoped there would be group supervision in the early days so they could learn from each other.

### ***Confidence about scope for providing peer support***

People had not seen any promotional material, so had little sense of what might happen. They were unsure, hoping there would be sufficient opportunity to gain enough experience to become good at peer support.

### **Marketing the service**

The service was launched on the new website and in issue 8 of *Legacy Update* in September 2006. A dedicated telephone line was provided to field enquiries. No enquiries were received.

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At the PAG meeting on 28<sup>th</sup> February 2007 the future of the service was discussed. The PAG felt it had been a good use of resources and time and an excellent training package had been put together. It was agreed that many important lessons had been learned but the service itself was probably too late for GB victims. This was considered to be due to a variety of factors, including the peace process that has taken shape in the last 10 years, and because many victims who identified the need for peer support became volunteers themselves.

It was also noted that three years elapsed between identification of need and implementing the service, and that many of those who would have needed the service had found other support mechanisms. The Group recommended to the Northern Ireland Office that, whilst piloting the service had been a worthwhile exercise, it was now more practical to implement an exit strategy.

Project staff made a proposal to the NIO to wind down the service. This was agreed in principle. The decision was communicated to the peer support volunteers in March and publicity for the service ceased.

### **The final interviews**

This round was conducted in April 2007, after the Project had informed participants that the Peer Support programme would no longer be offered.

Participants were asked their views on the support and information they had received since completing their training and their hopes about being able to use what they had learned, and about their experience of the Legacy Project in general.

They felt there had not been much demand for support, given the lack of opportunities to offer the service. They were puzzled and disappointed about the decision to discontinue offering the service, and surprised that it had been made so soon and so suddenly. They felt that the service had been inadequately marketed and that it needed greater media exposure.

One participant expected to be able to use the skills learned elsewhere. Another participant had made contact with a local organisation, at the suggestion of one of the Legacy Project workers, and found the Peer Support training valuable in promoting confidence.

Another participant had taken the opportunity to offer informal support to someone who had experienced a similar event. Two others did not see a

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way of using their new skills in the short term, but would be happy to do so if the opportunity presented itself.

### Meeting individuals and signposting

**Recommendation 14** mainly concerned bringing victims and survivors together in groups. In addition, Legacy Project staff aimed to meet people when they first made contact to discuss the Project and its work, and gauge what interest they might have in activities. When a face to face meeting was not possible this was carried out by telephone. This contact was seen as the first step in relationship building.

Support was usually offered by telephone or email, or occasionally a meeting. How and if a relationship developed was up to the individual. At the least his or her name would be added to the database, and they would be sent information about the Project and the Foundation and editions of *Legacy Update*. People who became volunteers were often in touch regularly over the activities in which they were involved.

Some people just wanted someone to listen to them, about financial or family problems, for example. Requests for advice or information beyond the Project's expertise were signposted to other organisations.

### The Archive

#### *Introduction*

Setting up an archive was the subject of **Recommendation 15**. The idea was inspired by the work of Irish playwright Damian Gorman, whose work was mentioned in the Bloomfield Report.

It was understood from the outset that fulfilling this recommendation was a substantial, discrete project. The purpose would be to help satisfy victims'/survivors' need for recognition and acknowledgement. A dedicated worker would be needed to explore a variety of possible approaches. The interest of partner agencies would need to be sought, and additional funding secured.

The Overview document envisaged that a Legacy Archive and Memories Project would be researched and a project plan drawn up to take to potential funders. The work was expected to consist of research and development in 2004/05 including recruiting volunteer support and finding sources of funding. It was hoped that an additional worker to run the Archive would be recruited in 2005/06, and the initiative would be developed in 2006/07, funding permitting.

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### *Process*

Initial discussions took place early in 2005. This led to the development of a project plan, and an application to the Heritage Lottery Fund in June 2005. The application was not successful due to some of the criteria not being fully met.

A meeting was held with the Heritage Lottery Fund which expressed enthusiasm about the idea of both local and national archives and offered advice on preparing a successful application. At the beginning of February 2007 a pre-application form was sent to the Heritage Lottery Fund (HLF) to run a local Warrington Archive which will record and collect the everyday persons' reflections of the 1993 bombings in Warrington.

### **The website**

#### *Introduction*

The development of a designated space on the Foundation's website for victims/survivors to talk about issues affecting them was linked to **Recommendation 15**. The website was seen as a place where people from all the target groups as well as the wider public could share their stories, poetry and pictures.

Development was expected to start in 2004/05 with the setting up of a group, with a membership of victims/survivors and volunteers with IT experience. The launch of the service was planned for early in 2006.

#### *Process*

The first two meetings had taken place by May 2005, with a membership of nine (including the Legacy Project staff). Questions of confidentiality, site ownership and legal disclaimer were agreed. The timetable for piloting and launching the site was brought forward.

Unfortunately difficulties arose: attendance at meetings fluctuated and access to technical advice became problematic. It was difficult for the group to fulfil all the tasks it had set itself within the membership and the process of finding external help was slow. This affected the timing of the six-week pilot phase which in turn affected the launch date. Dispiriting though this was for the group, the site was in fact launched only about six months later than originally planned.

#### *Participant feedback*

One Website Subgroup member felt that there had been a slow but steady flow of people joining. "The reason (for the slow development) is that it

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does not fit into the normal type of groups, i.e. service, interest, sport.” The sense of community was increasing. “We are slowly becoming a family. If someone is ‘down’, members offer support, which is good. People have passed on information as any good family does.”

One participant had great hopes of it. He saw it as “having a lot of potential, especially because of the sense of safety given by anonymity”. Members of the Peer Support group hoped that it would publicise their work and generate referrals. Three Advocacy Group members expected it to spread the word among victims and their families who have not come forward. One expected it to build up slowly, raising awareness. Another had not looked at it, but had passed on the address.

The statistics give an indication of the “participation” in using the website. In 2006 there were 50,513 page views. In 2007 so far there were 37,240 (January 8,853, February 10,396 and March 13,637). Membership grew from 36 at the launch in late September 2006 to 56 in late April 2007.

### ***Links with other sites***

Over forty websites were checked for direct links with the Legacy Project. There are very few links to the Project from other sites. The exceptions include Combat Stress, which gives a description of the Foundation and its work, Healing Through Remembering, the Independent King’s Regiment Association and the Glencree Centre for Peace and Reconciliation.

The Legacy site is part of the Foundation site, which was re-launched in March 2007. The new home page describes the various activities of the Foundation, including the Legacy Project under the banner of “Survivors for Peace.” The new site should be more beneficial to the Project than the original Children for Peace site, which projected a child-oriented image.

## **Advocacy**

### ***Introduction***

The Overview document proposed that **Recommendation 16** should be implemented by establishing and supporting a Victims Advocacy Group which would “*advocate their own needs to relevant bodies – agencies and government*”. The Legacy Project’s role would be to initiate this Group and support the members through the set-up stages. The Project would also identify routes to other areas of provision at times to meet the needs of individuals. The Project and Foundation would help the Group to source external funding after the end of Project funding to ensure sustainability.

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Good practice in establishing and setting up a Victims Advocacy Group was to be researched in 2004/05. A training residential and two other meetings were to take place the following year, and include skill development. Two further meetings and a second training residential were expected in 2006/07, with assistance being given to raise funds and enable the move to independence.

### ***Process***

Ten people ultimately responded to two published invitations, two of whom were also involved in other Project activities. Finding meeting dates that everyone could manage, and maintaining consistent attendance, was not straight forward. By the end of the second meeting tentative decisions had been made including terms of reference, drafting a work plan had begun and tasks allocated.

A meeting took place in November 2006. A Chair and a Secretary were elected and it was agreed to invite additional members through *Legacy Update*. Terms of reference were re-considered, and the geographical sphere of influence and language to be used to describe victims, survivors and veterans were discussed further. A work plan was agreed, starting with creating a directory of services. Two training weekends took place in January and February 2007, which included training in media skills, NHS Advocacy and 'Getting your message across to Government'. Further work to establish the group's identity was carried out during the residential and the directory was changed to a smaller project to produce a booklet on what a survivor needs to know following an incident.

### ***Participant feedback***

Three sets of interviews took place over seven months. The eight members consulted included one person caught up in a bombing in GB, two relatives of people who have died in GB bombings, three ex-soldiers, and two relatives of soldiers killed in Northern Ireland or suffering from continuing PTSD. Initially members spoke of lots of energy, passion and determination but not much impetus.

Members' views following the third meeting were as follows:

#### **How the Group would achieve its objectives**

Those able to give a view at this stage thought it would work as a team, using the website and other means, to spread knowledge and understanding of GB victims of the 'Troubles', and become a first point of contact for traumatised individuals and helping agencies.

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### **How it would know it was achieving its objectives**

When it was known and used, the name would become synonymous with GB victims' rights/information. Some thought it was too soon to think about this and that it would happen once there was funding and a website.

### **How it would gather evidence to make representations**

By recording their stories of coping, listening carefully to the many perspectives which have much experience in common, giving legitimacy to victims' feelings including evidence picked up by the Peer Support service, keeping in touch with the research, networking with other organisations.

### **Would it have a role in specific incidents such as a killing by an NI veteran?**

This question was used to assess how far members expected the group to work directly or indirectly on individual cases. Some people thought it should not have a direct role. Others thought it should consider an indirect role, using such an event to enable those in power to see beyond the behaviour to the causes.

### **The support the Group would need**

Everyone thought it would need a lot of help while preparing for independence during this period, possibly more than might be available. This would include advice, technical expertise, co-ordination, administrative support, PR contacts and training, help with funding and accessing information, guidance to prevent them from going down the wrong path, or "disgrace(ing) the Project or the Trust".

Everyone expected the Legacy Project to retain some degree of responsibility for the Group before and after independence. Staff help would be needed if it was to "get itself together", and to give it credibility. This would mean working out how decisions should be made, when to inform, consult, take advice.

It was more difficult to think beyond independence, partly because of the variation in members' involvement. People expected the Group's relationship to the Foundation to be more equal, but several thought it would continue to need guidance and help to learn from its mistakes.

### **When the Group might be ready to become independent**

Before the membership stabilised, and consensus on purpose and process had not been reached, most people thought becoming independent would



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be “ages away yet”. Years not months, would be needed to establish firm foundations and avoid “being set up to fail”.

### **Final interviews**

Six members of the Group were interviewed after a further two meetings. They were asked about progress, when they now envisaged the Group starting to operate independently, and their confidence about achieving its objectives.

Most people felt that a lot of progress had been made. There was much greater clarity of purpose and a more realistic task had been agreed, there was a greater sense of autonomy and information was flowing better. A new name had been decided, Steps Towards Empowerment and Positive Survival. (S.T.E.P.S.)

Views on the Group’s readiness to stand on its own feet varied from belief that it could do so already or very soon, to expecting it to take some time yet. It was suggested that a continuing relationship between the Group and the Foundation would be both mutually beneficial and necessary, especially for fund raising and administrative support.

Confidence about the Group’s capacity to achieve its objectives also varied considerably. The vital factors in April, 2007, appeared to be members’ collective success in pursuing agreed tasks and making influential contacts for distributing awareness-raising information.

## **Legacy Update**

### ***Introduction***

The origins of the newsletter, *Legacy Update*, lie among the other areas of work listed in the Overview document: “Regular updates on the project’s progress to individuals and organisations, disseminated via email, post and website”.

### ***Process***

*Legacy Update* is the main way in which the Project disseminates information. It goes to everybody on the database. The majority of recipients are circulated by email, the remainder by post.

Nine editions appeared at regular intervals up to February 2007. It has been used to:

- Keep victims/survivors up-to-date with developments in the Project
- Invite participation in new activities and encourage involvement

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- Consult with readers
- Encourage engagement in government consultations
- Pass on information about the activities of related organisations
- Enable the sharing of experience through poetry and accounts of events attended
- Help people cope with the “ripple effects” of events such as the London bombings of 7 July, 2005, and
- Inform readers about policy and procedural developments

### ***Reader feedback***

Of the five people (approximately 7% of the circulation list) who responded to the readers’ survey circulated with *Legacy Update* No. 7:

- All but one had seen every edition
- Three thought the frequency with which it appeared was about right, but it was not frequent enough for two people
- Two found the content interesting, three found it very interesting
- Three always found some items helpful, two found something helpful occasionally

## **Analysis and Conclusions**

### ***Introduction***

The last part of this section analyses each aspect of the support for survivors and victims developed by the Legacy Project between November 2004, and March 2007. It concludes by looking at some issues arising from working with volunteers that cut across much of the support provided for victims and survivors.

### ***Storytelling***

“The Legacy Project brings together groups of victims and survivors to tell their stories, be listened to and supported” (Recommendation 14)

The NICE Guidelines on the management of Post Traumatic Stress Disorder (PTSD) point out that “*many people avoid talking about their problems even when presenting with associated complaints*”. Storytelling, either with the Legacy Project or a Northern Ireland organisation, has almost always been a first step to participants’ active involvement with the Legacy Project. Whether or not these people suffered from PTSD,

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psychological defences are often very strong and many factors deter people from taking the risk of attending a residential workshop.

It is now apparent that Storytelling can play a very important part in involving survivors and victims in the process of helping themselves and others. Almost all the participants actively engaged with the Legacy Project had been through this experience.

The relatively small number of people consulted who attended Storytelling residential clearly found them extremely helpful, enabling them to become engaged in helping themselves and other people. Those who went to similar events in Northern Ireland also found these very useful.

In the course of the first two events a sense of momentum seemed to be emerging which suggested a need for up to three residential in each of the second and third years. This was reduced to two each year for planning and cost reasons, and none took place in 2005/06.

In hindsight, advertising Storytelling beyond those already known to the Project might have drawn more people into discussion about its suitability to their personal situation. Had the necessary level of take up transpired, greater momentum might have been achieved in building a larger body of volunteers, further extending the Project's reach. Some of the difficulties inherent in this approach are discussed in the sub-section "Cross cutting issues" on page 31.

### ***Peer support***

This assessment was made against the implementation plan for ***Recommendation 14***, based on participant feedback and the evaluators' knowledge of related practice. Implementation was intended to include:

1. recruiting a small group of victims/survivors into a peer support programme;
2. providing training to the peer supporters in how to support others and protect themselves;
3. establishing an informal network to provide support to people beyond the Project's 3-year life span to ensure sustainability;
4. establishing a model of practice to be evaluated and reviewed; the result would be an increase in the transfer and dissemination of knowledge that would contribute to an exit strategy if required.

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The first two elements are capable of evaluation. As the peer support service was disbanded we are unable to evaluate its effectiveness but can make some comments.

The expected number of volunteers was almost achieved and the course took place as envisaged.

Volunteers were trained on how to support others and protect themselves. Most participants felt that the training had been very well done, and that the trainers were effective. They knew that the course was run for the first time in this form and thought the Legacy Project staff facilitated the process helpfully, and managed well the difficulties that arose.

For example, personal difficulties that arose for two members towards the end of the course had an impact on the rest of the group at the time but do not seem to have undermined their confidence or willingness to proceed with Peer Support

The original proposal was to set up an informal network. Once the training programme and service was professionalised, this idea was not pursued. The basis for a strong network appears to exist amongst the group of volunteers and its development would be supported if they chose to take it further.

The production of a comprehensive guide to good practice is a key task for 2006/07. The Peer Support Volunteer Pack describes the processes including telephone calls and volunteer supervision, reiterating those covered in training. Judging by knowledge of counselling and social work, the guide aims for an appropriate level of support to be provided to those seeking assistance and those offering it and is presented in a useful way.

At the end of the course the members felt they had a much better understanding of trauma and what would be needed to assist people suffering from it.

Six of the seven people who entered the course completed it satisfactorily. They all felt more comfortable about peer support than they were at the outset and were looking forward to opportunities to practice their skills. Some people also found the course input personally very helpful.

Role play in a course to which trainees are recruited because of the relevance of their past traumatic experiences is not the same as when it is used for other learning purposes, because of the interaction between the

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scenario and personal experience. The risk of touching very disturbing feelings is considerable for both individual participants and on-lookers, but Peer Supporters need to be prepared for this if they are to be effective in supporting people who have experienced catastrophic events.

The interim report made two recommendations (numbers 5 and 6) about future peer support training based on the learning experience of the first course. These would be implemented if the course were to be repeated.

### **Meeting individuals and signposting**

These often informal contacts are seen as sustaining involvement as well as providing support. The staff found that most people were clear about the Project's boundaries and what were appropriate purposes for contact. When someone is mainly looking for a listening ear, staff must balance the appropriateness of this type of contact with other demands on their time.

It is difficult to anticipate the time needed by such contacts. They often begin as an enquiry, or arise from an unforeseen event. It is therefore intended to build some time into the work plan, based on past experience, to ensure that they can be accommodated without eroding the time required for other activities.

Given the wide variations in the circumstances of the people who have experienced trauma as a result of the 'Troubles', it seems useful to offer signposting both personally and by internet. Now that the material has been produced and brought together, and the website is online, both these approaches to providing advice and information are available whenever required and the website at least costs little to maintain.

### **The Archive**

The chance to help to establish an archive was taken up enthusiastically. The lack of success in fund raising was a serious disappointment.

The Foundation continues to support the idea of creating and securing funding for an archive to be delivered on a local and a national basis. There has been a great deal of enthusiasm and support from agencies and potential people to be involved in an archive.

### **The website**

The Needs Analysis suggested that "serious consideration be given to setting up a strong presence on the internet". The experience of planning

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and setting up the website illustrates the challenges presented by working with volunteers, discussed under Cross Cutting Issues on page 31.

It is early days yet to judge the website's effectiveness, but it looks attractive, is beginning to be visited frequently and membership is building. The main weakness lies in the lack of links to the site from other organisations in similar fields. The new Foundation website will include forums for programme participants. The Foundation is currently assessing how it can integrate current Legacy forums into the main forums.

The interim report recommended that:

The Project should audit the websites of its close contacts and add reciprocal links. If possible the links should include a short description of its work, and

The links on contacts' sites should also be assessed to see if they are worth linking with directly.

Implementing these recommendations is currently in progress

### **Advocacy**

Participants found the Advocacy Group's progress over the first six months disappointing. Because members had difficulty in getting to meetings regularly the early stages of group formation were hindered by changing attendance, and the deadline for achieving independence of the Legacy Project, a year to 18 months, started to weigh upon them.

Members brought a wide range of interests; time was needed for them to arrive at a shared view on priorities. When consulted in October, they were frustrated and anxious about whether the Group could reach the stage of being self-sustaining in time. By December 2006, it looked as though the tide might have turned. The sense of confidence about achieving the Group's objectives and timetable had increased by the final consultation in April. However, some members still had significant doubts about achieving independence by November 2007.

### **"Legacy Update"**

*Legacy Update* started to appear in 2004/05 as intended. It has appeared with a frequency sufficient for the few people whose views we gathered, and is well regarded by them. It keeps people informed and enables them to feel they belong to the Legacy "community". It is also a useful publicity tool. Copies can be downloaded from the Project website.

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**Recommendation 1.** The interim report recommended that the Project should consider mailing *Legacy Update* to agencies in their network as part of an overall public relations strategy. This should be reconsidered as part of the marketing strategy of Survivors for Peace.

### The importance of "The Legacy Community"

#### *Introduction*

The Legacy Project describes itself as a community. Like all communities, some members are more active than others. Advocacy and Peer Support volunteers ("active members") were consulted during the final interviews. A questionnaire was sent in March 2007 to everyone else on the mailing list ("the wider community") - about 90 people in all.

#### *The views of active members*

Three Peer Support volunteers said that the community was very important because "there was nothing else". It had made a huge difference to their lives. They had all found a sense of companionship and belonging. None of them would have found alternative ways of coping with their experiences.

For others its importance depended to a certain extent on where they were in their process of healing. The most important aspects of the "community" were:

- the opportunity for contact with others who have had similar experiences, being part of something even at a distance
- being able to learn from others and develop your own understanding of what had happened to you
- the social contact, "getting people together is very valuable", although it would be better if the membership was larger and more diverse
- the meeting place for those who are closely involved, but also gaining a sense of being part of something wider
- experiencing different ways of seeing things from other people has helped the healing process
- being empowered, seen as someone able to contribute, not as a victim
- the need is greater than Northern Ireland and Survivors for Peace offers the possibility of enabling other survivors to move forward by making a contribution that benefits other people

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### *The views of the wider community*

The covering letter with the questionnaire specifically asked for replies to support fundraising. "We need evidence that the Legacy Project is a valuable service to you, and might be for others in a similar position...we need to have a strong case for future work."

This direct appeal, accompanied by a FREEPOST label, produced 14 replies – a response rate of about 16%. This is low for such a survey; 30% is considered a reasonable response.

People were asked what difference the Project had made to their lives. Eleven (just under 80%) answered the question, all saying that the impact was positive. They were then asked to rate the importance of the Legacy community. 57% said that it was very important, a further 29% important and 14% quite important.

In answer to a question about whether they would have found other ways to deal with the effect of their experiences, 14% said that it was unlikely, 36% said possibly, 21% said probably; the remaining 29% did not know.

Just under 80% of those who replied were aware of the Project's work in developing support for people affected by other politically motivated violence. Ten people amplified their answer in a supplementary question about the effectiveness of the other work. 60% said that the needs of people in other situations were similar. Two mentioned an educational role, and one mentioned the Project's experience of bringing people together. One reply made a cautionary comment about difficulty in accessing funding for extending the work, which might jeopardise the current beneficiaries.

When asked if the Legacy Project should continue, 86% said that to do so was very important; the remainder considered it quite important.

### **Conclusion**

People who are actively engaged with the Project clearly feel that the "Legacy Community" is important and makes a significant difference to their lives.

The results from the questionnaire to the wider community were positive, but it was unfortunate that more participants did not respond, which would have strengthened the findings.



### **Cross cutting issue: The Legacy Project volunteers**

The Legacy Project has worked with and for victims and survivors of the 'Troubles'. 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, such as Disaster Action, and across a wide swathe of the voluntary sector, that people can often be best supported by others who have had similar experiences.

The Legacy Project needed its volunteers, and they needed the Project to support them in fulfilling their wish to turn their past experience into something positive for the benefit of others. As one person put it, "I would hope the Legacy Project would use people like me who have benefited from (Storytelling) residential to take a next step ..."

One of the challenges, indicated in Section 1, was to attract sufficient volunteers able to devote time regularly. In October 2006, twenty-five of the 74 people (34%) on the Legacy Project database had been actively involved at some point in the previous two years.

Many volunteers are in employment; most have families. They were often committed to other efforts to raise awareness of the needs of victims and survivors and to promote non-violence and peace. They were sometimes also involved in other Legacy Project activities.

The process of developing much of the work over the first two years was often slow. Much staff time was required to enable potential or actual volunteers to fulfil their wish to "take a next step". People's experience may have made their lives particularly complex. They may be vulnerable to mental health or other problems as a result of the traumatic events in their past which have drawn them to the Project and which make them uniquely qualified to assist in its purpose. The Legacy Project depends on its volunteers but also has to be aware of overloading them.

The evaluation study has highlighted the important part played by Storytelling in enabling people to start on their journey of recovery and become volunteers ready to assist other people on theirs. The time this process takes has also become more apparent.

The two recommendations made in the interim report to maintain and publicise storytelling are relevant to Survivors for Peace and are repeated in Section 7.

## Introduction

The work with other agencies at strategic level is described in **Recommendation 12** of the Needs Analysis. The work with the Inter-Agency Group, now known as CIRAG (Critical Incident Response Advisory Group) derives from **Recommendation 13**.

## The Critical Incident Response Advisory Group (CIRAG)

### *Origins*

The Legacy Project's response to **Recommendation 13** of the Needs Analysis was to establish an Inter-Agency Group who would work to share and develop best practice and improve existing services delivered to victims/survivors in GB. The group would meet three times a year. Initially, administration and hosting costs for meetings would be borne by the Legacy Project.

### *Membership*

A group was created with a wide range of agencies representing the different needs of Legacy Project users. After the first meeting it was expanded to cover areas relevant to the group's wider remit. The Overview document stated "The group should ensure it has both ex-service and civilian agency members and where appropriate, Government Departments should have representation.

In the initial stages the agency membership changed from meeting to meeting, as did the people who represented agencies. This has now stabilised. The Chief Executive became the Chair after the fifth meeting in September 2006. The Legacy Project Manager is currently the Secretary of the Group and as such all the hosting and administration of the Group has fallen within her remit.

### *Purpose and terms of reference*

The group decided to focus its work on "the longer term needs of people affected by 'critical incidents'. A critical incident was taken to mean a natural or non-natural incident, including the consequences of military action or acts of terrorism.

After discussion spread over three meetings, the purpose was agreed as: "To be an experienced body that is available to advise local and central Government especially in the delivery of medium to long term assistance to those affected by critical incidents."

The terms of reference also evolved to the following:

- “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 to Government’s attention, in liaison with other relevant agencies.
- Include ‘experts by experience’ in the group.”

### ***Achievements***

The first significant achievement has been to assemble an influential and committed group of organisations that have agreed on a mission to influence government for the good of victims. The people consulted, especially voluntary sector members, agreed that a body like CIRAG would not have got off the ground without the stimulation and input of the Legacy Project.

The second major achievement has been the agreement from the Department of Media, Culture and Sport (DCMS) that CIRAG should:

- Act as advisors to the DCMS Aftercare Project Board from the perspective of service providers
- Exchange information to and from CIRAG’s client groups
- Contribute to the DCMS Evidence Review of Needs and Best Practice
- Contribute to work on standards, training and skills

Finally, CIRAG is already becoming recognised as an authoritative body in the emergency planning and disaster response arena.

### ***Views of members***

Members had the following *aspirations* for CIRAG

- It will become part of the support to a national trauma service, available throughout the country
- It will advise national and local government on service gaps and good practice, also learning from other contacts and responses to events (mentioned 4 times)
- It will be a vehicle for driving change forward

- It should increase the public sector response to the medium/long term needs of victims
- It should stimulate cross-fertilisation between public sector agencies to provide a more joined-up response

Members were asked whether they felt that there were any *gaps in the current membership* of the Group. The majority thought that there were no gaps and that the responsibility level of the representatives was right, although the lack of a local government representative was mentioned by three people. "The mix of voluntary and statutory sectors is good." One member was particularly pleased to see representation from mental health agencies at a strategic level.

The interim report recommended that the lack of a local authority perspective should be addressed. A Local Government Association representative now attends.

Members were asked their views about including "*experts by experience*." This was part of the original terms of reference, and was included in the agreed final version. Six of the eight interviewees said that victims should **not** be directly involved. One person, however, made the point that victims telling their stories to ministers and senior government officials "made a real difference."

#### ***Analysis and recommendations***

The Group has so far succeeded in its aims as described in the Needs Analysis and the work plan set out in The Legacy Project Overview document. This has been achieved through a great deal of hard work on the part of Legacy Project staff, and by members' willingness to cooperate for a common cause. It is possible that the Legacy Project's role in initiating CIRAG will prove to be highly significant in its future development.

There is a conflict between the Group's stated intent to involve victims and the views of a significant number of members about user involvement. Members represent agencies with differing attitudes towards the part to be played by "experts by experience" at policy level. As far as the Legacy Project is concerned, victims' experiences are central to its way of working. The issue about "experts by experience" is being addressed, following a recommendation in the interim report.

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**Networking with other agencies**

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***Introduction***

This subsection deals with agencies outside the CIRAG network. The Project Manager produced a list of 13 people who would have an overview of the work. All agreed to be interviewed. Eleven were contacted.

Many people were unclear about the detail of the Legacy Project's work, although they were all familiar with its overall aims and the people who benefited from it.

People from Northern Ireland were unanimous that the Project was valuable. In particular it has articulated the needs of those who do not speak up. "Project staff can speak for their members, who might find it difficult themselves" (mentioned twice.)

***Other strengths***

"The Legacy Project is unique in being really user-driven"

"Very good at sharing information and offering networking opportunities – very open and unselfish."

"Useful website and information sheets"

***Analysis and recommendations***

After the research phase when many useful contacts were made, the network has been extended through Project staff's work in conjunction with the development of CIRAG and the Peer Support programme, as well as the National Standards group, conferences and seminars. This has also included networking with other organisations in Europe, South Africa and the USA.

The interim report made three recommendations to extend and nurture the Legacy Project's network. They have been repeated in Section 7.

## Introduction

When the Legacy Project started, the only terrorist threat experienced by mainland GB residents was the IRA campaign. Other traumatic events such as aeroplane and railway disasters were caused by equipment or systems failures, often combined with human error. The only exception was the destruction of the USA-bound aeroplane which fell on Lockerbie. Random acts of violence such as the Hungerford and Dunblane shootings were few and far between.

Since the destruction of the World Trade Centre in 2001, the perceived terrorist threat took on a new dimension. This was thrown into sharper relief after the London bomb explosions on 7<sup>th</sup> July 2005. The Bali and Madrid bombs also caused British casualties.

This section summarises the changes in the environment during the life of the Legacy Project, covering Acts of Parliament, government and agency initiatives.

## Response to emergencies

### *The Civil Contingencies Act 2004*

The Act repeals the Civil Defence Act 1948 and the Civil Defence Act (Northern Ireland) 1950. It creates a new concept of an "emergency" to include terrorism which poses a threat of serious damage to the security of the United Kingdom and events which threaten serious damage to human welfare in a place in the United Kingdom or to the environment of a place in the United Kingdom.

The Act imposes duties on local bodies in England and Wales, Scotland and Northern Ireland. They include assessing the risk of an emergency occurring and maintaining plans for responding to an emergency.

### *Central government arrangements for responding to an emergency*

In the wake of the 9/11 terrorist attacks, the Secretary of State for Culture, Media and Sport assumed responsibility for supporting British victims of disaster.

The Humanitarian Assistance Unit (formerly the Disaster Response Unit) was established within the Department of Culture Media and Sport to assist the Minister in supporting survivors and bereaved families of major disasters. The Aftercare Project Board guides the work of the Unit, and involves representatives from Government departments with a role in emergency response.

After 7/7 Government formalised the DCMS role, looking at three main aspects of humanitarian consideration in Emergency Planning:

- Embedding human aspects in emergency planning and readiness via resilience forums
- Responding to incidents – publicising support services, funding the 7<sup>th</sup> July Assistance Centre, providing an advocate for victims
- Aftercare - helping victims to access services including support groups, learning from the issues victims have faced, and feeding lessons back into Government and the wider resilience community.

### ***Humanitarian Assistance in Emergencies: Guidance on Establishing Family Assistance Centres (FACs)***

This was produced jointly by DCMS, the Association of Chief Police Officers and Disaster Action in February 2006. An FAC is designed to provide a one-stop-shop for survivors, family and friends and all those affected by an emergency through which they can access support, care and advice. A new final version of the guidance was published in October 2006. FACs are now called Humanitarian Assistance Centres (HACs).

### ***Victim Support developments***

In 2005 Victim Support launched a year-long European Union project looking at victims of terrorist attacks. Its aim was to develop a strategy for Victim Support and decide how it would work with other projects. Victim Support had not previously offered support beyond short-term help. The report was published in February 2007.

## **Support for victims of the 'Troubles'**

Differences in treatment between Northern Ireland and mainland Britain disadvantage GB victims. In Great Britain, victims are seen in the context of the crime from which they have suffered. If they are not in the criminal justice system, they often do not receive help. Their Northern Ireland counterparts are regarded as victims in a political context.

The Northern Ireland Victims Commissioner is responsible for victims where incidents have happened in Northern Ireland, but has no authority over a family who lives on mainland Great Britain. The Home Office Victims Commissioner, on the other hand, has responsibility for victims of crime in England and Wales, but has no authority in political initiatives for victims of the 'Troubles.' This creates a gap in jurisdictions for GB victims

who do not receive parity of treatment with their Northern Ireland based counterparts.

### **The need for support as well as justice**

The concept that victims of crime need recognition and longer-term support as well as justice has been growing in influence, as has that of restorative justice, one aspect of which enables victims to confront the perpetrators of crimes. Gaps in provision have been identified.

*Many victims (and some witnesses) have needs beyond those that can be met by the criminal justice system. Crime can leave victims physically injured, emotionally traumatised, frightened, and with potentially long lasting psychological trauma, all of which can be compounded by severe financial difficulties. The agencies with which they come into contact, particularly during the first hours or days after the incident, do not always understand and respond effectively to their needs. Access to services such as trauma counselling is patchy, and can be much too slow.* "A New Deal for Victims and Witnesses" (Criminal Justice System, July 2003)

*Firstly, there is a concern that the practical and emotional needs of many victims are still not being adequately met. Good practical and emotional support is even more important than financial compensation* "Rebuilding Lives," CJS consultation document, December 2005

Three pilot Victim Care Units run by Victim Support have been set up.

### **Post-traumatic stress disorder and emotional support**

#### ***Introduction***

Post-traumatic stress disorder was first recognised during World War I ("shell shock"), but interest took off in the aftermath of the Vietnam War. The United States Institute of Mental Health estimated that 30% of Vietnam war veterans suffered from PTSD, although this was later revised to approximately 15%.

Recent developments which show increased recognition of the disorder as part of an individual's reaction to a critical event are summarised below.

#### ***NICE Clinical Guideline March 2005 "The management of PTSD in adults and children in primary and secondary care"***

*Post-traumatic stress disorder (PTSD) develops following a stressful event or situation of an exceptionally threatening or catastrophic nature, which is likely to cause pervasive distress in almost anyone. PTSD is a disorder*



*that can affect people of all ages. Around 25–30% of people experiencing a traumatic event may go on to develop PTSD.... Symptoms of PTSD often develop immediately after the traumatic event but in some (less than 15% of all sufferers) the onset of symptoms may be delayed.*

*Disaster plans should include provision for a fully coordinated psychosocial response to the disaster. Those responsible for developing the psychosocial aspect of a disaster plan should ensure it contains the following: provision for immediate practical help, means to support the affected communities in caring for those involved in the disaster, and the provision of specialist mental health, evidence-based assessment and treatment services.*

### **Other developments**

The Northern Ireland Centre for Trauma and Transformation has developed an evidence-based treatment for PTSD. The results of this are soon to be published.

The Health Protection Agency released its first findings on the longer-term effects of the London bombs in late November, 2006. It stated that the two major long term health consequences (apart from those resulting from serious blast injuries) were:

- the psychological effects of involvement in the bombings
- hearing problems, especially in those who were close to the explosions

80% of the 158 people who took part in the follow-up, including both injured and uninjured survivors, reported emotional upset. 80% of these received some counselling. Where appropriate, the remainder were referred to services that specialise in screening for post traumatic stress disorder.

## **Conclusions**

The policy context and awareness of trauma as a medium to long-term effect of critical incidents has evolved towards what the Legacy Project has been offering, and what the Foundation plans to offer through Survivors for Peace. It offers opportunities for the Foundation to influence good practice and shape the delivery of medium to long-term support to people who have experienced a critical incident. These are discussed further in the final section.

## Introduction

This section assesses the impact of the work with victims and survivors, and draws overall conclusions from the evaluation of the Legacy Project.

## Impact on participants

The Project is clearly credible to its target groups. Staff are experienced as professional, and trustworthy (particularly important to veterans), friendly and warm hearted.

- People spoke of having been assisted along “a wonderful journey”, and “finding a different and better way of looking at things”.
- A man who was enabled to go back to Northern Ireland was grateful that a staff member’s “positive thinking about *facing ghosts* helped me”. (This was his expression, although the Legacy Project does not attempt to help people to ‘face ghosts’ in a clinical sense.)
- For veterans, it was “good to know there are civilians who understand”.

Someone in another agency remarked that “the Legacy Project is unique in being really user-driven”. This person also believed the Project to be “unique in capturing” the “quieter voices”, and wondered if it could “create more of a (user) voice to feed into policy”.

Participants spoke with great appreciation of the role they were enabled to play in the Legacy Project, contributing comments and suggestions, finding opportunities to train to become a peer support volunteer, or to be an advocate for others, or participating in the Project Advisory Group.

Feedback from participants showed that the Legacy Project provided a very important opportunity for them to start to come to terms with their experience. It has contributed greatly to the healing process for many of the individuals who are now active participants. This is demonstrated by the way in which people continue the process for themselves by using their negative experience to make a positive contribution.

Of the 23 people who attended the Storytelling events in 2004, 15 became involved in training to be a Peer Support volunteer or to set up the Advocacy Group, develop the website, and/or serve on the Project Advisory Group. Only one person who became involved in the activities developed by the Legacy Project during 2005 and 2006 had not attended a Storytelling residential.

Through individual meetings and signposting, the Legacy Project has assisted people affected by the 'Troubles', whether civilians or veterans, to work out how their needs can best be met. The Legacy Project does not claim specific expertise; it enables people to find that through this individual contact.

The Project uniquely offers recognition and acknowledgement of the experience of politically motivated violence in relation to Northern Ireland. This can help to ensure that people get the specific assistance they may have been reluctant to seek or unsuccessful in finding.

There are two main reasons why Victim Support and other agencies that support people affected by violent action, may not be considered as effective alternatives for people whose current situation arises from trauma experienced in the past as a result of the 'Troubles'. Firstly, as Holden McAllister pointed out, the usefulness of Victim Support is doubtful, partly because "referrals are usually made by the police and partly because Victim Support is 'generally called on in the early days'". Secondly, most of the current developments in planning look to the future which "makes it less likely that (past) victims with long-standing needs will benefit".

People respond differently to different agencies. Those who were also in touch with agencies concerned with ex-service people appreciated having a choice. A small project such as the Legacy Project needs to ensure that it can allocate sufficient staff time to develop its work and to support individuals, especially if other agencies are available to provide personal support.

Some veterans thought that "the Legacy Project should be primarily for civilians because there is nothing else for them". The Project has played a much valued role in helping some of those injured in GB and the relatives of some of those who died as a result of the 'Troubles'. For example, one person had been enabled to meet former soldiers who served in the same area as a relative who had died.

People injured in explosions on the mainland met others who had similar experiences, often after years of not feeling truly understood. "It was very helpful, it enabled me to feel important, like a human".

## Conclusions

The aims of the Legacy Project were: "to identify and meet the needs of victims and survivors of the Northern Ireland 'Troubles' living in England, Scotland and Wales. This included former soldiers, victims of bombings in Britain, their families, bereaved families of soldiers killed in the conflict and emergency services staff who attended incidents".

Holden McAllister addressed the identification of need in their report. Starting to meet the needs by implementing their recommendations has been the Legacy Project's task, beginning in late 2004. As the Legacy Project moves from what might be regarded as a pilot phase towards a longer-term future our conclusions are as follows.

### ***Support for victims and survivors***

The Needs Analysis emphasised the importance of developing "services based on models of best practice". This approach provided the foundation for all the support services: research and consultation, then participating in workshops run by others – especially in Northern Ireland. Experienced people were then brought in to provide or guide the content and the process of each of the new activities.

Our conclusions are as follows:

- Progress with development has been slower than anticipated. However, the Project is well on the way to fulfilling most of the recommendations of the Needs Analysis;
- Finding and engaging participants has been difficult; numbers are still small but continue to grow. Experience during research for the Needs Analysis indicated that this might be the case. The hope was that the Legacy Project would meet the needs of people whose lives continue to be blighted by past experience of politically motivated violence related to Northern Ireland. The participants who have been engaged demonstrate that the original target groups can be reached. Those who found their way to the Project have clearly benefited;
- The full implications for the Project's work of supporting victims and survivors in becoming volunteers have had to be learned by experience. Those who are engaged are strongly committed to the causes of raising official and public awareness and using their own experience to assist in meeting the needs of other victims and survivors of the 'Troubles'.

This leads us to the following recommendations:

**Recommendation 2.** Volunteers should be offered opportunities within the widening remit to extend their commitment to supporting others.

**Recommendation 3.** Development of the Advocacy Group should receive sufficient priority to ensure that it meets the timetable set for achieving independence.

***External, strategic work***

The Needs Analysis envisaged the Legacy Project playing key roles in improving agency communication and information sharing, including developing an independent group to advocate for victims and survivors. The views of CIRAG members show that this has happened. Promoting its development has probably taken more time than planned, but enabled the Foundation and the Legacy Project to make an impact at national level well beyond its size.

We conclude that the external work has been extremely valuable, especially in the light of the evolving policy context and developments for the future. It has succeeded in raising awareness at policy level of the longer term needs of victims and survivors of trauma caused by politically motivated violence, and enhanced the wider reputation of the Foundation and the Legacy Project.

## Introduction

As the Legacy Project anticipates the end of its current 3-year funding period, it is reviewing how best to use the practices it has developed as part of a wider remit. The new remit will continue to include the aftermath of the 'Troubles' as well as good practice that might be transferable to supporting people affected by other violent conflicts. Some Project activities will be introduced into the new 'Survivors for Peace' programme. A diagram detailing the proposed activities for 'Survivors for Peace' is attached as Appendix 5.

At the end of March an exit strategy for the Legacy Project had not yet been finalised. The final section of this report assumes that a degree of flexibility still remains. It considers how far Legacy Project practices are capable of effective transfer.

It covers the impact on the Legacy Project of changes within the Foundation, the opportunities presented by recent changes in the external context, the lessons learned from working with Legacy Project participants and volunteers, the implications of the planned changes for the Foundation's management priorities, conclusions and recommendations. It begins with a note on terminology.

## Terminology

In this section we use the terms "victim" and "survivor" to refer to people's sense of themselves at different stages following direct or indirect experience of violent conflict. We appreciate that not everyone is happy with the use of these terms.

For the purposes of this section -

- the word "victim" is intended to describe the sense of suffering and powerlessness often experienced following such an event when it has not yet been possible to recover or come to terms with the effects;
- the term "survivor" is used to describe a stage of increasing recovery of emotional strength and capacity to give to others.

## Changes within the Foundation for Peace

The Legacy Project's brief to identify and meet the needs of GB victims and survivors of the Northern Ireland 'Troubles' set it somewhat apart from the purpose and activities of the rest of the Foundation. Planning for organisational change, which began during 2006 across the Foundation, is

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expected to engage Survivors for Peace more fully in the mainstream of the work, including conflict resolution.

While the Foundation's broad brief is to focus on peace programmes which invest in the future, the role of the Legacy Project was to deal with the past consequences of violent conflict as a key part of peace building and reconciliation. The vision of 'Survivors for Peace' is to engage people in making a contribution to peace building by turning a painful and challenging experience into a positive opportunity for development, leadership and inspiration for others.

The main change is therefore to extend the Project's remit from the individual consequences of the 'Troubles', to include people affected by other politically motivated violence, including prejudice and discrimination. Future work will continue to address the needs of people resident in the UK who have been bereaved, injured or have witnessed acts of violent conflict. The implications for these new activities are discussed below.

Planning for the longer term will continue over the period to November, 2007. During this time the remit for Survivors for Peace activities will be developed and four elements, based on practice developed in the Legacy Project, will be transferred into the new area of work. These include:

#### ***The Website***

This will continue to provide direct support and scope for informal chat and a signposting service.

#### ***Steps Towards Empowerment and Positive Survival (S.T.E.P.S)***

STEPS was formerly the Advocacy Group. Its objectives are to ensure that the voices of GB victims are heard by government and public services, and to produce a booklet for survivors. The members are all currently victims, survivors and veterans of the 'Troubles'.

#### ***Storytelling Workshops***

Weekend workshops will be provided for victims and survivors to share their experiences.

#### ***Critical Incident Response Advisory Group (C.I.R.A.G)***

The confederation of organisations specialising in planning for and care of people who have been involved in and affected by a critical incident, initiated by the Foundation, will continue to advise local and central Government on the delivery of medium to long-term assistance to those affected by critical incidents.

***Recommendations concerning the "Legacy Community"***

The following recommendations are made:

**Recommendation 4.** The Foundation should adopt the following principle in planning the exit strategy for Legacy Project participants: Clarity about what support, if any, it can continue to offer to current participants, both passive and active.

**Recommendation 5.** In considering continuing roles for existing members of the Legacy community in future programmes, attention should be paid both to what passive support will be required for "inactive" members, such as those who just receive *Legacy Update*, and maintaining the engagement of those who now participate actively as volunteers.

**Recommendation 6.** The present constituency of the Legacy Project should be kept informed about the proposed changes and helped to understand how they may be affected. Lessons should be learned from the Peer Support participants' reactions to the communication of information about the changes already made.

**Recommendation 7.** An appropriate balance should be found between activity designed to fulfil the existing commitment to victims and survivors of the 'Troubles', and activity directed at those who will be contacted as a result of widening the remit.

***Recommendations for establishing activities under Survivors for Peace***

The Foundation should consider the following recommendations when planning for the future:

**Recommendation 8.** Be clear about what it is best placed to offer to the medium- to long-term support of victims/survivors.

**Recommendation 9.** Be clear about where Survivors for Peace activities sit in relation to other agencies in the field.

**Recommendation 10.** Ensure good practice standards including support, training and supervision for Programme staff and volunteers who provide continuing activities and services, especially if these are undertaken in collaboration with other agencies or on other premises.

**Recommendation 11.** Ensure that enough staff time is allocated to Survivors for Peace work, while implementing the Project's exit strategy.

**Recommendation 12.** Ensure reliable and confidential communication between new participants and former Legacy Project participants, and new partners.



## Changes in the external context

The political and policy developments are those taking place in Northern Ireland, the consequences of Britain's continuing involvement in the wars in Iraq and Afghanistan, and terrorist activity affecting GB residents both at home and abroad. Strategic and organisational changes have occurred in response to the needs of people affected by these conflicts.

### *Political and policy changes*

Funding for some of the support agencies in the Province is coming to an end. This may raise or increase concerns among GB victims and survivors of the 'Troubles' about the possible ending of support for them provided by the Legacy Project, which was hard fought for and a very long time in coming. Those for whose support the Legacy Project was originally created should not be abandoned.

The number of people involved with the Legacy Project has been small and slow to increase, but continues to grow. In addition, evidence of the need for longer term support for a small number of victims of other past conflicts remains consistent. Personnel who served in the Falklands and their families are a topical example.

Although short term provision for veterans is acknowledged to be improving in some ways, Iraq and Afghanistan war veterans and their families have much to say about shortcomings. The effects of PTSD are still often inadequately recognised, in either the short or the longer term.

The short term response to terrorist activity in the UK is much better organised as a result of the 7<sup>th</sup> July bombings in London, but planning to meet medium- to longer-term needs is still at an early stage. It is here that the Foundation can make its most valuable contribution, practically and strategically.

### *Strategic and organisational changes*

Two significant factors affecting the possible transfer of practice developed by the Legacy Project occurred at national level. One was the setting up of CIRAG; the other was the publication in 2007 of Victim Support's report *Building resilience: delivering services to victims of terrorist attack*.

**CIRAG** (The Critical Incident Response Advisory Group), initiated by the Legacy Project in response to a Needs Analysis recommendation, has achieved significant influence in under two years. It has brought together a group of statutory and voluntary organisations determined to influence

government on behalf of victims, acquired the agreement of the DCMS to the Group advising the Department's Aftercare Project Board, and become recognised as an authoritative body in the field of emergency planning and response to disasters. The Foundation intends to transfer the Chair and Secretary roles of CIRAG to another agency by the end of 2007.

**Recommendation 13.** The Foundation should maintain membership to contribute its unique perspective to deliberations, and for the strategic opportunities that membership brings.

*Building resilience* is the result of a year's research undertaken by Victim Support at the request of the DCMS. It was funded by the European Commission in response to the *Framework decision on combating terrorism 2002*, which requires that member states "shall, if necessary, take all measures possible to ensure appropriate assistance for victims and their families".

Written primarily to advise Victim Support in preparing its own services to meet the needs of future victims of terrorist attack, it was also intended to inform other UK and European agencies. The Foundation should give serious consideration to the suggestions the report makes that refer specifically to it.

The report takes the view that "the emphasis of support should be on building resilience". It suggests that "As time passes, people are more able to integrate their experience into their lives and see things in a broader picture", and that adversity may present "opportunities for self-discovery", or 'post-traumatic growth', which may bring "a greater sense of personal strength or spiritual development" amongst other things.

It reflects the principles underlying the Legacy Project, "putting resilience, rather than need or vulnerability, at the heart of the support response", emphasizing empowerment, and the strengths, skills and resources of the individual and their social network.

The report advised the DCMS and Victim Support "to consider how they can support The Tim Parry and Johnathan Ball Trust to develop or disseminate its models of good practice . . . to encompass all victims of terrorist attack. The aim of this would be to create additional ongoing opportunities that support a victim's recovery." Specifically -

- the **DCMS** is invited "to consider how the 7<sup>th</sup> July Assistance Centre (or another key agency) could take this forward", and

- **Victim Support** is invited to consider creating “a relationship with the Legacy Project in the same way that it has done with SAMM” (Support After Murder and Manslaughter).

***“Ongoing opportunities that support a victim’s recovery”***

*Building resilience* makes other points that the Foundation for Peace may wish to consider.

**Websites**

They need continual maintenance to remain active and avoid getting out of date.

**Recommendation 14.** The Foundation will need to consider whether it should focus only on the needs of people affected by the ‘Troubles’ or widen its aims. Whatever its remit, consideration will need to be given to arrangements for moderation.

**Information**

People have different needs of services at different stages in their journey from “victim” to “survivor”. Finding up-to-date information can be difficult.

**Recommendation 15.** The Foundation will need to set up and maintain ways to ensure that accurate information about its services is readily available to all those who might need it. These arrangements should be regularly reviewed by current staff and their successors, and brought to an appropriate end when the time comes.

**Meeting new cultural and language needs**

The Legacy Project is familiar with the culture and language of the victims and survivors of the ‘Troubles’ and of former soldiers based chiefly on that of English-speaking British people.

**Recommendation 16.** As an organisation focused on peace building, the Foundation should be aware that its constituency may change over time and undertake regular reviews of new cultural needs that may emerge.

**“From victim to survivor”: Lessons for the future from working with Legacy Project participants**

*Building resilience* emphasises the longer-term value to victims of violent conflict of opportunities for “post-traumatic growth”. The Foundation intends to continue to engage survivors of a painful and challenging

experience in positive opportunities for development, leadership and inspiration for others.

Some participants in the Legacy Project have taken opportunities to help to develop services as recommended in the Needs Analysis. The Foundation can build on some of the valuable lessons learned.

**Recommendation 17.** We suggest that the Legacy Project's exit strategy should include consultation with current participants about what support they would like to offer to others through Survivors for Peace activities and how their own needs could continue to be met.

While active participants have much to offer, harnessing this to opportunities to assist others will call for flexibility and continuing support from Survivors for Peace activities. The Legacy Project learned that matching volunteers' wishes to meeting the needs of other victims must allow for the volunteers' availability and the possibility of their own continuing vulnerability.

The Peer Support training provided through WAVE seems to have been very effective, though it has not yet been tested in practice. The course, adapted for Legacy Project purposes, is accredited by the Open College Network.

**Recommendation 18.** Arrangements will be needed for further training and support. Quality standards which take account of any National Standards should be implemented.

Co-ordination with other agencies with which the Foundation liaises will need careful consideration. Working closely with another organisation such as Victim Support could allow suitable protocols to be agreed.

Two other factors need to be considered in discussing a potential future role for Legacy Project volunteers: the likely benefits to them and the likely benefits to others.

#### **The likely benefits to Legacy Project volunteers**

Fifteen of the 23 people who attended the early Storytelling residentials became active participants. They testified to the fact that not only were the residentials a very important opportunity to start coming to terms with their traumatic experiences, but their active engagement with the Project contributed a great deal to their continuing healing.

It might be suggested that creating opportunities for people to continue their own healing and growth through addressing others' needs is putting the cart before the horse. Finding a balance between meeting one's needs through assisting one's peers has been addressed in the Peer Support training. Further training may be necessary before volunteers move on to work with people whose trauma has arisen from other violent conflicts.

### **The likely benefits to other victims**

*Building resilience* suggests that the short term support needs of victims of terrorist attack do not significantly differ from those of victims of any violent crime. It is not therefore necessary for supporters to have shared a similar experience.

Medium-term support needs may be different. The long-standing effects of the trauma suffered by Legacy Project volunteers included a strong need to share their experience with others who had been through very similar experiences. The Project volunteers should be able to offer a similar commonality of experience to the victims of other conflicts.

**Recommendation 19.** The possible added benefit to victims/survivors of this shared experience should be the subject of research.

## **Management implications for the Foundation**

### ***Introduction***

This sub-section covers: creating appropriate opportunities to make the skills and learning from the Legacy Project available to those in need, including marketing; finding partners and funding sources; agreeing responsibilities; the role of the Project Advisory Group.

### ***Creating opportunities***

One of the greatest challenges over the past two and a half years has been to attract "victims" of the 'Troubles' and to disseminate information about the assistance that "survivors" could offer to other victims.

It is difficult to reach a disparate group within a large, mobile population. Despite the likelihood that many people will have found other ways of coping and be reluctant to re-open old wounds, a different strategy for publicising the help the Legacy Project offers should be considered to reach more of those with hidden needs.

The experience of the Legacy Project strongly suggests that the most promising way of actively engaging people to start the journey from victim

to survivor is through story telling. Once this phase has been completed, people may then wish to receive peer support, become a volunteer, or make some other positive contribution.

We therefore make two recommendations:

**Recommendation 20.** There should be a continuing programme of Storytelling and follow-up support.

**Recommendation 21.** A publicity strategy should be developed that will attract more people as yet unaware of what the Foundation offers who might find Storytelling beneficial. It could be designed around "trigger dates" such as anniversaries of events.

### ***Finding partners***

The recommendations, made by the *Building Resilience* report to Victim Support and the DCMS, give the Foundation two opportunities to negotiate promising partnerships. Contact has already taken place with the 7<sup>th</sup> July Assistance Centre. Reaching arrangements with these agencies would go a long way towards enabling the Legacy Project's experience to become available to victims and survivors of other violent conflicts and helping to fund this aspect of the Foundation's future work. These opportunities should be pursued while remaining open to others, with Combat Stress for example.

### ***Networking***

The recommendations made in the interim report still stand.

**Recommendation 22.** The existing network needs to be nurtured and a strategic approach should be taken to extending it and strengthening relationships.

**Recommendation 23.** As a first step the Project should draw up a list of agencies with which it would expect to have a mutually beneficial relationship.

**Recommendation 24.** It should then undertake a PR campaign to develop the network.

### ***Ensuring the best use of volunteer and staff resources***

During 2006 the evaluators had some concerns about the adequacy of staff time available to address the core aspects of the Legacy Project's work, that is to say the work required to implement the recommendations of the Needs Analysis. Opportunities arose to pursue national and

international links that could become worthwhile in the future but appeared to be taking up time necessary to the main agenda.

As the work with survivors is becoming more fully integrated with the Foundation, we suggest:

**Recommendation 25.** The Foundation needs to be clear about how much time future staff should devote to continuing to support victims and survivors of the 'Troubles', and how much time should be spent negotiating the future of services for survivors and the wider development of the Foundation.

The active participants in the Legacy Project have become a potentially vital resource for the development of Survivors for Peace activities.

**Recommendation 26.** In considering invitations to these people to continue their engagement, the Foundation will need to be clear about what it can offer and what it is asking people to give. This will require clarity about:

- opportunities for volunteers to use the training they have received,
- the future support and training to be provided, and
- the scope to be offered to participate in decision-making about the direction of the work

The practice experience gained through the Legacy Project seems likely to be shared more widely through the Foundation for Peace and with other agencies. The former should develop naturally, provided that arrangements are made for continuing support for former Legacy Project participants, especially those whom we have described as "passive" participants. Maintaining the website and *Legacy Update* and providing a certain amount of direct support may be attractive to funders.

### ***Agreeing responsibilities***

Protocols will be required as the basis for contractual agreements between the Foundation and any other agencies through which Foundation programmes can be made available. The most likely candidates for transfer appear to be the storytelling residencies, Peer Support, and what *Building Resilience* describes as "social engagement in peace building activities".

This could include peace building activities within the Foundation. It could also include opportunities for victims, survivors and their families, to have

informal social contact with each other, such as the recent lunch held at the Peace Centre in collaboration with a regimental association.

*The role of the Project Advisory Group*

**Recommendation 27.** As part of its role to be available to discuss and support the progress of this work and direction taken, and ensure the benefits of the project are disseminated to best effect, the PAG's advice should continue to be sought during planning for the next phase of the Project's development. They may wish to pay particular attention to the exit strategy and ensuring solid arrangements for the future support of victims and survivors of the 'Troubles'.



The recommendations made by Holden McAllister in their Needs Analysis for the Legacy Project were as follows:

**Recommendation 12**

*With the support of the Tim Parry Johnathan Ball Trust, the Legacy Project develops a communication strategy for disseminating key findings in this report to selected professional audiences who are in a position to develop or improve access to services in response to them.*

The 2004 Best Practice conference held at the Peace Centre - *The Legacy: Reflecting on the needs of GB Victims and Survivors of the Northern Ireland "Troubles"* was the first result of implementing this recommendation. This was followed up by continuing networking with GB agencies.

**Recommendation 13**

*The Legacy Project brings 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 agency partners agreeing to take on the administrative role for a year at a time.*

This recommendation was implemented by bringing together representatives of the agencies which became CIRAG.

**Recommendation 14**

*"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 facilitate these events)."*

This recommendation was implemented by developing the **Storytelling** residentials and sessional facilitators training, meetings with individuals and the **Peer Support** programme.

**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."*

Implementation of this recommendation resulted in the preparatory work for the **archive** and the development of the Legacy Project **website**.

**Recommendation 16**

*“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 in it finding its own funding.”*

The work to establish the **Advocacy Group** was the result.

**Government publications**

Rebuilding Lives – a new deal for victims and witnesses, Criminal Justice System, 2003

Scottish Strategy for Victims – progress report 2004

Ways of Dealing with Northern Ireland's Past: Interim Report – Victims and Survivors. Tenth report of Session 2004-05 Volumes 1 and 2

Ways of Dealing with Northern Ireland's Past: Interim Report – Victims and Survivors. Government Response to the Committee's Tenth report of Session 2004-05. Sixth Special Report of Session 2005-06

Central government arrangements for responding to an emergency - Concept of Operations, March 2005

Humanitarian Assistance in Emergencies: Guidance on Establishing Family Assistance Centres, Department of Culture, Media and Sport, September 2005

Rebuilding Lives – supporting victims of crime. Presented to Parliament by the Secretary of State for the Home Office, the Secretary of State for Constitutional Affairs and the Attorney General, December 2005

Continuing Public Health Response to the London Bombings of 7 July 2005, Health Protection Agency, December 2005

Non-Statutory Guidance on Establishing Humanitarian Assistance Centres, DCMS/ACPO, October 2006

London bombings – key long term health issues, Health Protection Agency Press Release, November 2006

New call to Londoners exposed to 7/7 bombings to join health follow-up, Health Protection Agency Press Release, December 2006

**Other publications**

Clinical Guideline 26 Post-traumatic stress disorder (PTSD): the management of PTSD in adults and children in primary and secondary care, March 2005

Trajectories of PTSD: A 20 Year Longitudinal Study. Solomon, Z., and Mikulincer, M. American Journal of Psychiatry (2006), 163, 659-666.

Building resilience: report and recommendations for Victim Support on delivering services to victims of terrorist attack. Paula Ellen and Jane Shackman Victim Support, February 2007

### **TPJB Foundation for Peace documents**

The Legacy – A Study of the Needs of GB Victims and Survivors of the Northern Ireland ‘Troubles’ 2003

2004 TPJB Trust Annual Report

Representation to the Northern Ireland Affairs Committee Inquiry into “Reconciliation: Ways of Dealing with Northern Ireland’s Past,” December 2004

The Legacy Project Overview, August 2004

Background to the Legacy Project, September 2005

“Legacy Update” issues 1-9

Project staff work plans

Legacy Project Quarterly reports to Northern Ireland Office

The Legacy Project Peer Support Volunteer Pack, September 2006

### **Websites**

#### ***Sites with links to TPJB Foundation or Legacy Project***

Building Bridges for Peace – Description of the Legacy Project and link  
[www.buildingbridgesforpeace.org](http://www.buildingbridgesforpeace.org)

Healing Through Remembering - Link with TPJB Foundation

[www.healingthroughremembering.org/](http://www.healingthroughremembering.org/)

Combat Stress - Very good link direct to Legacy Project

[www.combatstress.org.uk/contact-combat-stress/veteran-links.asp](http://www.combatstress.org.uk/contact-combat-stress/veteran-links.asp)

Glencree Centre for Peace and Reconciliation - Direct link to Legacy Project

[www.glencree.ie/](http://www.glencree.ie/)

Independent King’s Regiment Association Liverpool and Manchester - Direct link to Legacy Project and TPJB Foundation

[www.savethekings.co.uk/](http://www.savethekings.co.uk/)

***Sites with links to other sites, but no link to TPJB Foundation or Legacy Project***

Victim Support UK

[www.victimsupport.org.uk/vs\\_england\\_wales/services/links.php](http://www.victimsupport.org.uk/vs_england_wales/services/links.php)

Support After Murder and Manslaughter (SAMM)

[www.samm.org.uk/links.htm](http://www.samm.org.uk/links.htm)

WAVE Trauma Centre

[www.wavetraumacentre.org.uk/](http://www.wavetraumacentre.org.uk/)

Royal British Legion

[www.britishlegion.org.uk](http://www.britishlegion.org.uk)

SSAFA Forces Help

[www.ssafa.org.uk/links3\\_Charities.html](http://www.ssafa.org.uk/links3_Charities.html)

Northern Ireland Veterans' Association (NIVA)

[www.nivets.org.uk](http://www.nivets.org.uk)

Post Traumatic Stress Disorder

[www.ptsd.org.uk](http://www.ptsd.org.uk)

Families Achieving Change Together (FACT)

[www.factni.co.uk/links.htm](http://www.factni.co.uk/links.htm)

The Northern Ireland Centre for Trauma & Transformation

[www.nicctt.org/](http://www.nicctt.org/)

***Sites that do not provide links to any other sites***

Bradford University Peace Studies Department

[www.bradford.ac.uk/acad/peace/](http://www.bradford.ac.uk/acad/peace/)

Responding to Conflict

[www.respond.org/ccr.asp](http://www.respond.org/ccr.asp)

Cruse Bereavement Care

[www.crusebereavementcare.org.uk/resources.html](http://www.crusebereavementcare.org.uk/resources.html)

7<sup>th</sup> July Assistance

[www.7julyassistance.org](http://www.7julyassistance.org).

Centre for the Study of Forgiveness and Reconciliation

[www.corporate.coventry.ac.uk/cms/jsp/polopoly.jsp?d=141&a=885](http://www.corporate.coventry.ac.uk/cms/jsp/polopoly.jsp?d=141&a=885)

British Red Cross

[www.redcross.org.uk/](http://www.redcross.org.uk/)

ASSIST Trauma Care

[assist@traumatic-stress.freemove.co.uk](mailto:assist@traumatic-stress.freemove.co.uk)

Victims of Terrorist Attacks Project, Victim Support

Emergency Planning, Ceredigion Council

Emergency Plans Unit, Essex County Council

Victims and Confidence Unit, Home Office

Northern Ireland Centre for Trauma and Transformation

The Junction

Democratic Dialogue

Healing Through Remembering

Department of International Politics, University of Wales at Aberystwyth

Department of Psychological Medicine, University Hospital of Wales

British Red Cross

***Management***

**Recommendation 1.** In drawing up the work plan for the third year, Project staff should estimate the time required for each activity and allow a certain amount of time to deal with unforeseen problems and respond to opportunities.

**Recommendation 2.** The skills required in year 3 should be assessed against the work plan to ensure that any skill gaps are covered and that staff skills are used to the best advantage.

**Recommendation 3.** Trust and Project staff should assess and develop a strategy to manage the risks posed by the differing work demands.

***Project Advisory Group***

**Recommendation 4.** We suggest that a short review is carried out with staff of the part members can most usefully play in the third year and any changes that might be helpful. This could include the role of the Chair.

***Peer Support***

**Recommendation 5.** Experience with this first course provided valuable learning for Legacy Project staff. They may not wish to alter the content or process but if the course is to run again they should aim to find additional means of ensuring participants are more fully aware of what is coming and why, and its possible impact on them.

**Recommendation 6.** As a general point, staff should consider how they can improve on the assessment with potential peer supporters of any initial or later need for assistance with studying, including any difficulties with literacy and keeping up with course work.

***Meeting individuals and signposting***

**Recommendation 7.** This service should be provided as soon as convenient after people first make contact with the Project.

***Archive***

**Recommendation 8.** The Trust should ensure it takes advantage of this climate of support, if at all possible. Lessons have been learned from making the initial bid that will be taken into account in another one due to be made in 2007/08.

***Web site***

**Recommendation 9.** The Project should audit the websites of its close contacts and add reciprocal links. If possible the links should include a short description of its work.



## APPENDIX 4 INTERIM REPORT RECOMMENDATIONS

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**Recommendation 10.** The links on contacts' sites should also be assessed to see if they are worth linking with direct.

### *"Legacy Update"*

**Recommendation 11.** The Project should consider mailing *Legacy Update* to agencies in their network as part of an overall public relations strategy.

### *Cross cutting issues*

**Recommendation 12.** There should be a continuing programme of Storytelling and follow-up support, and

**Recommendation 13.** A publicity strategy should be developed that will attract more people as yet unaware of what the Legacy Project offers who might find Storytelling beneficial.

### *CIRAG*

**Recommendation 14.** The Local Authority perspective is missing from the membership and this should be addressed. Membership is constantly reviewed each meeting to keep the group relevant

**Recommendation 15.** The issue about "experts by experience" should be addressed.

### *Networking with other agencies*

**Recommendation 16.** The existing network needs to be nurtured and a strategic approach should be taken to extending it and strengthening relationships.

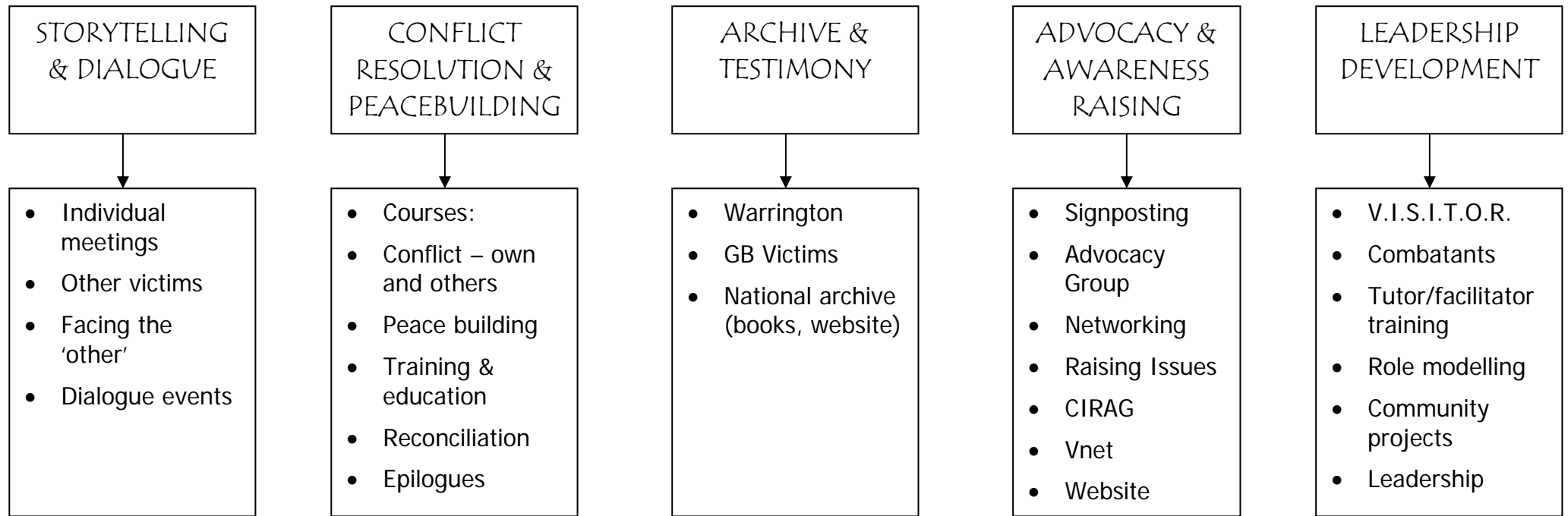
**Recommendation 17.** We suggest as a first step that the Project should draw up a list of agencies with which it would expect to have a mutually beneficial relationship.

**Recommendation 18.** It should then undertake a PR campaign to develop the network.

Survivors for Peace

VISION

Engaging people in making a contribution to peace building by turning a painful and challenging experience into a positive opportunity for development, leadership and inspiration for others



Beneficiaries: UK survivors of politically motivated violence (i.e. 'Troubles', 9/11, 7/7 etc, other conflicts, prejudice & racism. Survivors includes victims/survivors, combatants, community members