

The Commission for Victims \& Survivors

## CORPORATE PLAN 2017-20

27 March 2017

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## FOREWORD



As we face into the current period of political upheaval it is clear that the future of Northern Ireland is inextricably linked with the need for us to deal with the legacy of the past and to address the needs of those who were, and often continue to be, harmed.

Within the Strategy for Victims and Survivors, the Commission is identified as being the primary source of advice to government on victims and survivors issues; having responsibility for the strategic assessment of need and for ensuring that the correct structures are in place to meet those needs and identify gaps in provision. The Commission oversees and provides guidance to government in relation to the three key areas of dealing with the past, improving services and building for the future.

My office provided advice on Dealing with the Past to the First and deputy First Minister back in March 2014. This advice focused on four key areas of need that were common to victims and survivors: Acknowledgement, Truth, Justice and Reparation.

The proposed institutions of the Stormont House Agreement, including not only the Historical Investigations Unit, Independent Commission for Information Retrieval, and Oral History Archive, but also the much needed Pension for those severely injured, the Mental Trauma Service, Advocate Counsellor support and the Implementation and Reconciliation Group represent the most comprehensive set of proposals yet to address victims' needs. These proposals reflect considerable input from the Victims and Survivors Forum and align with the Commission's Advice on Dealing with the Past submitted to Ministers in August 2014. The exclusion of these measures from the Fresh Start Agreement in November 2015 resulted in enormous disappointment for victims and survivors and it remains a priority for the Commission to support progress on these issues in every way that we can.

It is also important to understand that these measures will profoundly impact on a considerable proportion or our population. Research by the Commission indicates that approximately 500,000 people, almost one in three people in Northern Ireland, are victims and survivors of the Troubles. This includes up to 200,000 with mental health problems, 40,000 suffering with injuries and 3,720 families bereaved.

In the light of these numbers it does not come as a surprise to learn that the number of people coming forward for help and support from the VSS has been growing for the past five years by more than 20 percent each year. The Commission has worked with the Victims Forum, with the Victims and Survivors Service and with The Executive Office to develop policy advice on making the

Individual Needs Programme sustainable, targeting those most in need and addressing other issues raised by victims and survivors. We will be working with them and with the Victims Forum to evaluate the impact of these changes.

The Victims and Survivors Forum plays a critically important role for the Commission and ensures that government policy is developed in collaboration and co-design with victims and survivors. I would like to take this opportunity to recognise the outstanding contribution of our Forum members; their willingness to engage in discussion of the most difficult aspects of dealing with our troubled past is an example of leadership that we can all learn from.

We have carried out an open and transparent process to appoint new members to the Forum this year. The Commission has also established for the first time a wider Victims Panel. This will further strengthen the position of victims and survivors in determining how we deal with the past, deliver services to those who have been harmed and build for the future.

In 2017, we have already passed the mid-point of the 2009-2019 Victims and Survivors Strategy and it is important that we take stock of what has been achieved to date. The Commission has completed a review of the implementation of the Strategy and has submitted its report to The Executive Office. This will help to identify the areas that we need to focus on over the remaining years and possibly beyond 2019.

As we move towards a new model to address trauma and mental health and to implement measures for dealing with the past there is an opportunity to build capacity within and across victims' organisations, to ensure victims and survivors are receiving quality services in a consistent way regardless of location. The Commission has been working with the co-design team and with victims groups to deliver revised standards for the delivery of services to victims and survivors. This will be the benchmark for capacity building and will be supported by $€ 17.6$ million PEACE IV funding for voluntary and community organisations.


Judith Thompson
Commissioner for Victims and Survivors
Date:

## 1. WHO WE ARE

The Commission for Victims and Survivors was established in May 2008 under the Victims and Survivors Order 2006, as amended by the Commission for Victims and Survivors Act 2008.

The Commission is a Non-departmental Public Body of the Executive Office (formerly OFMDFM). The principal aim of the Commission is to promote the interests of victims and survivors of the Troubles/Conflict.

The Commission is unique in its construction and remit. Founded in May 2008 in the aftermath of 40 years of conflict in Northern Ireland and ten years after it was first recommended in the Good Friday Agreement which states:
"The participants believe that it is essential to acknowledge and address the suffering of the victims of violence as a necessary element of reconciliation. They look forward to the results of the work of the Northern Ireland Victims Commission.

It is recognised that victims have a right to remember as well as to contribute to a changed society. The achievement of a peaceful and just society would be the true memorial to the victims of violence."

Anticipated by the Belfast/Good Friday Agreement in 1998, formulated in legislation in 2006, established by Ministers in 2008 and given a policy framework by the Northern Ireland Executive in 2009, the Commission's principal aim is to promote the interests of victims and survivors.

This aim is the central reference point for all of the Commission's work.

## The Commissioner

The Commissioner for Victims and Survivors is appointed by the First and deputy First Minister for an initial period of four years. The post of Commissioner is currently held by Judith Thompson. The Commissioner also fulfils the role of the Board to the Commission.

## 2. WHY WE ARE HERE

We exist primarily to fulfil our founding statutory duties set out in the Victims and Survivors Order 2006 (these are detailed in Section 3). In doing so we work under the strategic direction of the Victims and Survivors Strategy 2009-19 and we advise government on how it should address the comprehensive and complex needs of many victims and survivors. We also believe that supporting the needs of victims and survivors could make a substantial difference to life in Northern Ireland and contribute to many of the cross cutting outcomes in the draft Programme for Government 2016-21.

We however do not underestimate the scale of this issue. Research by the Commission indicates that almost one in three people in Northern Ireland consider themselves to be victims and survivors of the conflict. This equates to approximately 500,000 people and includes up to 200,000 adults with mental health problems, 40,000 people suffering with injuries and 3,720 families bereaved.

## Victims and Survivors Strategy, 2009-2019

The three themes of: Dealing with The Past; Improving Services; and Building For the Future are underpinned by 11 overarching principles:

1. Be victim and survivor centred and driven;
2. Address the practical and other needs of victims and survivors in a coordinated manner;
3. Ensure the services for victims and survivors are provided in response to assessed need, adhere to published standards and are designed to have clear outcomes;
4. Establish arrangements to ensure, through the work of the Commission and the Victims and Survivors Forum that the practical and other needs of victims and survivors are kept under review and that services are responsive to changing needs;
5. Promote collaborative working between statutory and voluntary organisations, community groups and others, where practicable;
6. Reduce the level of trauma for victims and survivors;
7. Build the trust and confidence of victims and survivors and assist them where this is consistent with their wishes and wellbeing, to participate on a sustained basis in the building of a shared and better future;
8. Ensure that while recognising their particular needs, victims and survivors work does not become isolated and that people should not be defined solely as a victim and survivor but as people with the same needs and aspirations as the wider population;
9. Ensure, so far as is practicable, that victims and survivors work is integrated with and can influence other government policies and initiatives;
10. Ensure that victims and survivors play an active role in the development of ways to deal with the past and other transitional mechanisms affecting their journey towards recovery and well-being; and
11. Assist victims and survivors, where this is consistent with their wishes and wellbeing, to participate as part of wider society in addressing the legacy of the past.

The Victims and Survivors Strategy also established the roles and responsibilities of the key organisations responsible for the delivery of the strategy as illustrated below:


## Comprehensive Needs Assessment, 2012

Following the publication of the Victims and Survivors Strategy, the Commission conducted fundamental research into the needs of victims and survivors. This research concluded on seven key areas of need affecting victims and survivors that must inform our plans, policies and practices in dealing with victims and survivors:

## 1. Health and Wellbeing:

- Ensure sufficient capacity exists
- Development of Pathways
- Ensure awareness of services and support
- Engagement with health professionals
- Development of Regional Trauma Service


## 2. Social Support:

- Improve and maintain quality of life
- Contribution to a healthier and cohesive society
- Synergy with other programmes


## 3. Individual Financial Needs:

- Uptake in schemes is monitored


## 4. Truth, Justice and Acknowledgement:

- Customer care and understanding is improved within institutions dealing with the past
- Involve victims in the design and approach
- Offer other holistic support services

5. Welfare Support:

- Meet and support welfare needs
- Signposting and referral mechanisms
- Bespoke welfare advice


## 6. Transgenerational Issues and Young People:

- Interdisciplinary approach
- Interagency approach
- Family therapy

7. Personal and Professional Development:

- Network and link with other providers of personal development
- Add value with an education bursary

The three strategic themes of the Victims and Survivors Strategy and the seven areas of need identified in the Comprehensive Needs Assessment are interrelated and interdependent as illustrated below:


## Draft Programme for Government 2016-21

The work of the Commission has also been aligned to the draft Programme for Government outcomes as follows:

- Outcome 4-We enjoy long, healthy, active lives;
- Outcome 5 - We are an innovative, creative society where people can fulfil their potential;
- Outcome 7-We have a safe community where to respect the law and each other;
- Outcome 8 - We care for others and we help those in need; and
- Outcome 14-We give our children and young people the best start in life.

Under each of the outcomes above the Commission believes it can make a significant contribution to the achievement of the indicators which have been set at a population level.

## 3. HOW WE WORK

## Our Vision

Our Vision is to improve the overall wellbeing of victims and survivors.

## Our Mission

Our Mission is to address the needs of victims and survivors by addressing the legacy of the past, ensuring excellent service provision and building for a better future.

## Our Values

All our work is underpinned by a number of core values. We use these in our day to day work and we seek outcomes based on the fulfilment of these values:

- TRUST - Working confidentially, impartially and respectfully with victims and survivors and others to develop and sustain an open and honest relationship;
- UNDERSTANDING - Listening to and learning from victims and survivors and others;
- RESPONSIVE - Continually developing our people and raising service standards through growth and innovation;
- ACCOUNTABLE -Applying the highest level of corporate governance and professional standards to all that we do; and
- INDEPENDENCE - Upholding our statutory duties and maintaining a critical distance to challenge government and relevant authorities on behalf of victims and survivors.

Our work is primarily enabled by our statutory duties and powers. The way in which we work follows a set pattern of:

- extensive engagement with victims and survivors;
- conducting and commissioning research to explore issues raised;
- review of services, law and practice affecting victims and survivors;
- issuing policy advice and making representation to government; and
- promoting and communicating victims' issues in the wider public domain.

This approach and our statutory duties and powers are outlined below:


Our Outcome Delivery Plan provides details of the specific activities and outputs required to fulfil these duties. The actual difference our work will make is set out as corporate outcomes in the next section.

We have an indicative budget of £843k p.a. over the next three years of this plan to fulfil these duties to the best of our ability. We use this budget to employ a fulltime Commissioner and 11 staff at our offices in Equality House, Belfast. The remainder of our funding enables us to carry out engagement, communication and research activities. Our research budget also includes additional funding of £250k secured through PEACE IV for specific research projects that will run over the period of this plan.

## 4. WHAT DIFFERENCE CAN WE MAKE?

In adopting an outcomes based accountability approach for this corporate plan, the Commission, Victims and Survivors Service and The Executive Office have worked collaboratively to draft strategic outcomes for all services and funding provided under the current strategy for victims and survivors.

We have established five outcomes framed around the seven areas of need identified in the Comprehensive Needs Assessment as follows:

1. Improved health and wellbeing of victims and survivors;
2. Victims and survivors, and those most in need, are helped and cared for;
3. Victims and survivors, and their families, are supported to engage in legacy issues;
4. Children and grandchildren of victims and survivors are given the best start in life;
5. Improved access to opportunities for learning and development for victims and survivors.

Against these corporate outcomes, indicators have been identified and aligned with measures to monitor the extent of achievement for each of the outcomes.

Outcomes have also been aligned to draft Programme for Government outcomes to show the contribution these can make at a population level. The indicators and measures contained within this plan however are set at an organisational performance level to distinguish the difference the Commission can make and therefore be held accountable for.

The five outcomes are summarised in the following table and then followed by more explanation of how these outcomes can make a significant improvement to the lives of victims and survivors.

We have also identified a specific outcome for the efficient and effective governance and management of the Commission with the detailed activities and outputs presented in our annual Outcome Delivery Plan.

| Strategic Outcome | CNA Thematic Area | Potential Indicators | How will this be measured |
| :---: | :---: | :---: | :---: |
| 1. Improved health and wellbeing of victims and survivors | Health \& Wellbeing <br> Social Support | - Improved mental health <br> - Reduced risk <br> - Improved physical and social function <br> - Reduction of symptoms <br> - Positive attitude <br> - Improved integration <br> - Improved quality of life <br> - Reduced Isolation and improved social networks | - CORENET (Talking Therapies) <br> Collects client reported outcome measures and uses this to manage therapeutic outcomes. <br> http://www.coreims.co.uk/About_Core_ Tools.html <br> - MYMOP (Complementary Therapies) Client centred and individualised outcome questionnaire focusing on specific problems but also general wellbeing <br> - TAKE 5 Monitoring Framework under development by the Victims Practitioners Working Group <br> - PEACE IV cohort study |
| 2. Victims and survivors, and those most in need, are helped and cared for. | Financial Needs <br> Welfare Support | - Improved financial support <br> - Greater sense of responsibility and independence in addressing practical needs <br> - Increased access to benefits and support | - Surveys <br> - Welfare changes and support reporting <br> - Case studies |
| 3. Victims and survivors, and their families, are supported to engage in legacy issues | Truth, Justice and Acknowledgement | - Renewed relationships and trust within families and communities <br> - Improved mental health and social networks <br> - Agreed narrative with families and agencies around the incident <br> - Increased confidence and reduced isolation due to being acknowledged and supported | - Case Studies <br> - 1 to 1 interviews <br> - External and internal periodic evaluations <br> - PEACE IV cohort study |


| Strategic Outcome | CNA Thematic Area | Potential Indicators | How will this be measured |
| :--- | :--- | :--- | :--- |
| 4. Children and grandchildren of <br> victims and survivors are given <br> the best start in life | Transgenerational Issues <br> and Young People | $\bullet$ Improved family relationships | - Case studies <br> - <br> - to 1 interviews <br> External and Internal periodic evaluations <br> PEACE IV cohort study |
| 5. Improved access to <br> opportunities for learning and <br> development for victims and <br> survivors | Personal and <br> Professional <br> Development | - Enhanced self-esteem and self-worth <br> - Enhanced opportunities to contribute to <br> wellbeing of others | - |

## Corporate Outcome 1: Improved health and wellbeing of victims and survivors.

## Population Level:

PFG Outcome 4 - We enjoy long, healthy, active lives.

## Population Level Indicator:

- 0\% population with GHQ12 scores $\geq 4$ (signifying possible mental health problem)
- \% people who are satisfied with health and social care


## Performance Level:

The Commission improves the mental health and wellbeing of victims and survivors that engage with the VSS, the new mental health trauma service and funded groups

| What are we doing? | Why? | Measured by? |
| :---: | :---: | :---: |
| The Commission, with the support of the Forum, continues to review the adequacy and effectiveness of services through monitoring arrangements and involvement in the development of a new Mental Health Trauma Service. <br> We continue to advise government on policy improvements for victims and survivors. <br> We continue to promote the interests of victims and survivors through a targeted communications strategy. | Improved circumstances for victims and survivors: <br> - Improved mental health <br> - Improved physical and social function <br> - Reduction of symptoms <br> - Positive attitude <br> - Improved integration <br> - Improved quality of life <br> - Reduced isolation and improved social networks | Analysis of VSS data from funded groups (Corenet, Mymop and Take 5) <br> Analysis of VSS data collected for individuals <br> Analysis of data from questions posed in NISRA Omnibus Survey in 2017 compared with data from previous survey. <br> Analysis of data from 3 PEACE IV research and cohort study projects <br> Analysis of individual Case studies <br> Analysis of data from Commission-led Stakeholder survey |

## Corporate Outcome 2: Victims and survivors, and those most in need are helped and cared for

## Population Level:

PFG Outcome 8 - We care for others and we help those in need.

## Population Level Indicator:

- 0\% population with GHQ12 scores $\geq 4$ (signifying possible mental health problem)
- \% population living in absolute and relative poverty (before housing costs)


## Performance Level:

The Commission improves the circumstances of victims and survivors accessing the new service delivery model for individuals and reduce the impact of welfare reform for victims and survivors registered with the VSS

| What are we doing? | Why? | Measured by? |
| :---: | :---: | :---: |
| The Commission, with the support of the Forum, continues to review the adequacy and effectiveness of services through monitoring arrangements; and the adequacy and effectiveness of law and practice for welfare reform and a pension for the severely injured. <br> We continue to advise government on Policy improvements for victims and survivors. <br> We continue to promote the interests of victims and survivors through a targeted communications strategy. | Improved circumstances for victims and survivors: <br> - Improved financial support <br> - Greater sense of responsibility and independence in addressing practical needs <br> - Increased access to benefits and support | Analysis of VSS data from individuals <br> Analysis of VSS data collected for individuals <br> Analysis of data from questions posed in NISRA Omnibus Survey in 2017 compared with data from previous survey. <br> Analysis of individual Case studies <br> Analysis of data from Commission-led Stakeholder survey |

## Corporate Outcome 3: Victims and Survivors, and their families, are supported to engage in legacy issues.

## Population Level:

PFG Outcome 7 - We have a safe community where we respect the law and each other.

## Population Level Indicator:

- A Respect Index
- \% population who believe their cultural identity is respected by society


## Performance Level:

The Commission lobbies, influences and applies pressure to politicians to pass legislation in order to implement the institutions and measures agreed within the Stormont House Agreement to improve the circumstances of victims and survivors

| What are we doing? | Why? | Measured by? |
| :--- | :--- | :--- |
| $\begin{array}{l}\text { The Commission, with the } \\ \text { support of the Forum, } \\ \text { continues to review the } \\ \text { adequacy and } \\ \text { effectiveness of law and } \\ \text { practice for the } \\ \text { implementation and } \\ \text { delivery of the legacy } \\ \text { institutions in the }\end{array}$ | $\begin{array}{l}\text { Circumstances of victims } \\ \text { and survivors engaging } \\ \text { with legacy institutions } \\ \text { are changed for the better }\end{array}$ | $\begin{array}{l}\text { Agreement on legacy } \\ \text { issues }\end{array}$ |
| $\begin{array}{l}\text { To achieve attitudinal } \\ \text { stormont House } \\ \text { institutions }\end{array}$ | $\begin{array}{l}\text { Analysis of data from } \\ \text { questions posed in } \\ \text { NISRA Omnibus Survey } \\ \text { in 2017 compared with }\end{array}$ |  |
| data from previous |  |  |$\}$

## Corporate Outcome 4: Children and grandchildren of victims and survivors are given the best start in life.

## Population Level:

PFG Outcome 14 - We give our children and young people the best start in life.

## Population Level Indicator:

- \% children at appropriate stage of development in their immediate pre-school year
- \% care leavers who, aged 19, were in education, training or employment


## Performance Level:

The Commission leads a programme of research into the impact of the conflict on the generations and transgenerational services are improved

| What are we doing? | Why? | Measured by? |
| :--- | :--- | :--- |
| The Commission leads a <br> programme of research <br> into the impact of the <br> conflict on the <br> generations and services <br> provided are improved <br> due to the findings and <br> recommendation. | To increase the <br> knowledge and <br> understanding of the <br> service required to <br> address the needs of <br> families and young people <br> accessing services | Analysis of data from <br> questions posed in <br> NISRA Omnibus Survey <br> in 2017 compared with <br> data from previous <br> survey. |
| We continue to advise <br> government on Policy <br> improvements for victims <br> and survivors. | Circumstances of victims <br> and survivors engaging <br> services are changed for <br> the better due to the <br> findings of the research | Analysis of data from 3 <br> PEACE IV research and <br> cohort study projects |
| We continue to promote <br> the interests of victims <br> and survivors through a <br> Commission-led data from <br> Stakeholder survey <br> strategy. |  |  |

## Corporate Outcome 5: Improved access to opportunities for learning and development for victims and survivors.

## Population Level:

PFG Outcome 5 - We are an innovative, creative, society where people can fulfil their potential

## Population Level Indicator:

- \% engaging in arts/cultural activities in the past year
- Self-efficacy


## Performance Level:

The Commission improves the circumstances of victims and survivors accessing the new service delivery model for individuals and support from funded groups.

| What are we doing? | Why? | Measured by? |
| :--- | :--- | :--- |
| The Commission, with the <br> support of the Forum, <br> continues to review the <br> adequacy and <br> effectiveness of services <br> through monitoring <br> arrangements. | Improved circumstances <br> for victims and survivors: | Analysis of VSS data from <br> groups and individuals <br> Enhanced self-esteem <br> and self-worth |
| We continue to advise <br> government on Policy <br> improvements for victims <br> opportunities to <br> and survivors. | contribute to wellbeing <br> of others | Analysis of data from <br> Commission-led |
| Stakeholder survey |  |  |
| We continue to promote <br> the interests of victims <br> and survivors through a <br> targeted communications <br> strategy. |  |  |

## Corporate Outcome 6: We are an effective and efficient organisation

In fulfilling this outcome the Commission will continue to ensure the effective management of staff and resources to fulfil its statutory duties, in line with the best corporate governance practice. The Commission will also focus on ensuring all activities are properly tracked to make sure that work planning is effectively reported upon and manages to meet all targets as established in its annual Outcome Delivery Plan.

This outcome is seen as an enabling and supporting the realisation of the five corporate outcomes identified in this plan. The annual activities and outputs are articulated in the Outcome Delivery Plan.

## We will do this through:

- Management and development of the Victims and Survivors Forum;
- Management and development of the Communications Strategy;
- Completion and audit certification of Annual Report and Accounts;
- Delivery of the Outcome Delivery Plan targets and annual budget;
- Monitoring and evaluating the impact of our work;
- Reviewing and revising key organisational strategies (Finance, Facilities \& Human Resources, Corporate Governance and Compliance);
- Maintaining a quarterly Risk Register;
- Updating the Asset Management Plan in line with the Executive Office Asset Management Strategy;
- Producing annual Outcome Delivery Plans and Team work programme throughout the period; and
- Maintaining and further developing other organisational strategies and policies that support the achievement of our corporate outcomes above.

| What are we doing? | Why? | Measured by? |
| :--- | :--- | :--- |
| Ensuring the effective <br> management of staff and <br> resources to fulfil statutory <br> duties, in line with the best <br> corporate governance <br> practice. | To enable and support the <br> realisation of the five <br> corporate outcomes. | Meeting targets laid out <br> by the Department |
| Ensuring all activities are <br> properly tracked to make <br> sure that work planning is <br> effectively reported upon <br> and manages to meet all <br> targets as established in the <br> annual Outcome Delivery <br> Plan. |  | Demonstrating robust <br> procedures and <br> processes in all areas and <br> meeting the requirements <br> of the MSFM |


|  |  | Ensuring value for money is sought and showing improvement in accordance with the Management of Public Sector assets to reduce costs and release resources. <br> Ensuring provision of reliable, accurate and responsive services. <br> Meeting the requirements of the Board in terms of the Commissions obligations as a statutory body. <br> Demonstrating improved efficiency and effectiveness of the organisation (as indicated by Internal and External Audit review) |
| :---: | :---: | :---: |

## 5. WHEN WILL WE MAKE A DIFFERENCE?

The collective outcomes set for period 2017-20 will be monitored by us on a quarterly basis using data emerging from the VSS and our research programme.

The impact of funding administered under the Victims Support Programme, Individuals Needs Programme and PEACE IV will also be evaluated annually within the annual Outcome Delivery Plan as illustrated below:


A full evaluation of impact will take place at the end of the three year plan as part of the overall evaluation of the Victims and Survivors Strategy. Whilst we anticipate significant impact resulting from the implementation of the new service delivery model in the VSS, impact on the other two areas of the strategy may not be fully realised within the period 2017-20:

- Building for the Future is still at the research stage so any improvements to services for transgenerational impact will only begin at the need of this planning period; and
- Dealing with the Past is dependent on political agreement to the measures in the Stormont House Agreement, which at this stage will defer any meaningful impact beyond 2020 .

| WHY? | WHAT? |
| :---: | :---: |
|  | Improved health and wellbeing of victims and survivors; <br> Victims and survivors, and those most in need, are helped and cared for; <br> Victims and survivors, and their families, are supported to engage in legacy issues; <br> Children and grandchildren of victims and survivors are given the best start in life; <br> Improved access to opportunities for learning and development for victims and survivors. |
| HOW? | WHEN? |
|  |  |

