

# LOCAL DEVELOPMENT SOCIAL INCLUSION PROGRAMME GUIDELINES 2000 - 2006



LOCAL DEVELOPMENT  
SOCIAL INCLUSION PROGRAMME  
GUIDELINES 2000 - 2006

# FOREWORD

Alleviating social disadvantage and creating a more equal society is a key priority under the National Development Plan 2000-2006. Achieving social inclusion is a central objective together with supporting continuing sustainable economic and employment growth.

The Local Development Measure is one of six measures of the Social Inclusion Sub-programme within the two Regional Operational Programmes. The Regional Operational Programmes are reflective of the policy objective of achieving balanced regional development in order to reduce disparities within and between the regions.

This document provides information and guidelines for the Partnerships, Community Groups and Employment Pacts on the Local Development Social Inclusion Programme (LDSIP) 2000-2006.<sup>1</sup> This and ADM's manual of accounting procedures and practices have been published to facilitate the implementation of the Local Development Social Inclusion Programme

The LDSIP is the provision that enables funding to be made available to Partnerships and Community Groups 'that adopt a partnership approach to tackling local issues on the basis of comprehensive, integrated local action plans designed to counter exclusion'.

The programme encompasses three action areas including:

- Measure A – Services for the Unemployed**
- Measure B – Community Development**
- Measure C – Community Based Youth Initiatives**

Within the programme support is available for the Territorial Employment Pacts and strategic initiatives at regional and/or national level that progress overall aims.

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1. This document was first circulated in draft form in May 2000 as an information tool to support Partnerships, Community Groups and Employment Pacts develop and implement strategic plans within the context of the National Development Plan 2000-2006. It has now been revised to include updated information on performance monitoring and on proofing, (sections which refer to the development of the Plan 2000-2006 have not been changed and are included as a reference point for groups on the elements identified necessary for the development of an LDSIP strategic plan). The manual also contains information on other programmes managed by ADM.

# THE LOCAL DEVELOPMENT SOCIAL INCLUSION PROGRAMME GUIDELINES 2000 - 2006

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### SOCIAL INCLUSION AND THE NATIONAL DEVELOPMENT PLAN

#### 1.1 Introduction

Alleviating social disadvantage and creating a more equal and inclusive society is a key priority under the National Development Plan. Achieving Social Inclusion is a central objective together with supporting continuing sustainable economic and employment growth, consolidating the country's competitiveness and fostering balanced Regional Development.

A commitment to Social Inclusion objectives is further supported in the 'Partnership 2000' Agreement and its current successor 'The Programme for Prosperity and Fairness'. These Programmes are underpinned by a social partnership ethos and contribute significantly to economic and social development.

The benefits of progress have seen a reduction in key global indicators of social exclusion. CSO and ESRI data show that the National Anti-Poverty Strategy targets set in 1997 have been met substantially with the number of people living in consistent poverty falling to 7-10% and the numbers of unemployed people in 1999 falling to 5.8% with long term unemployment dropping to 3%.

Notwithstanding the improvements in the overall situation, there is evidence that poverty, social deprivation and marginalisation has intensified in some urban and rural areas. The effects of out-migration, lack of adequate infrastructure and employment opportunities are features of disadvantaged rural areas and there are significant pockets of cities and towns where poverty and disadvantage is endemic. In addition some groups in Irish society such as Travellers, disabled people, refugees or ex-prisoners experience specific and frequently severe forms of marginalisation. Addressing cumulative disadvantage and exclusion is, over the period of the National Development Plan, afforded the status of a national priority.

#### 1.2 Definition of Exclusion

The definition of social exclusion utilised within the Plan is as set out in Partnership 2000 'cumulative marginalisation from production (unemployment) from consumption (poverty), from social networks (community, family and neighbours), from decision making and an adequate quality of life'.

#### 1.3 Role of Operational Programmes

Policy proposals to promote social inclusion address the multi-causal nature of exclusion and each of the Operational Programmes sets out to contribute to the promotion of a more inclusive society. In particular the Economic and Social Infrastructural Operational Programme and the Employment and Human Resources Operational Programme provide for specific investments

in the area of Social Inclusion. The two Regional Operational Programmes, complement the Inter-Regional Programmes. The two Regions are:

- a. the Border, Midlands and West Region which has Objective 1 status for Structural Funds for the period to 2006 and
- b. the Southern and Eastern Region which it is envisaged will qualify for a phasing out regime for Objective 1 Structural Funds up to the end of 2005.

Premised on the understanding that there are disparities between and within regions in relation to poverty and other features, these Programmes provide for differentiating and targeting of policy initiatives to address regional variations. In so doing, the impact of overall investment is extended at local level.

#### 1.4 Co-ordination of Social Inclusion Strategies

Co-ordination of the range of strategies will be overseen by a number of mechanisms and structures. For example, at central level the Cabinet Committee on Social Inclusion, and the NAPS Interdepartmental Policy Committee have key roles to play. The County and City Development Boards will also, in agreement with the Regional Assemblies, work towards an agreed vision for co-ordination of planning and delivery within their respective areas.

Partnerships and Community Groups within the last Local Development Programme promoted integrated, partnership and co-ordinated approaches to planning for and addressing, the needs of the most disadvantaged. They are well placed to take a lead and contribute actively to local co-ordinating frameworks and strategies. Their strategic plans will accord with those of the City and County Development Boards.

#### 1.5 The Local Development Social Inclusion Programme

The two Regional Operational Programmes are reflective of the policy objective of achieving balanced regional development in order to reduce disparities within and between the Regions. The Local Development Measure<sup>2</sup> is one of the six Measures<sup>3</sup> of the Social Inclusion Sub-Programme within the two Regional Operational Programmes. The Measures of the Social Inclusion Sub-Programme are:

- Childcare
- Equality
- Community Development/Family Support
- Crime Prevention
- Youth Services
- Local Development

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2. The Local Development Social Inclusion Programme or the Programme is used throughout the text to refer to the Local Development Measure of the Social Inclusion Sub-Programme of the Regional Operational Programmes.

3. 'Measure' in this section (1) refers to a Measure of the Social Inclusion Sub-Programme. Where 'Measure' is used throughout the remainder of this text, it is intended to refer to the appropriate action areas of the Programme i.e.; *Services for the Unemployed; Community Development and Community Based Youth Initiatives- Reducing Educational Disadvantage.*

Investment is channelled through these Measures to:

- Significantly boost childcare provision to enable parents (particularly women) especially those from disadvantaged backgrounds to combine family life with employment and education/training;
- Support initiatives aimed at increasing the participation of women in economic and social life and decision making;
- Support initiatives at local and community level, including a sustained effort to develop community leadership skills and capacity, designed to alleviate the causes and consequences of poverty and to promote social inclusion;
- Enhance the capacity of the most disadvantaged families to improve their circumstances;
- Assist the reintegration into the community of those who have been involved in crime;
- Directly address the needs and problems of young people, in particular young people at risk (diverting them from drifting into unemployment, crime and substance abuse);
- Support partnership approaches such as ADM Partnership Companies, Community Groups, Employment Pacts and Local Drugs Taskforces in implementing local community development action plans;
- Provide an outreach service to the long term unemployed.



### THE LOCAL DEVELOPMENT SOCIAL INCLUSION PROGRAMME

#### 2.1 Introduction

The Local Development Social Inclusion Programme is the provision that enables funding to be made available to Partnerships and Community Groups<sup>4</sup> 'that adopt a partnership approach to tackling local issues on the basis of comprehensive, integrated local action plans designed to counter exclusion'. The Programme encompasses three action areas. These are:

**Measure A - Services for the Unemployed**

**Measure B - Community Development**

**Measure C - Community Based Youth Initiatives**

Within the Programme supports are available for the Employment Pacts and strategic initiatives at regional and/or national level that progress overall aims.<sup>5</sup>

The Local Development Social Inclusion Programme will contribute directly in terms of its own specific focus and more generally with the other five Measures, to achieving the objectives of each of the Regional Social Inclusion Sub-Programmes, which are to:

- Alleviate poverty and social disadvantage in both urban and rural areas;
- Integrate/ reintegrate the socially excluded into the community and the labour force;
- Reduce long-term unemployment and support the achievement of the NAPS' targets;
- Support the development of vibrant and sustainable families and communities;
- Tackle the causes of social disadvantage amongst young people and communities at risk;
- Promote equality and in particular facilitate greater participation of women in the workplace and business and, more broadly, the achievement of equal opportunities generally;
- Reduce the incidence of crime and re-offending.

#### 2.2 Overall objective of the Local Development Social Inclusion Programme:

*To counter disadvantage and to promote equality and social and economic inclusion through the provision of funding and support to Partnerships, Community Groups and Employment Pacts that adopt a partnership approach to tackling local issues on the basis of comprehensive, integrated local development plans designed to counter social exclusion and to equitably target the opportunities and benefits of development to the most disadvantaged individuals and groups within their areas.*

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4. Partnerships in this text refers to the 38 area based Partnership Companies funded by ADM. Community Groups refers to 34 Community Groups funded by ADM.

5. See appendices for further details on ADM funded Employment Pacts.



## 2.3 Specific Objectives

- To improve the options within the labour market, of the long-term unemployed and those most distanced from the labour market through specifically targeted services, including pro-active targeting and outreach to marginalised groups who require intensive support and interventions;
- To identify, nurture and support individuals, groups and communities in accessing suitable gainful and sustained employment, and self employment, through education, training, work experience, job placement, enterprise and the social economy;
- To support an enterprise culture and development, including community enterprise and the development of the social economy;
- To enhance the capacity of people living in disadvantaged areas to participate fully in local development opportunities and to counter social exclusion;
- To provide support for small-scale improvements to the local environmental and community infrastructure;
- To enhance the social and personal development of young people who have left school early or are at risk of early school leaving, at risk of underachieving at school or who are involved or at risk of becoming involved in drug misuse, criminal activity and other forms of anti-social behaviour;
- To expand the range of community based education and youth development opportunities available from early years through to early adulthood, in areas of disadvantage;
- To alert young people to the dangers of substance abuse and to equip them with the skills to make the right choices in terms of saying no to drugs;
- To support strategic initiatives that make a significant contribution to the achievement of the objectives of the measure;
- To add value to the effective delivery of mainstream policies and programmes through the provision of linkage and co-ordination as they effect the long-term unemployed and the socially excluded and to put in place mechanisms to ensure local initiatives inform and strengthen policy development.

## 2.4 In delivering on the objectives the following principles are involved:

- *Targeting resources on individuals and groups who experience the most extreme poverty and social exclusion;*
- *Actively promoting equality and in particular equality between women and men to achieve a more just and equal society;*
- *Applying community development approaches and principles to achieve the participation and full involvement of disadvantaged groups and communities in planning and decision making at every level;*
- *Promoting meaningful partnership to increase co-operation, co-ordination and effective decision making to address needs identified;*
- *Supporting integrated and multi - sectoral responses to exclusion that recognise the social and economic dimensions of exclusion;*
- *Developing mechanisms for mainstreaming lessons learned at local level and maximising their contribution to the policy making process.*

## 2.5 Working Models of Partnership

Partnerships/Community Groups/ Employment Pacts will define for themselves how best to organise and operate in order to respond to the needs and opportunities of their areas. In doing so, they may give consideration to the three working models of partnership, which were previously outlined in ADM's handbook for the 1994-1999 Integrated Local Development Programme. These models were set out as follows:

- *The delivery approach:* This is likely to occur where there is a lack of locally based services in the area and the Partnership/Community Group/Employment Pact undertakes to deliver those services on a pilot basis to address the gap that has been identified, and to demonstrate the need for such services.
- *The agency approach:* In this instance there is a lesser emphasis on the direct delivery by the Partnership/Community Group/ Employment Pact itself. Responsibility for the delivery of the service is allocated usually on a contract basis to a group, which is currently delivering the service in the area. This is likely to result in value being added to the service.
- *The brokerage approach:* In this instance, Partnerships/Community Groups/Employment Pacts do not deliver specific services but act as a support structure. Their function is in needs assessment and lobbying existing delivery agencies for changes in order to have a more focused and tailored provision of resources in their area.

In order to further illustrate the three approaches, a hypothetical scenario is outlined below, and the three possible models then applied to this scenario.

#### Example

Through a working group established to explore the needs of a particular target group – an ethnic minority – Partnership/Community Group/Employment Pact X identify a difficulty amongst this group in accessing employment. A proposal for a pre-employment initiative is devised.

#### Applying a Delivery Approach...

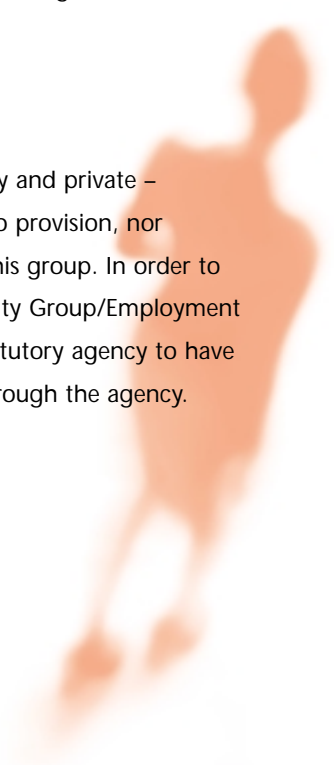
Having consulted with all relevant providers – statutory, voluntary/community and private – Partnership/Community Group/Employment Pact X are aware that there is no provision, nor immediate plans to deliver a service to meet the pre-employment needs of this group. One agency does agree to provide a small budget towards a pilot initiative, but is not itself in a position to deliver the programme; however, it does indicate an interest in being involved in a steering committee for the initiative. Partnership/Community Group/Employment Pact X decide to part-fund and deliver a pre-employment initiative, with the understanding that there are possibilities for this service, or parts of the service, to be mainstreamed.

#### Applying an Agency Approach...

Having consulted with all relevant providers – statutory, voluntary/community and private – Partnership/Community Group/Employment Pact X are aware that a local centre have good contact strategies already built up with members of this target group and have successful experience of offering pre-employment supports to other groups. Furthermore, one agency does agree to provide a small budget towards a pilot initiative, but is not itself in a position to deliver the programme; however, it does indicate an interest in being involved in a steering committee for the initiative. Partnership/Community Group/Employment Pact X decide to part-fund and contract with the local centre to deliver a pre-employment initiative, with the understanding that there are possibilities for this service, or parts of this service, to be mainstreamed.

#### Applying a Brokerage Approach...

Having consulted with all relevant providers – statutory, voluntary/community and private – Partnership/Community Group/Employment Pact X are aware that there is no provision, nor immediate plans to deliver a service to meet the pre-employment needs of this group. In order to include such a service within local provider's plans, the Partnership/Community Group/Employment Pact supports the Working Group in negotiating with a local centre and a statutory agency to have the centre deliver a pre-employment service, with funding to be provided through the agency.



### GUIDELINES ON THE PREPARATION AND APPRAISAL OF STRATEGIC PLANS

#### 3.1 Introduction

Each Partnership/Community Group/Employment Pact should prepare a general plan for its area, which accords with the aims, and target groups identified for the Local Development Social Inclusion Programme as set out in these guidelines. The plan will reflect its experience in managing the Local Development Programme and other initiatives and build on and incorporate the results of a strategic review process. Groups may wish to include within their plan specific objectives and proposals that may be resourced under other mechanisms than the Local Development Social Inclusion Programme. It may be helpful in particular for Groups to include strategic elements that relate to Peace II, the Equal Opportunities Childcare Programme, the RAPID Programme and the LES where applicable. As appropriate, ADM will seek through its systems and in co-operation with other bodies to support maximum synergy and co-ordination of planning. A brief outline in relation to Peace II, the Equal Opportunities Childcare Programme and RAPID, is included in the Appendices. Further information can be obtained from the relevant offices. It is important to note however, that within the plan the specific elements that relate to the Local Development Social Inclusion Programme, clearly link the needs to be addressed by this Programme to a set of objectives, strategies and actions.

The plan should contain 3 main sections as follows:

- A long-term strategic plan for the area (2000-2006). A framework for the design of the strategic plan is contained in Section 3.2.
- A shorter-term implementation plan (2000-2003) within the strategy. Programmes of Activities setting out actions, costs and targets will also be required further to the decision on the allocation of funds to the Partnership, Community Group or Employment Pact. Further information on the implementation plan is given in Section 3.3.
- Information about the Group, its capacity, the consultative process used in the preparation of the plan and the steps taken to proof the plan in terms of its impact on the environment, poverty, rural development and equality. Further information on this is given in Section 3.4.

Once prepared the plan should be submitted to Area Development Management Ltd for appraisal. The criteria used for appraisal are outlined in Section 3.5 and the procedures in Section 3.6 below. Resulting from the appraisal procedure, the Board of ADM will allocate funds towards the implementation of the strategy of the plan. A contract will then be issued to the Group. Once the contract is signed and returned to ADM an initial financial transfer will be made to the Group to enable implementation of the agreed plan to begin.

### 3.2 A Framework for the Design of a Strategic Plan

This section contains a suggested framework for the design of a strategic plan. It is based on the Handbook for the 1994-1999 Local Development programme. The specific design of each plan is the responsibility of the Partnership/Community Group/Employment Pact and each Group is free to develop its own approach as appropriate to its needs.

Whatever design is undertaken, its development should be guided at every stage by the implementation of a planning approach that gives a practical reality to putting into operation the guiding principles which arise out of the ethos and mission of the Partnership/Community Group Employment Pact. The strategic framework for the design of plans is likely to include the following dimensions.

#### 3.2.1 A Socio-Economic & Demographic Profile of the Area

The profile should reflect the dynamic context in which the Group operate and describe both the current position and the impact of changes on the social and economic conditions in the area together with the impact of these on particular target groups. The profile may include the following types of data:

- A map of the area indicating the boundaries and a clear identification of the places which experience the greatest disadvantage, together with trends in the level or areas of disadvantage;
- A demographic profile of the area including in particular the target groups for each measure. This will include the number of people who live in the area, their age, gender, occupation, the pattern and extent of educational disadvantage, education participation rates, lone parent households, the number of people who are unemployed and long-term unemployed, small-holders, disadvantaged women, the number of Travellers, the number of disabled people, homeless persons, ex-prisoners, drug misusers, ethnic minorities and other people who are socially excluded;
- A socio-economic profile including a summary of the existing industry, services, agriculture and land use, tourism, main social, cultural and environmental activities and programmes;
- A profile of the service provision in the area by existing state agencies, private sources and voluntary groups including Local Employment Service Networks (LESN) as appropriate;
- A profile of the level of organisation and development activities of community organisations and groups. Changes in levels of organisation and participation of the most marginalised groups are particularly relevant.

This profile will include references to community initiatives e.g. LEADER, URBAN, the Peace and Reconciliation Programme, Equal Opportunities Childcare Programme, Local Drugs Task Forces etc, as appropriate.

*The purpose of this section is to describe the area as it is now, the changes that are underway and to describe and indicate those places within the area and those people experiencing the greatest disadvantage and exclusion.*

### 3.2.2 An Analysis of the Socio Economic & Demographic Profile of the Area

The purpose of this section is to analyse the profile from a social and economic viewpoint. The national, regional and local policy contexts as they impact on the work of the Partnership/Community Group/ Employment Pact are relevant to this analysis; particularly the Groups' work within the strategy of the National Employment Action Plan and the National Anti Poverty Strategy.

The analysis should identify the strengths of the area e.g. a close knit community, manufacturing, tourist and service potential, young workforce, existing structures to build on. It should identify the weaknesses in the economic profile and the concerns of the people who live there e.g. growing numbers of people who are unemployed, poor local infrastructure, small industrial base. It should also identify opportunities for example, opportunities in the market place and any proposed new external investment in the area, underdeveloped potential. Finally it should identify the threats e.g. closure of existing community facilities if emigration patterns are not reversed, skills shortages, competition from external forces, decline of rural services.

The analysis may be done in any way considered appropriate by the Group. It may be included as part of the profile of the area, or treated as a separate section. It may include a SWOT analysis i.e. indication of strengths, weaknesses, opportunities, threats. It should pay particular attention to excluded groups identified in the socio economic and demographic profile. Specifically, the analysis will, through a qualitative assessment of the situation and needs of these groups, identify the processes, which have caused them to benefit least from social and economic development to date and the processes which exclude them from mainstream participation. A summary of key issues will then be drawn and linked to a set of broad strategic objectives with particular reference to combating exclusion and ensuring target groups are the focus of strategies and actions.

### 3.2.3 Identification of Objectives

The Group will outline the range of social and economic issues to be addressed in the area to benefit the target groups identified in the profile. Consideration of the profile, its analysis and the issues to be addressed will lead to the establishment of the objectives of the plan. The objectives as identified at local level should also be linked with the overall objectives of the Local Development Social Inclusion Programme. Objectives with respect to co-ordination and co-operation with other structures such as City and County Development Boards and Operational Programmes and services should also be described. The Group will also include a mission statement and a statement of more general aims. Developments and learning that has occurred over the previous Programme leading perhaps to a recommitment to, or change in the mission, objectives etc of the Group should be taken into account.

*The purpose of this section of the plan is to state the vision, the aim and general objectives. In other words the profile of the area described it as it is now, and this section identifies how it will be as a result of the implementation of the plan.*

### 3.2.4 Description of the Plan's Strategy

Following from the statement of objectives, the strategy contains a statement of how the Partnership/Community Group Employment Pact intends to achieve the particular objectives for each measure. The strategy will also indicate the intended outcomes of each objective in terms of the targets to be achieved. These will be linked to performance indicators (See Section 5). The strategy will also outline how the actions will add value to the effective delivery of mainstream policies and programmes through other measures of the Operational Programme and through the Inter-Regional Programmes by developing framework agreements with state agencies and providing linkage and co-ordination as they affect the target groups. Finally the Group should also outline the investment it proposes to make in its own administrative capability to delivery on the strategy, to include offices (and outreach offices) of the Group, staffing, training and the support costs related to specific actions.

*The purpose of this section is to state how the Group will attain its objectives.*

*For example if the profile of an area demonstrated that there were particular problems with young people from certain housing estates who attended particular schools and tended to leave school without qualifications, it is likely that the analysis of this profile would demonstrate that such young people were more likely to drift into long-term unemployment and repeat the cycle of disadvantage. One of the objectives of the Group might be to reduce early school leaving by x numbers. The strategy to obtain this objective might then be to add value to the existing formal education experience of these young people in particular schools by adding a dimension of informal/out of school activity for the named target group. The intended outcome of this activity is to have a participation rate of "y" numbers of potential early school leavers with "z" % of these receiving national certification and thus formal qualifications.*

### 3. 3 Shorter-term Implementation Plan (2000-2003)

Having completed the design and strategy of the long-term plan (2000-2006), this section goes on to request a shorter-term implementation plan to be costed over a three year period 2001 - 2003. The year 2000 is excluded from these shorter-term implementation plans. Where additional funds have been levered or are anticipated from other sources this should be indicated. Partnership/Community Group/Employment Pact plans should outline under each measure how the strategy will be achieved through a listing of general actions. In addition it should set targets on the basis of the indicators (Section 5) and total the overall cost of the measure. It will also include support costs (these are salary costs (inclusive of employer's PRSI and Pension contribution) of staff required for the implementation of specific actions/projects, including community development workers, enterprise development officers etc). Partnerships and Community Groups are advised to note that the allocation of funds should take account of the parameters of the budget under each measure. (See Sections 4.2.7; 4.3.6 and 4.4.6). These are (for support costs and specific actions) in the case of Services for the Unemployed, not less than 40 per cent and not more than 65 per cent; in the case of Community Development, not less than 25 per cent and not more than 40 per cent and in the case of Community Based Youth Initiatives, not less than 15 per cent and not more than 25 per cent of the total programme allocation excluding Administration costs.

Lastly it will include the administration costs of the Partnership/Community Group. Administration costs are defined as salary, (inclusive of employer's PRSI and pension contribution) in respect of general management and administration staff. For Partnerships, these are a manager, an administrative assistant, a secretary/receptionist and the equivalent of one other person carrying out work related to monitoring and performance. For Community Groups administration costs vary according to the population of the area. Running costs and overheads of the office, to include accountancy and auditing costs, publication of annual report and other expenses directly related to the running of the Partnership/Community Group should also be included.

A detailed annual Programme of Activities will be required further to the appraisal process and the allocation of funding to the Partnership/Community Group/Employment Pact. This Programme of Activities will include costs and targets for each set of actions. (Further information will be supplied, however in general it will conform to existing Programme of Activities submitted annually to ADM).

### 3. 4 Other Information

#### 3.4.1 Information about the Eligible Group

This will include the following:

- A list of the members of the Board and the sectors they represent;
- A list of staff and positions held (together with staffing procedures and processes including personnel practices, provision for training and support etc.);
- The legal status of the eligible group and bank account number;
- Address, Phone, Fax, e-mail of office;
- The structures, including frequency of meetings and working groups.
- Information about 'outreach' offices etc;
- Information about the financial procedures necessary to monitor expenditure;
- Information about the procedures to monitor performance in achieving targets;
- Submission of most recent audited accounts and annual report;
- Submission of recent publications;
- List of other programmes currently managed by Partnership/Community Group/ Employment Pact and annual financial allocation to each programme.

#### 3.4.2 Information about the Consultative Process in Preparing the Plan

This may include information on the following:

- Methodology for consultation;
- What groups etc, were consulted?
- What surveys, meetings, workshops took place?



- What is the level of consensus in the local area concerning the plan?
- How the Partnership/Community Group/Employment Pact intends to continue to encourage participation throughout the implementation of the plan?
- Consultation with Director of Community and Enterprise of the City or County Development Board.

### 3.4.3 Impact of the Measures

It will be necessary for each Partnership/Community Group, Employment Pact to outline the impact of the actions under each Measure in terms of its effect on the environment, equality, poverty and rural development. (See Section 6) With respect to equality there are specific requirements in relation to gender mainstreaming. ADM has published a manual and implementation process and will be undertaking a series of inputs in 2002/2003 to assist groups implement the proofing process.

### 3.4.4 Provision for Annual Review

The plan should state how the Group intends to measure progress, in implementation, assess its effectiveness and make necessary amendments and additions to the plan on an ongoing basis. Plans should state how both qualitative and quantitative evaluation will be addressed (Section 3.7 below contains further information).

## 3.5 Criteria for Appraisal of Plans

ADM will use the following general criteria for appraising plans:

- (i) The socio economic and demographic profile of the area e.g. scale and concentration of disadvantage, size, population of area;
- (ii) The quality of the plan measured against the analysis of the needs of the area; the strategy proposed by the Group to meet the objectives, taking into account the priorities and opportunities in each Group's area;
- (iii) The specific targeting of the strategy and actions at places and groups most disadvantaged;
- (iv) The process of preparation and proposed implementation for the plan.  
This will include:
  - Evidence of level of review and learning from previous plan;
  - Level of consultation and in particular of participation and inclusiveness of groups concerned with the needs of the long-term unemployed and socially excluded;
  - Evidence of linkage and co-ordination with City and County Development Boards, mainstream and other programmes;
  - Level of impact on the environment, equality, poverty and rural development.

- (v) The capacity of the Group to implement the plan and achieve its objectives.  
This will include:

- Evidence of financial controls and accounting procedures etc.
- Evidence of ability to set targets and monitor performance
- Evidence of the Board's structures to enhance participation
- Assessment of the quality of the proposed investment in the administrative capabilities of the Group.
- Evidence of linkage with state organisations and other programmes
- Value for money
- Performance of the Group to date

### 3.6 The Procedures for Appraisal

The appraisal process will involve:

- An appraisal by ADM which will include the use of appropriate independent professional services, suitably familiar with social inclusion issues, as is considered necessary
- There will be a meeting between ADM's Appraisal Subcommittee and representatives of the Group.
- The Board of ADM has agreed to establish an Appraisal Subcommittee in the BMW and SE Regions who will appraise plans on the basis of the criteria above.

Resulting from this appraisal procedure, the Board of ADM will allocate funds towards the implementation of the strategy of the plan. A contract will then be agreed with the Group.

### 3.7 Further Information

3.7.1 ADM will support the process of the development of the plans on an ongoing basis.

3.7.2 ADM will also carry out periodic reviews of the effectiveness of the implementation of plans by Partnerships/Community Groups/ Employment Pacts. Notice of the timing of such reviews will be given in writing to Groups. These reviews will determine whether to continue the level of funding originally allocated to the Group.

### SCOPE OF MEASURES

#### 4.1 Introduction

This section lists the Measures, which are eligible for support under the Programme. Each Group should select actions to achieve the strategy as described in Section 3. Actions should, in general also be, innovative, aimed at enhancing and increasing the effectiveness of mainstream programme spending and provide an integrated approach to the identified needs of the target groups.

#### 4.2 Measure A - Services for the Unemployed

##### 4.2.1 Introduction

The national labour market is characterised by increasing participation rates, increasing labour force, increased employment, falling unemployment in particular long-term unemployment and widespread employment vacancies. Despite this unprecedented boom many people are not benefiting and continue to be socially and economically excluded. This is characterised by individuals, groups and communities with greater needs who find it harder than ever to compete or access the labour market. It is particularly represented in the increasing mismatch between the requirements of employers and the skill base of individuals. It is in this context of persistent unemployment and disadvantage that the Services for the Unemployed Measure will operate.

Services for the Unemployed will be specifically targeted at the significantly disadvantaged in society and include pro-active targeting and outreach to marginalised groups who require intensive support and interventions.

The measure will therefore provide for integrated approaches to identify, nurture and support individuals, groups and communities in accessing suitable and sustainable employment and self-employment through community enterprise activities and complementary training and education actions for people who wish to re-enter or improve their options within the labour market.

The measure should lead to a tangible improvement in the household income and circumstances for beneficiaries.

##### 4.2.2 Objectives of this Measure

The Objectives of this measure are:

- To improve the options within the labour market, of the long-term unemployed and those most distanced from the labour market through specifically targeted services, including pro-active targeting and outreach to marginalised groups who require intensive support and interventions.

- To identify, nurture and support individuals, groups and communities in accessing suitable gainful and sustained employment, and self employment, through education, training, work experience, job placement, enterprise and the social economy.
- To support an enterprise culture and development, including community enterprise and the development of the social economy.
- To add value to the effective delivery of mainstream policies and programmes through the provision of linkage and co-ordination as they effect the long-term unemployed and socially excluded, and to put in place mechanisms to ensure local initiatives inform and strengthen policy development.

#### 4.2.3 Target Groups

It will be necessary for all ADM-funded bodies to identify, quantify and prioritise the client groups locally, within their action plans. However, the target groups, targeted by this measure will, typically have experienced significant barriers to employment access or re-entry, irrespective of the job opportunities locally or in the surrounding area. The range of eligible groups and individuals covered under this measure includes:

- The long-term unemployed and those at risk of reverting to long-term unemployment
- Those at risk of becoming long-term unemployed
- The under-employed, for example seasonal workers, low income farm families, persons involved in small scale or seasonal fishing, offshore islanders
- Women who are socially and economically disadvantaged
- Lone parents who are socially and economically disadvantaged
- Travellers
- Disabled people
- Low income family units
- Young people, who have left school early, especially those who have had direct experience of disadvantage or unemployment
- Others who are socially and economically disadvantaged due to homelessness, drug misusers, refugees/asylum seekers, ex-prisoners

#### 4.2.4 Strategy

This measure provides for the development and co-ordination of a range of initiatives aimed at lifting individuals and groups from poverty and state dependency towards gainful employment and to allow for full access and progression to opportunities afforded to society in general.

It includes providing support to those wishing to participate in adult training/education, career planning, job preparation and placement, supporting individual and community-based enterprise activities and development and maintenance of employer support networks.

Within this measure a co-ordinated approach between education and training sectors, national employment services, social services, community and voluntary sectors and the social partners should be evident.

Partnerships/Community Groups/Employment Pacts will undertake a consultative and integrated approach under this measure to develop local employment and self-employment plans, strategies and actions. They will also take account of national and European policies and measures such as the National Anti-Poverty Strategy, the Employment Action Plan, the Adult Education Green Paper, Equality Guidelines, and the Rural Development White Paper, the Employment and Human Resources Operational Programme, and other measures of the Regional Operational Programme.

In implementing the Measure, the Partnerships/Community Groups, Employment Pacts will:

- Demonstrate clear linkages with other measures within the programme
- Add value to and complement the strategies and work of other agencies such as FÁS, Department of Social Community and Family Affairs, education authorities, Enterprise Ireland, Teagasc, Shannon Development etc.
- Provide support to the LESN where that service operates within the Employment and Human Resource Operational Programme
- Develop and enhance local framework agreements in line with national agreements and participate on local working groups where applicable

As part of the broader strategies funded bodies may work with or offer support to employers who are experiencing particular difficulties, which are likely to effect the employment base of an area such as major redundancy or downsizing. Similarly, initiatives, which attract or support the development of new industries, which are likely to provide opportunities for local employment, can be considered.

Linkages may be developed with structures and forums of the social partners, which focus and provide services to meet the needs of the target groups and support may be offered to such linkages. This will include employer networks, trade union centres for the unemployed, small holder forums and others.

In certain areas, Partnerships have been contracted to deliver a Local Employment Service, as part of the dual stranded National Employment Service. The LESN is an integral part of the Partnership's employment service. In describing this employment strategy and approaches within the Services to Unemployed measure, Partnerships should include the role the LESN will play and the linkages with other actions within the Local Development Programme.

A strong equality dimension will be a feature of all programmes, processes and activities as will encouragement and support for activity focused on combating discrimination.

#### 4.2.5 Eligible Actions

Under this measure eligible actions may include:

- Integrated and community led initiatives to enable contact with the client group;
- Support staff and staff related costs
- Information provision on the full range of choices regarding work, training education and welfare supports
- Advice and guidance supports to make effective choices about education, training, employment or self employment
- Targeted basic education and training initiatives to enable the client group to avail of mainstream education and training
- Supporting participation costs for further education and training programmes
- Tailored, flexible training and education programmes to complement mainstream provision or fill gaps, linked to career path and progression and better management of existing enterprises
- Supporting the Low Income Smallholder Households Initiative
- Advice, guidance and mentoring for business and social economy activities involving the target groups
- After placement and business supports
- Research studies and the compilation of data in relation to the needs and situation of particular target groups, these to include gender disaggregated data in each case
- Support to community based groups working within areas of disadvantage offering services to the unemployed, social economy activities and employment and training opportunities. This includes centres for the unemployed, community resource centres and community information centres
- Small-scale financial support for self-employment/social economy projects
- Supporting access to employment and training opportunities e.g. transport, particularly in rural areas
- Self-employment and business supports at individual and collective level
- Tailor made responses to engage specific target groups in self-employment and business development
- Development and maintenance of employer networks
- Support and participation in local task forces established to respond to industrial/employment issues (except in exceptional circumstances this involves non-financial support)

#### 4.2.6 Elements of the Actions

##### Outreach:

- Local strategic access points for service provision and information on the full range of opportunities available including employment, training, education and work experience
- Pro-active contact initiatives with the target groups

##### Information:

- Provision of clear and accurate information on labour market opportunities, including welfare supports
- Provision of career information
- Provision of career assessment and inventory information
- Information to ensure maximum use of existing services, schemes and supports, including referral service to relevant agencies

##### Advice and Guidance:

- Career path and business planning services
- Referral and placement which match clients to suitable opportunities in education, training and employment and self employment
- Advice and guidance on financial supports

##### Progression Choices:

- Provision of a complementary range of choices especially for those who experience high levels of education and skill disadvantage
- Career sampling
- Group work with specific target groups for example lone parents, men over 35 years, small holder discussion groups etc.
- Support for further education and training for example bursaries, travel support, exam fee support, books and equipment
- Pre-apprenticeship supports
- Support for employer sponsorship of apprentices from the target group
- Access to high quality affordable childcare supports
- Job Clubs
- Adult literacy support

- Support to young people who left school early and who are seeking progression to employment
- Training programmes for self-employment clients who require additional skills (before and after start-up)
- Tailored programmes to support and assist low income farm/fishing families to improve household income

#### Placement Services:

- Linkages to employers
- Advocacy with employers in terms of client case load
- Job matching and vacancy recruitment
- Work experience and work trial supports

#### Aftercare Programmes:

- Aftercare programmes and mentoring to clients who have secured placements in education, training, work and self-employment

### Self-Employment and Business Development Elements

#### Self-employment Supports:

- Financial aid including grants, revolving loans, loan guarantees and secured investment, equity, franchising, interest subsidies etc.
- Feasibility, marketing and business plan development supports;
- Mentoring and individual support after set-up
- Legal advice
- Bookkeeping, secretarial and other business support services

#### Development of an Enterprise Culture:

- Provision of incubator (start up) space for individuals and groups
- Supporting the development of the social economy sector and enterprises
- Tailor-made training packages and/or on-going mentoring to support those engaged in social economy activities meet their identified needs
- Supporting the increased viability of low income farm families, and other self employed individuals dependent on seasonal contracts
- Developing self-employment/social economy initiatives which are focused on and related to the Travellers and other marginalised groups
- Exploring/developing social economy projects





#### Networks:

- Support for Framework Agreements to facilitate working groups in the field
- Support to community organisations to promote services for the unemployed (for example centres for the unemployed)
- Studies of local labour market opportunities, skill levels, etc.
- Participation in and support to Task Forces in addressing particular employment related crises e.g. industrial closures, people leaving agriculture etc.

#### General:

- Action-research based on specific needs and responses
- Studies – feasibility, marketing, transportation, etc.
- Training of trainers

#### 4.2.7 Allocation of Funding

*Each Partnership and Community Group will allocate funding, towards support costs and specific actions, for this measure in the range of not less than 40 per cent and not more than 65 per cent of the total Programme budget excluding administration costs.*

Partnerships who operate the Local Employment Service (LES) should take account of the current agreement with the Department of Finance with regard to making a contribution of an equal amount to 10% of the annual Local Employment Service Network budget. The 10% is based on the Partnerships' annual allocation from FAS ie if a Partnership is getting €600,000 from FAS the 10% is €60,000. The 10% may be identified as overheads; capital costs; administration costs; support workers and or actions. Actions should be referenced as A15 and other items can also be cross referenced in the description. Monitoring and auditing of this is part of the LDSIP and must be reported on within the Annual Progress Report to ADM.

#### 4.2.8 Proofing

In line with other measures proofing in relation to the effects on poverty, rural development and gender equality should be carried out in the planning implementation and monitoring stages (See Section 6).

ADM has published a number of models of good practice on the Back to Work (Enterprise) Allowance, Employment Information and Guidance, Planning and Implementing Education Initiatives to address Educational Disadvantage. These models should be considered together with this section in implementing strategic plans.

#### 4.2.9 Performance Indicators

It is a specific requirement of the Regional Operational Programmes that the LDSIP is monitored and evaluated. Section 5 of this document provides information on how this requirement is supported and implemented by Partnerships and Community Groups on all aspects of their work. This section provides a framework for the specific performance indicators for the Services for the Unemployed Measure (the section is also included in section 5 under Measure-specific Performance Indicators for the LDSIP). These quantitative and qualitative indicators (in italics) are used to monitor and evaluate the extent to which the objectives of this Measure are being achieved.

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Services for the Unemployed (cont.)	To engage and support target groups into employment and self-employment	Evidence of engagement and support of target groups into employment and self-employment	Nature and type of targeting and outreach strategies (capacity to engage target groups through outreach <sup>6</sup> , networks, assess needs of target groups, and plan appropriate responses)  <i>The range of supports provided and capacity building of target groups e.g. advice and guidance<sup>7</sup>, education and training etc.</i>  Number of people supported by target group: into training and education; job placement; and self-employment.	SCOPE Database and Research <sup>9</sup>	2000-2006
	To support an enterprise culture & development including social economy/businesses	Evidence of social economy enterprises/ businesses being supported	<b>Number of social economy enterprises and people employed in social economy enterprises/businesses</b>  <i>Evidence of community benefit and involvement in social economy enterprises/businesses</i>		
	To support the progression of target groups	Evidence of progression routes afforded target groups	<i>Evidence of participation and progression (e.g. employment, self-employment, certification<sup>8</sup> in education/training, follow-up contact with clients re employment and self-employment/ after-care)</i>		

6. Evidence of outreach can be gathered both quantitatively and qualitatively in terms of the numbers from target groups engaged through outreach and the processes that facilitate effective targeting and outreach strategies. Mechanisms for targeting and outreach can include community-based groups working in areas of disadvantage, centres for the unemployed, community resource centres and community information centres.

7. Evidence of advice and guidance can be gathered both quantitatively and qualitatively in terms of the numbers of clients and enterprises receiving advice and guidance by type and the process through which these various services and supports have developed and engage the target group.

8. Evidence of certification can be gathered both quantitatively and qualitatively in terms of the numbers achieving recognised certification and the progression that certification affords the participants.

9. This is research carried out on a number of different levels. At Programme level qualitative research is undertaken to support the analysis of the work at local level with a view to developing good practice models. Other research at Programme level may concentrate on specific target groups, the development of policy positions etc..It is envisaged that research carried out at local level will also be used to inform the development of the Programme.

Title	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Services for the Unemployed (cont.)	To add value to the Programme	Evidence of networking, co-operation, co-ordination and collaboration in the delivery of the Programme	<p>Number of networks and collaborations</p> <p><i>Evidence of inter-agency work</i></p> <p><i>Evidence of local, regional and national networks and consortia</i></p> <p><i>Evidence of co-ordination, co-operation and collaboration</i></p> <p><i>Evidence of capacity building of stakeholders e.g. individuals / organisations / systems</i></p> <p><i>Evidence of ability to access complementary resources for the Programme (financial and non-financial)</i></p> <p><i>Evidence of initiation of and participation in initiatives that inform and strengthen policy development</i></p>	SCOPE Database and Research	2000-2006

## 4.3 Measure B - Community Development

### 4.3.1 Introduction

*Support for community development, which enhances the capacity of disadvantaged local communities to participate in mainstream development initiatives, is an integral part of the Government's overall social and economic development strategy. (National Development Plan 2000-2006).*

Community development is about enabling people to enhance their capacity to play a role in shaping the society of which they are a part. It works towards helping groups and communities to articulate needs and viewpoints and to take part in collective action to influence the processes that structure their everyday lives. It is recognised that the ability to participate fully in society is open more to some groups and individuals, therefore the priority is to engage with the most marginalised and socially excluded groups and communities.

Community development is a fundamental building block within local integrated development. It builds the capabilities of communities to pursue local integrated development and to tackle social exclusion. It develops the capacity of disadvantaged communities to plan in a strategic way for the development of the social, economic, physical, and community sector infrastructure leading to the development of sustainable communities.

This measure aims to ensure that disadvantaged communities are facilitated to increase their capacity to act as prime movers in their own development. It puts in place the foundations upon which local economic and services development can take place. It can build community networks, develop and focus services, and promote awareness and agenda setting within the community. It empowers communities to sponsor innovative projects, and to focus mainstream programmes to meet their needs in a more appropriate and efficient way.

Community development is underpinned by a set of principles. It is:

- Participative of the groups and communities that are the target of the strategy or action;
- Collective in the analysis, in the development of strategy and in the implementation of its actions;
- Empowering of the communities with whom it engages;
- Focused on social justice and equality as an outcome;
- Committed to devising strategies to combat discrimination on the basis of gender, marital status, family status, sexual orientation, religion, age, disability, skin colour, nationality or ethnic origin, and membership of the Traveller community.

Delivering on the objectives of the Programme necessitates the collective, active involvement of all participating sectors in the design, implementation, monitoring and evaluation of the Programme and in the planning and policy levels of broader local development and social inclusion initiatives. The development of the capacity of the community sector to become prime movers in local development is resourced under the community development measure.

#### 4.3.2 Objectives of this Measure

The objectives of this measure are:

- To enhance the capacity of people living in disadvantaged areas to participate fully in local development opportunities and to counter social exclusion;
- To provide support for small-scale improvements to the local environmental and community infrastructure;
- To add value to the effective delivery of mainstream policies and programmes through the provision of linkage and co-ordination as they effect the long-term unemployed and the socially excluded and to put in place mechanisms to ensure local initiatives inform and strengthen policy development.

#### 4.3.3 Target groups/sector

It will be necessary for all ADM-funded bodies to identify, quantify and prioritise the client groups locally, within their action plans. The eligible groups and individuals covered under this measure are the groups and communities experiencing severe social exclusion because of poverty, discrimination or alienation from the mainstream of life. These include:

- Disadvantaged young people;
- Disabled people;
- Lone parents;
- Travellers;
- Disadvantaged women;
- Older people;
- People who are long-term unemployed;
- People with inadequate incomes, including low-income small holders;
- Refugees, asylum seekers and immigrants;
- Ex-prisoners;
- Homeless people;
- Substance mis-users;
- Disadvantaged communities who suffer further marginalisation due to their isolation in remote rural areas or in urban areas due to poor social, economic and infrastructural supports to address the cumulative effects of deprivation and poverty.

The target sector will be the community development sector at local and regional level. At these levels the measure will support the development of the capacity and organisational structure of the sector and increase the effectiveness of community participation in local social partnership. It will support a strategic focus and linkage across community development projects and activity within the Social Inclusion Sub-Programme and enhance the work of the community sector by supporting effective links to the local and national policy arenas.

#### 4.3.4 Strategy

The Community Development strategy aims to enhance the capacity of local communities particularly in areas of economic marginalisation and depopulation, to pursue integrated local socio-economic development, to contribute to tackling the causes of social disadvantage and to participate fully in local development processes to combat poverty and promote equality and social inclusion.

Community development as an approach, as a methodology and as a set of actions is crucial to the successful implementation of the Programme which is designed to combat poverty, to promote equality and social inclusion and to ensure the full and active participation of disadvantaged groups and communities in local development.

The objectives of the community development measure will be pursued on the basis of the following strategies:

- Engagement in pre-development work with severely disadvantaged groups to resource their access, participation and involvement in development opportunities;
- Development of community groups and building independent and new forms of local organisation to vitalise and strengthen the local community infrastructure in the areas of greatest need;
- The promotion of linkages and joint working between the community sector and other sectors involved in local development;
- The provision of structures and organisation which facilitates the community sector to develop and implement a policy-focused agenda setting role and to enhance its capacity to impact on policy formulation at local, regional and national level;
- Support for target communities to assert and articulate expectations of statutory bodies and local authorities regarding policies and services;
- Encouragement and facilitation of participation in planning and decision-making fora;
- Promotion of the concept and practice of participation to strengthen the development of active citizenship and enhance the effectiveness of community participation in local social partnership;
- Promotion of participatory and strategic planning in relation to social, economic, physical and community sector infrastructure required to sustain communities experiencing severe economic marginalisation and social exclusion in relation to areas such as rural regeneration, community childcare, transport, social economy etc.;
- Support for small-scale improvements to the local environmental and community infrastructure in the most severely disadvantaged communities, which have been prioritised and act as a catalyst for future development;
- Strengthening and building a stronger equality dimension into all programmes, processes and activity and supporting activity focused on combating racism and sexism;
- Utilisation of community development methods and principles in other areas of local development such as employment related activity, vocational training and education and youth initiatives.

Linkage and co-ordination with the Inter-regional and Regional Operational programmes will be promoted and close co-operation will be maintained in particular with the Community Development Programme of the Department of Rural Community and Gaeltacht Affairs in relation to the complementarity between this measure and the Community Development/Family Support Measure and in relation to gender mainstreaming and the inclusion of disabled people with the Department of Justice Equality and Law Reform.

Linkage with the Agricultural and Rural Development Sub-Programme will be developed so that the investment in Community Development under that Sub- Programme dovetails with the Local Development Social Inclusion Programme

A strong equality dimension will be a feature of all programmes, processes and activity as will encouragement and support for activity focused on combating discrimination.

#### 4.3.5 Eligible Actions

Under the measure actions may include:

- The employment of Community Development Workers;
- Actions to:
  - Co-ordinate the development and implementation of the local community development strategy, and develop or enhance community participation within the Partnership or Community Group;
  - Engage in direct developmental work with the target groups to build their capacity and organisational structure;
  - Focus on the building of structures, including issue based networks, which enable and support the growth and development of an independent community sector. This work will include actions which will strengthen the participation of the community sector in local participatory planning and decision making;
  - Focus on developing strategic work aimed at influencing policy formulation and mainstream provision with a view to developing joint initiatives and broad fronted socio-economic actions;
  - Assist community groups to develop an independent voice within local social partnership, and enable them to develop strategic roles in new arenas of participation such as the City/County Development Boards, County Childcare Committees, etc.
- Facilitate social and economic analysis and needs assessment training;

- Research studies and the compilation of data in relation to the needs and situation of particular target groups, these to include gender disaggregated data in each case;
- Actions focused on the mentoring processes of community development and enhancing community development leadership which will facilitate the growth of knowledge, competencies and skills in relation to community work, policy development, systems analysis, gender analysis, racism and anti- racism, rural regeneration strategies etc.;
- Training in management and organisational skills including management training for community ownership of buildings and other assets;
- Training and support for the establishment of programmes that encourage social and cultural action and expression and interculturalism;
- Provision of accessible information covering a range of development issues;
- Initiatives designed to promote equality and to combat discrimination, including positive action initiatives to promote equality between women and men and anti-racism initiatives;
- Support for small-scale improvements to the local environmental and community infrastructure in the most severely disadvantaged communities that are clearly linked to a strategic approach to addressing needs.

#### 4.3.6 Allocation of Funding

Each Partnership and Community Group will allocate funding, towards support costs and specific actions, for this measure in the range of not less than 25 per cent and not more than 40 per cent of the total Programme budget excluding administration costs.

#### 4.3.7 Proofing

In line with other measures proofing in relation to, the effects on poverty, rural development and gender equality should be carried out in the planning implementation and monitoring stages. (See Section 6.)



### 4.3.8 Performance Indicators

It is a specific requirement of the Regional Operational Programmes that the LDSIP is monitored and evaluated. Section 5 of this document provides information on how this requirement is supported and implemented by Partnerships and Community Groups on all aspects of their work. This section provides a framework for the specific performance indicators for the Community Development Measure (the section is also included in section 5 under Measure-specific Performance Indicators for the LDSIP). These quantitative and qualitative indicators (in italics) are used to monitor and evaluate the extent to which the objectives of this Measure are being achieved.

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community Development	To address the needs of target groups through collective action	Evidence of collective action taken to address needs of target groups	Number of initiatives supporting the formation of groups (pre-development work)  Number of new and established community groups being supported	SCOPE Database and Research	2000-2006
	To build the capacity and support the progression of target groups through group processes	Evidence of capacity building and progression of target groups using community development approaches and principles	<i>Evidence of capacity building of groups (i.e., collective and participative needs analysis, group formation and development, skills and knowledge development, formulate and agree objectives &amp; priorities etc..)</i>  <i>Evidence of progression (i.e. strategic analysis and planning; initiation of activities, participation in new and existing networks<sup>10</sup> and local decision-making structures such as P/CGs boards and sub-structures, CDBs, Community Fora, SIMs Committees etc..)</i>		
	To improve the environment and local infrastructure of disadvantaged communities	Evidence of environment/ infrastructure improvements	Number of environment and infrastructure projects  <i>Evidence of community involvement and benefit from environment / infrastructure projects</i>		

10. Evidence of networking can be gathered both quantitatively and qualitatively in terms of numbers of new and existing networks and information on the processes and their contribution to community development activities and objectives.

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community Development	To add value to the Programme	Evidence of networking, co-operation, co-ordination and collaboration in the delivery of the Programme	<p>Number of networks and collaborations</p> <p>Evidence of inter-agency work</p> <p>Evidence of local, regional and national networks and consortia</p> <p>Evidence of co-ordination, co-operation and collaboration</p> <p>Evidence of capacity building of stakeholders e.g. individuals / organisations / systems</p> <p>Evidence of ability to access complementary resources for the Programme (financial and non-financial)</p> <p>Evidence of initiation of and participation in initiatives that inform and strengthen policy development</p>	SCOPE Database and Research	2000-2003

#### 4.4 Measure C - Community Based Youth Initiatives - Reducing Educational Disadvantage

##### 4.4.1 Introduction

The National Development Plan identifies lack of educational achievement and lack of self esteem as key factors leading to unemployment, crime and social deprivation. The plan further notes that early intervention in the process of addressing disadvantage is essential if these problems are to be avoided and the cycle of disadvantage broken.

The measure will focus on disadvantaged young people and provide for additional or alternative supports within the formal education system and in community settings. It will target young people providing them with opportunities to maximise their potential for self-realisation and self-fulfilment. The measure will provide for local partnership arrangements and the development and co-ordination of learning opportunities in a range of settings to enhance the educational, social and personal development needs of young people.

Young people need to progress from early years through to adolescence and adulthood with self-confidence, knowledge and a bank of personal, 'social and life skills'. Young people also need educational qualifications that will enable them to access the labour market, avail of further education opportunities and participate fully in society. Educational disadvantage is among the most significant factors that contribute to the re-occurring nature of unemployment and social and economic disadvantage within families and communities. National statistics indicate that a significant number of young people leave the formal education system without qualifications. Others fail to reach their full potential and leave with qualifications that have little currency in terms of progressing to further education and training leading to a much reduced capacity to compete in the labour market.

Focused, targeted supports will be especially important in the case of young people who experience cumulative disadvantage. This will include young people from socially and economically marginalised communities and from family units who are experiencing poverty and social exclusion. It may also include young people who are homeless, who are involved with drugs or crime or who have missed out on social and educational opportunities in early life.

#### 4.4.2 Objectives of this Measure

The Objectives of this measure are:

- To enhance the social and personal development of young people who have left school early or are at risk of early school leaving, at risk of underachieving at school or who are involved or at risk of becoming involved in drug misuse, criminal activity and other forms of anti-social behaviour;
- To expand the range of community based education and youth development opportunities available from early years through to early adulthood, in areas of disadvantage;
- To alert young people to the dangers of substance abuse and to equip them with the skills to make the right choices in terms of saying no to drugs.
- To add value to the effective delivery of mainstream policies and programmes through the provision of linkage and co-ordination as they effect the long-term unemployed and the socially excluded and to put in place mechanisms to ensure local initiatives inform and strengthen policy development.

#### 4.4.3 Target Groups

It will be necessary for all ADM-funded bodies to identify, quantify and prioritise the client groups locally, within their action plans. The range of eligible groups and individuals covered under this measure includes:

- Young people who have left school early or are at risk of early school leaving,
- Children and young people who need additional supports especially underachievers to maximise their potential and encourage them to stay within the formal education and training system;
- Young people at risk who need support and provision in the youth and community sector to assist their social and personal development;
- Children and young people whose behaviours and learning difficulties present a particular challenge;
- Special interests groups who need additional supports to assist their full participation in education/training e.g. Travellers, children of ethnic minorities, young disabled people;

- Young people involved or at risk of becoming involved in substance abuse and other forms of anti-social behaviour;
- Young offenders who need structured support in a community setting to accommodate progression to education training and work;
- Parents/guardians/carers of young people at risk.

#### 4.4.4 Strategy

Delivery of the Community Based Youth Initiatives will facilitate young people to develop personal and social skills and achieve educational qualifications, thereby improving future employment prospects, reducing the possibility of long-term unemployment and supporting full participation in their local communities and society.

The measure aims to enhance collaboration, partnership and co-operation between formal and informal provision to combat and address educational disadvantage among young people.

The formal schooling/educational system is making increased and significant efforts to combat early school leaving by offering a wider range of curriculum options and special education supports. In recognition of this Partnerships and Community Groups will emphasise cross linkages between this Measure and the education, training and youth related measures in the Employment and Human Resources Operational Programme. This will add value to mainstream education and training provision and link it to overall local effort to combat social exclusion.

The capacity of the formal education system to deal effectively with early school leaving and low achievement is enhanced when additional support is available to the child or family within the community and through other services. Partnerships and Community Groups will work with and support people (school staff, tutors/trainers, youth workers, voluntary workers etc.) involved in the planning, management and delivery of services and programmes to disadvantaged young people. Initiatives are likely to include a mix of measures that span the formal system and informal sector. They are also likely to include the involvement of community-based interests and parents. A key outcome of this approach will be, that available educational resources and specific actions will be better focused on priority needs at local level.

Partnerships and Community Groups will play a key role in developing innovative responses in order to influence change in provision. It is important that the limited resources available be concentrated and well targeted. Long-term intervention for specific groups will be essential.

There should be a co-ordinated approach between local education and training providers, youth organisations, community education interests, the community and voluntary sector, childcare organisations, the state sector, the social partners and other relevant local bodies. A commitment to promoting integrated service provision should underpin the work undertaken. This co-ordinated integrated strategy will be reflected in the support for local networks and consortium to ensure effective local delivery that enhances the educational achievement of the target group. It will be further reflected in the implementation of partnership agreements and joint initiatives for the target group between agencies and sectors. In this context training and development support to develop the capacity of organisations and individuals to meeting the needs of the target group should be given a high priority.

The Department of Education and Science supports the co-ordination at local level through the provision of Education Co-ordinators to Partnership companies.

A strong equality dimension will be a feature of all programmes, processes and activity as will encouragement and support for activity focused on combating discrimination.

#### 4.4.5 Eligible actions

The eligible actions may include:

- Initiatives to foster and develop the personal, social and life skills of young people at risk;
- Initiatives to overcome the cyclical nature of educational disadvantage through the redistribution of opportunities in favour of youth at risk;
- Initiatives to support early childhood education, care and development to assist transition to and participation in formal schooling;
- Supplementary educational programmes for young people who are at severe risk of underachieving or dropping out of the formal system;
- Community based youth development and education initiatives to support the target groups;
- Community-based Youth Initiatives to enhance the social and personal development of disadvantaged young people;
- Community-based initiatives designed to expand the range of education and youth development opportunities;
- Initiatives to foster personal, social and life skills and promote self esteem, self confidence and self fulfilment among young people most at risk;
- Access programmes to promote access to and participation in further and third level education or training;
- Research studies and the compilation of data in relation to the needs and situation of particular target groups, these to include gender disaggregated data in each case;
- Transition programmes to ensure and ease progression through education and on to work;

- Preventative programmes, alerting young people to the dangers of substances abuse and equipping them with the skills to make the right choices in terms of saying no to drugs;
- Initiatives that support greater access and participation in education and training by special interest groups e.g. young Travellers, young disabled people, children of refugees, asylum seekers etc.;
- Initiatives that address the different factors that impact on early school leaving and underachievement among girls and boys and young men and women;
- Training and development initiatives to support parents/guardians of young people at risk of underachieving;
- Training and development initiatives to support capacity of workers, providers and volunteers to meet the needs of disadvantaged young people and to support organisational change and development with reference to providing for the target group;
- Initiatives that support networking and co-ordination of service provision at local level with reference to the overall target group;
- Research initiatives to identify and analyse local needs and priorities and to establish best practice from actions supported at local level;
- Employment of staff to support the co-ordination development and delivery of actions.

#### 4.4.6 Elements of Actions

Main actions may comprise one element but are more likely to include a number of related elements to deal with the specific support required by a target group or individual. Examples of elements include, early education supports, reading and language supports, study supports, career supports, psychological and guidance supports, creative arts, personal development modules, breakfast clubs, enterprise education, curriculum development and review, parent support programmes, staff development, organisational review.

The measure will promote equality of opportunity and outcome for the target group. Actions and initiatives under the measure span five related themes: access, participation, transition, retention and progression:

- Access to an adequate range of education and youth development opportunities to support personal and social development;
- Effective participation in formal education/training and non formal provision to maximise potential;
- Transition within the education system at sensitive points such as pre school to primary school, primary school to second level, second level to third level and from education to training/work;
- Retention within the education/training system to ensure that young people obtain certification;
- Progression through the education/training system to the work place and adult life.

Support given should normally be linked with other provision for the target group or individual within the formal education system and informal sector.

#### 4.4.7 Allocation of Funding

Each Partnership and Community Group will allocate funding, towards support costs and specific actions, for this measure in the range of not less than 15 per cent and not more than 25 per cent of their total Programme budget excluding administration costs.

#### 4.4.8 Proofing

In line with other measures proofing in relation to, the effects on poverty, rural development and gender equality should be carried out in the planning implementation and monitoring stages. (See Section 6)

#### 4.4.9 Performance Indicators

It is a specific requirement of the Regional Operational Programmes that the LDSIP is monitored and evaluated. Section 5 of this document provides information on how this requirement is supported and implemented by Partnerships and Community Groups on all aspects of their work. This section provides a framework for the specific performance indicators for the Community-based Youth Initiative Measure (the section is also included in section 5 under Measure-specific Performance Indicators for the LDSIP). These quantitative and qualitative indicators (in italics) are used to monitor and evaluate the extent to which the objectives of this Measure are being achieved.

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community-based Youth Initiatives	To enhance the social and personal development of target groups	Evidence of engaging with target groups and enhancing their social and personal development	Number of community-based youth initiatives by type  Number of children/young persons benefiting from community-based youth initiatives by target group  Number of adults engaged through community-based youth initiatives	SCOPE Database and Research	2000-2003
	To build the capacity of target groups and other relevant stakeholders	Evidence of capacity building of target groups and other relevant stakeholders	Capacity building of: target groups to participate in mainstream and supplementary educational programmes; parents/carers/guardians to take active role in education of children and decision-making; school personnel to meet needs of target groups; community interests to participate in community-based youth initiatives)		
	To support the progression of target groups	Evidence of progression of target groups	<i>Progression<sup>11</sup> of children and young people (i.e. transition from primary to secondary; retention in school; access to further and third level education)</i>		

11. Evidence of progression can be gathered both quantitatively and qualitatively in terms of the numbers involved in transition, retention and access and the processes that facilitate progression.

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community-based Youth Initiatives (cont.)	To add value to the Programme	Evidence of networking, co-operation, co-ordination and collaboration in the delivery of the Programme	<p>Number of networks and collaborations</p> <p><i>Evidence of inter-agency work</i></p> <p><i>Evidence of local, regional and national networks and consortia</i></p> <p><i>Evidence of co-ordination, co-operation and collaboration</i></p> <p><i>Evidence of capacity building of stakeholders e.g. individuals / organisations / systems</i></p> <p><i>Evidence of ability to access complementary resources for the Programme (financial and non-financial)</i></p> <p><i>Evidence of initiation and participation in initiatives that inform and strengthen policy development</i></p>	SCOPE Database and Research	2000-2003



### PERFORMANCE MONITORING AND EVALUATION

#### 5.1 Introduction

It is a specific requirement of the Regional Operational Programmes that the LDSIP is monitored and evaluated. Performance indicators have been developed to:

- Monitor and evaluate the extent to which the Programme objectives are being achieved;
- Fulfil reporting requirements to the Regional Assemblies and the CSF Evaluation Unit in the Department of Finance;
- Support the management of the Programme at central and local level.

At a Programme level, an over-arching set of benchmarks have been developed to capture the broader impacts of the Programme beyond its direct and immediate interventions (see Section 5.5). Primary and progress indicators have been developed for each benchmark. At a Measure level, a more specific set of primary and progress indicators have been developed to identify the outputs and results from the Programme (see Section 5.6). The information that is gathered and analysed at Measure level forms part of the information that is gathered and analysed at Programme level. Partnerships and Community Groups have the option of developing additional indicators at a tertiary level, to aid the management of the particular aspects of the Programme at local level. There is no requirement for Groups to report on these indicators to ADM.

The development of SCOPE (Systems for Co-ordinated Programme Evaluation) sets out the approaches and systems developed to gather and analyse performance indicator information. SCOPE is an integrated approach to programme monitoring and evaluation capturing the qualitative and quantitative elements of the Local Development Social Inclusion Programme (LDSIP). Research is the main tool used for gathering and analysing qualitative information and the SCOPE database has been developed to gather and analyse quantitative data.

SCOPE aims to facilitate effective monitoring and evaluation of the work of Partnerships and Community Groups and assist in the extraction and dissemination of good practice. Policy learning is identified from an analysis of the practice. This is used to inform the development of the Programme and influence relevant mainstream policies.

A number of objectives have been developed and they include the following:

- A To monitor and evaluate the extent to which the objectives of the Programme are being achieved
- B To support the analysis and identification of good practice and the development of a learning culture where experience is exchanged and disseminated horizontally and vertically
- C To support the capacity of Partnerships and Community Groups at local level to monitor and evaluate
- D To influence policy development at local, regional and national level

A Performance Indicator Task Group was formed with representatives from PLANET, Community Group Regional Networks and ADM to:

- 1 Develop and agree principles that underpin the qualitative and quantitative Programme monitoring and evaluation systems;
- 2 Develop and agree a framework, which:
  - Sets out the types of indicators that are reported on, at a number of different levels (e.g. Regional Assemblies, Government Departments and central level).
  - Identifies specific performance indicators.

## 5.2 Principles underpinning SCOPE

The Task Group agreed on a set of principles that underpin the development of performance indicators. These include the following:

- There is a shared responsibility to record and report on performance
- Systems are required which record and monitor quantitative and qualitative indicators of performance
- The task of data collection should be manageable
- There should be adequate resources including technical support for the implementation of systems
- The information collected should provide meaningful management information at local level and be capable of adaptation to meet local need
- The information collected should provide information that meets the reporting requirements at national level
- The information provided should contribute to the development of practice and policy
- The systems should be able to measure or identify progress vis-a-vis objectives and related targets
- The systems should be reflective of indicators set with qualitative and quantitative elements and should be:
  - facilitated through a database where the data is quantitative
  - documented and analysed through the use of appropriate research methodologies where the data is qualitative
- Any computerised system should use a package that is commonly available
- Training should be a joint responsibility with ADM providing some elements of support and the Partnerships and Community Groups availing of local training where appropriate
- Computerised systems should be secure and have due regard to the requirements of the Data Protection Act

### 5.3 Framework for Qualitative and Quantitative Indicators

In the first instance, the parameters of the framework for qualitative and quantitative indicators were developed by the Community Support Framework (CSF) Evaluation Unit Paper on 'Performance Indicators: Proposals for 2000-2006 Programme Period (October 1999)'. The Paper defines an indicator as "*a measurement of a specific variable over time and/or location.*" It proposes "*that output, result, and impact indicators be designated as performance indicators.*"

The performance indicator framework set out in sections 5.5 and 5.6 are based on primary and progress indicators that have been developed. Primary indicators demonstrate the extent to which the objectives have been achieved. Progress indicators demonstrate progression towards the achievement of the Programme objectives. Gathering and analysing data for primary and progress indicators are carried out through research and the SCOPE database.

The qualitative and quantitative monitoring systems used under the LDP were reviewed at the end of that Programme, and ADM, in consultation with PLANET and the Community Groups Network have developed qualitative and quantitative systems for gathering and analysing data.

### 5.4 Reporting Requirements

Partnerships and Community Groups are required to fulfill quantitative and qualitative reporting requirements. These include the setting of quantitative targets for the Measure-specific primary and progress indicators annually on the target sheet (see Section 5.7<sup>12</sup>), and submitting them for agreement with ADM (see Section 3.3). On the basis of the agreed targets, ADM compiles a comprehensive set of targets for the Programme on an annual basis. Targets have also been projected for the mid-term (2003) and end of the Programme (2006). Partnerships and Community Groups submit quarterly reports on outputs achieved for that period. ADM submits aggregated output reports on a bi-annual basis to the Regional Assemblies and on a quarterly basis to the CSF Evaluation Unit in the Department of Finance.

Partnerships and Community Groups are also required to participate in research studies that examine the qualitative dimension of their work in relation to the Programme. The primary and progress indicators form the basis of the development of themes for research and Partnerships and Community Groups are asked to participate in one piece of research per year. The research analyses the practice locally, with a view to developing models of good practice that will be disseminated to support the management and delivery of the Programme locally. It is envisaged that policy lessons will emerge from the research studies and they will be fed into the appropriate forums for discussion. ADM will publish the research on a thematic basis, with the finding being fed into the Regional Assemblies and relevant Government Departments.

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12. This is a sample target sheet and may be subject to minor changes over the life of the Programme.

## 5.5 Over-arching Performance Indicators for the LDSIP

*This framework sets out the over-arching set of performance indicators for the LDSIP. These indicators are used to monitor and evaluate the extent to which the objectives of the Programme are being achieved.*

Objective	Primary Indicator	Progress Indicator
To actively promote equality and economic and social inclusion	<p>Evidence of greater life chances, opportunities and a more equitable status for the target groups through the Programme</p> <p>Evidence of gains in the share of the benefits arising from the development of society</p>	<p>Employment, enterprise and social initiatives are underway aimed at securing income levels compatible with social inclusion for the target groups</p> <p>Initiatives aimed at bringing about greater access to and participation in employment, self-employment and the development of social economy activities for the target groups /target communities are being undertaken</p> <p>Actions are undertaken concerned with increasing educational and training opportunities and improving educational and training outcomes among target groups and within target areas</p> <p>Strategies are developed to build social capital, enhance social activity and democratic participation, and, ensure full citizen participation, within the target communities</p>
To target the most disadvantaged in actions and programmes	<p>Evidence of target group participation and benefits from the Programme in terms of personal, social and economic inclusion</p>	<p>Baseline research and profiles of the target groups / communities are being undertaken and target group strategies are being developed / implemented</p> <p>Programmes and actions are designed to be proactive and to target and benefit the most disadvantaged. Initiatives aimed at promoting interculturalism, access and equality of outcome are being supported / initiated</p>
Apply community development approaches and principles to achieve the participation of disadvantaged groups and communities in the Programme	<p>Evidence of collective processes, equal participation, empowerment and involvement of target groups and communities through their organisations in decision-making</p>	<p>Steps are in place to ensure full commitment to, and engagement in, participatory planning and collective analysis. Actions have been taken to secure and maintain the inclusion of all key stakeholders in actions and activities.</p> <p>Actions have been taken to ensure a strong focus on building the participation capacity of the target groups / target communities.</p>

Objective	Primary Indicator	Progress Indicator
To promote meaningful partnership through the implementation of the Programme (cont.)	<p>Evidence of commitment to the concept of partnership in analysis, planning, decision-making, implementation and monitoring of the Programme</p> <p>Evidence of activity to equalise participation capacity in partnership</p>	<p>The full participation of all sectors is promoted and supported</p> <p>There is a commitment and strategy to support the input of experiences and perspectives from all of the partnership sectors and, specifically, a concentration on building the capacity of the community sector to participate fully in assessment, planning and decision-making</p>
To promote and support integrated multi-sectoral responses to exclusion	Evidence of multi-sectoral, multi-faceted approaches through networks, co-operation, co-ordination and collaboration with relevant stakeholders	<p>There are actions committed to the growth and enhancement of cooperation, co-ordination and collaboration in the development and implementation of broad-front actions</p> <p>Dedicated contributions are being made towards the more effective delivery of statutory services</p> <p>Expertise and resources are being committed to the development of area strategies and coordinated responses</p> <p>Contributions are being made to the advancement of social inclusion strategies within other local and regional structures and bodies</p>
Develop mechanisms for mainstreaming lessons learned and contribute to the policy making process	Evidence of developing, contributing and participating in actions to influence mainstream policy, delivery and practices.	<p>Research and evaluations are undertaken and relative documentation developed and produced</p> <p>Actions are undertaken to identify and articulate new policy agendas relative to social inclusion</p> <p>Engagement with relevant mainstream policy makers</p>

## 5.6 Measure-specific Performance Indicators for the LDSIP

This framework sets out the Measure-specific performance indicators for the LDSIP. These quantitative and qualitative indicators (in italics) are used to monitor and evaluate the extent to which the objectives of the Measures are being achieved (measure-specific Performance Indicators for each of the 3 measures has also been included in section 4 of the document).

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Services for the Unemployed	To engage and support target groups into employment and self-employment	Evidence of engagement and support of target groups into employment and self-employment	<i>Nature and type of targeting and outreach strategies (capacity to engage target groups through outreach<sup>13</sup>, networks, assess needs of target groups, and plan appropriate responses)</i>  <i>The range of supports provided and capacity building of target groups e.g. advice and guidance<sup>14</sup>, education and training etc.</i>	SCOPE Database and Research <sup>16</sup>	2000-2006
	To support an enterprise culture & development including social economy/businesses	Evidence of social economy enterprises/businesses being supported	Number of people supported by target group: into training and education; job placement; and self-employment  <b>Number of social economy enterprises and people employed in social economy enterprises/businesses</b>  <i>Evidence of community benefit and involvement in social economy enterprises/businesses</i>		
	To support the progression of target groups	Evidence of progression routes afforded target groups	<i>Evidence of participation and progression (e.g. employment, self-employment, certification<sup>15</sup> in education/training, follow-up contact with clients re employment and self-employment/after-care)</i>		

13. Evidence of outreach can be gathered both quantitatively and qualitatively in terms of the numbers from target groups engaged through outreach and the processes that facilitate effective targeting and outreach strategies. Mechanisms for targeting and outreach can include community-based groups working in areas of disadvantage, centres for the unemployed, community resource centres and community information centres.

14. Evidence of advice and guidance can be gathered both quantitatively and qualitatively in terms of the number of clients and enterprises receiving advice and guidance by type and the process through which these various services and supports have developed and engage the target groups.

15. Evidence of certification can be gathered both quantitatively and qualitatively in terms of the numbers achieving recognised certification and the progression that certification affords the participants.

16. This is research carried out on a number of different levels. At Programme level qualitative research is undertaken to support the analysis of the work at local level with a view to developing good practice models. Other research at Programme level may concentrate on specific target groups, the development of policy positions etc.. It is envisaged that research carried out at a local level will also be used to inform the development of the Programme.

Title	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Services for the Unemployed (cont.)	To add value to the Programme	Evidence of net-working, co-operation, co-ordination and collaboration in the delivery of the Programme	<p>Number of networks and collaborations</p> <p><i>Evidence of inter-agency work</i></p> <p><i>Evidence of local, regional and national networks and consortia</i></p> <p><i>Evidence of co-ordination, co-operation and collaboration</i></p> <p><i>Evidence of capacity building of stakeholders e.g. individuals / organisations / systems</i></p> <p><i>Evidence of ability to access complementary resources for the Programme (financial and non-financial)</i></p> <p><i>Evidence of initiation and participation in initiatives that inform and strengthen policy development</i></p>	SCOPE Database and Research	2000-2006

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community Development	To address the needs of target groups through collective action	Evidence of collective action taken to address needs of target groups	<p>Number of initiatives supporting the formation of groups (pre-development work)</p> <p>Number of new and established community groups being supported</p>	SCOPE Database and Research	2000-2006
	To build the capacity and support the progression of target groups through group processes	Evidence of capacity building and progression of target groups using community development approaches and principles	<p><i>Evidence of capacity building of groups (i.e. collective and participative needs analysis, group formation and development, skills and knowledge development, formulate and agree objectives &amp; priorities etc..)</i></p> <p><i>Evidence of progression (i.e. strategic analysis and planning; initiation of activities, participation in new and existing networks<sup>17</sup> and local decision-making structures such as P/CG/EP boards and sub-structures, CDBs, Community Fora, SIMs Committees etc...</i></p>		
	To improve the environment and local infrastructure of disadvantaged communities	Evidence of environment/ infrastructure improvements	<p>Number of environment and infrastructure projects</p> <p><i>Evidence of community involvement and benefit from environment / infrastructure projects</i></p>		


17. Evidence of networking can be gathered both quantitatively and qualitatively in terms of numbers of new and existing networks and information on the processes and their contribution to community development activities and objectives.

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community Development (cont.)	To add value to the Programme	Evidence of networking, co-operation, co-ordination and collaboration in the delivery of the Programme	<p>Number of networks and collaborations</p> <p><i>Evidence of inter-agency work</i></p> <p><i>Evidence of local, regional and national networks and consortia</i></p> <p><i>Evidence of co-ordination, co-operation and collaboration</i></p> <p><i>Evidence of capacity building of stakeholders e.g. individuals / organisations / systems</i></p> <p><i>Evidence of ability to access complementary resources for the Programme (financial and non-financial)</i></p> <p><i>Evidence of initiation and participation in initiatives that inform and strengthen policy development</i></p>	SCOPE Database and Research	2000-2003

Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community-based Youth Initiatives	To enhance the social and personal development of target groups	Evidence of engaging with target groups and enhancing their social and personal development	<p>Number of community-based youth initiatives by type</p> <p>Number of children/young persons benefiting from community-based youth initiatives by target group</p> <p>Number of adults engaged through community-based youth initiatives</p>	SCOPE Database and Research	2000-2003
	To build the capacity of target groups and other relevant stakeholders	Evidence of capacity building of target groups and other relevant stakeholders	Capacity building of: target groups to participate in mainstream and supplementary educational programme; parents/carers/guardians to take active role in education of children and decision-making; school personnel to meet needs of target groups; community interests to participate in community-based youth initiatives)		
	To support the progression of target groups	Evidence of progression of target groups	Progression <sup>18</sup> of children and young people (i.e. transition from primary to secondary; retention in school; access to further and third level education)		

18. Evidence of progression can be gathered both quantitatively and qualitatively in terms of the numbers involved in transition, retention and access and the processes that facilitate progression.





Measure	Objective	Primary Indicators	Progress Indicators	Methodologies for data collection	Time-frames for data collection
Community-based Youth Initiatives (cont.)	To add value to the Programme	Evidence of networking, co-operation, co-ordination and collaboration in the delivery of the Programme	<p>Number of networks and collaborations</p> <p><i>Evidence of inter-agency work</i></p> <p><i>Evidence of local, regional and national networks and consortia</i></p> <p><i>Evidence of co-ordination, co-operation and collaboration</i></p> <p><i>Evidence of capacity building of stakeholders e.g. individuals / organisations / systems</i></p> <p><i>Evidence of ability to access complementary resources for the Programme (financial and non-financial)</i></p> <p><i>Evidence of initiation and participation in initiatives that inform and strengthen policy development</i></p>	SCOPE Database and Research	2000-2003

## 5.7 Sample Target Sheet

Partnership / Community Group:

### Services for the Unemployed

Total number of individuals receiving supports under this Measure (case load)

No. of L.T.Unemployed

Full Time Job Placements over all Target Groups

Part-time or Short-term Job Placements over all Target Groups

Work Experience Placements over all Target Groups

Labour Market Scheme Job Placements over all Target Groups

Male	Female	Total
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	a	Value!

Numbers of Individuals receiving pre-development self-employment supports

Numbers of Groups receiving pre-development social economy supports

Number of new businesses (up to 1year) receiving support

Number of new social economy enterprises/businesses (up to 1year) receiving support

Number of established businesses receiving support

Number of established social economy enterprises/businesses receiving support

Male	Female	Total
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>

Number of jobs created in enterprises and social economy enterprises/businesses

Male	Female	Total
<input type="text"/>	<input type="text"/>	0

Number of individuals receiving education supports

Number of individuals receiving training supports

Nos. receiving recognised certification e.g. NCVA, Leaving Cert, City & Glds

Male	Female	Total
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	0

Total

Number of networks/collaborations (Services for the Unemployed)

### Community Development

Number of groups receiving pre-development support

Number of new groups receiving support

Number of established groups receiving support

Number of environment and infrastructure initiatives

Number of groups receiving training support

Total


Total

Number of networks/collaborations (Community Development)

### Community Based Youth Initiative

Total number of children/young people supported under this Measure

Total number of adults supported under this Measure

Number of early childhood education initiatives

Number of preventing early school leaving initiatives

Number of initiatives addressing actual early school leaving

Number of initiatives promoting developmental youth work

Number of initiatives supporting access to further/third level education

Number of initiatives for training of trainers

Male	Female	Total
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	0
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>

Total

Number of networks/collaborations (Community Based Youth Initiative)

### PROOFING AND IMPACT

#### 6.1 Introduction

*This section sets out ADM's expectations for Partnerships, Community Groups and Employment Pacts in relation to the proofing of plans. More detailed guidelines in relation to gender; poverty and rural proofing have been circulated previously and are included in the appendices to these guidelines (Appendix 1,2 and 3). These documents have been further supplemented by the following manuals:*

- 'Gender Mainstreaming the Local Development Social Inclusion Programme' This publication provides guidelines to help Partnerships, Community Groups and Employment Pacts to undertake a gender impact assessment of the LDSIP planning, implementation and monitoring processes. The Manual has been developed and tested in consultation with Partnerships following presentation of a draft document at the Gender Mainstreaming Seminar in March 2000. Follow up training in the use of the Manual will be provided by ADM in 2002 and 2003
- 'Rural Proofing for the Local Development Social Inclusion Programme-Supporting Rural Communities'. These guidelines provide a step-by-step overview to rural proofing. ADM plan to pilot these guidelines in co-operation with a number of interested rural Groups and then refine in light of that practical experience in 2002 and 2003.

ADM will also publish a 'Strategy Guide on Refugees and Asylum Seekers' (Summer 2002), action research publications on older people and ex-offenders (late 2002) and support publications relating to disability under each Measure of the Programme (2002).

#### 6.2 Proofing within the Local Development Social Inclusion Programme

*For the purposes of the Local Development Social Inclusion Programme at Local Level, proofing is an annual cyclical process through which all aspects of the programme are assessed by Partnerships/Community Groups/ Employment Pacts in relation to:*

- Planning and design (Strategic Plan and Programme of Activities)
- Implementation
- Review and evaluation (Annual report and evaluations etc)

#### 6.3 What kinds of proofing are required?

The National Development Plan identifies four types of proofing; poverty, gender equality, environment and rural proofing. The LDSIP is expected to contribute to the achievement of the revised National Anti-poverty Strategy targets. In carrying out proofing, at a minimum the following key questions should be answered in relation to the objectives, strategies, structures, processes, targeting and actions of the programme.

- Does it contribute to reducing / preventing poverty?
- Does it promote equality generally and between men and women in terms of access, participation and outcomes?
- Does it contribute to sustainable development and does it promote sustainable urban and rural communities?<sup>19</sup>

## 6.4 Recording the Process of Proofing

### 6.4.1 Planning and Design

Each Partnership/Community Group/ Employment Pact should produce a statement to indicate its assessment of the impact of the objectives, strategies, structures, processes, targeting and actions in its strategic plan and its annual programme of activities in response to the questions identified above. It should also identify the processes through which this statement is developed and agreed.

### 6.4.2 Implementation

Each Partnership/Community Group, Employment Pact should monitor the implementation of its annual programme in terms of the questions identified above.

### 6.4.3 Review and Evaluation

Each Partnership, Community Group, Employment Pact should produce a statement which indicates the impact of the objectives, strategies, processes, targeting and action at the end of each year. This should be included in the annual progress report, it may also be included in other review / evaluation documents. The impact statement and lessons learned from the previous year should then be used in finalising the next programme of activities as indicated in 6.4.1 above. Each Group should adopt a positive, proactive approach that promotes the underlying principles of the Programme.

- 6.5 ADM will take account of these statements in its appraisal of plans and in its periodic review of progress. (see section 3.5)

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19. "Development that meets the needs of the present without compromising the ability of future generations to meet their needs... Eradicating poverty and reducing disparities in living standards in different parts of the world are essential to achieve sustainable development and the needs of the majority of people. The full participation of women is essential to achieve sustainable development. The creativity, ideals and courage of youth and the knowledge of indigenous people are needed too. Nations should recognise and support the identity, culture and interests of indigenous people." Agenda for Change - a plain language version of Agenda 21 and other Rio agreements. UN Publications

## ADM POVERTY PROOFING GUIDELINES

### 1. Introduction

The NDP acknowledges that not everyone has benefited proportionately from the State's improved prosperity. Clearly the remit of Partnerships/Community Groups /Employment Pacts will be to impact directly on poverty. Each of the three measures makes an important and positive impact on reducing poverty.

The National Anti-Poverty Strategy is based on an understanding of the multi-dimensional nature of poverty and the need to tackle the deep seated underlying structural inequalities that create and perpetuate it. This understanding is central to the work of Partnerships/Community Groups/ Employment Pacts. They make a significant contribution towards achieving the objectives of the National Anti-Poverty Strategy through the principles which underpin them, through their approach and through their actions.

The document will deal with each of the following issues:

What is poverty?

Where is poverty?

What is Poverty Proofing within the Social Inclusion Programmes?

Section 7 is a poverty proofing checklist for use by ADM, Partnerships/Community Groups/ Employment Pacts.

The Bibliography in Section 8 offers some additional sources for information on poverty and Poverty Proofing.

### 2. What is Poverty?

In developing the National Anti-Poverty Strategy, the following definition of poverty was agreed both in the NAPS Sharing in Progress and in its revised version (Jan 2002):

*People are living in poverty, if their income and resources (material, cultural and social) are so inadequate as to preclude them from having a standard of living, which is regarded as acceptable by Irish society generally. As a result of inadequate income and resources people may be excluded and marginalised from participating in activities which are considered the norm for other people in society.*

As well as a lack of money or income poverty, relative poverty is understood to involve isolation, powerlessness and exclusion from participation in the normal activities of society with reference to the prevailing socio-economic conditions of that society.

People have social, emotional and cultural needs as well as physical needs. Poverty impacts on individuals, households and communities. In the context of social exclusion, the concept of relative poverty can include inadequate social participation, lack of social integration and lack of power.

Consistent poverty is defined as being below 50% -60% of the average disposable income and experiencing enforced basic deprivation. (Consistent Poverty has fallen from 15.1% in 1994 to 6.2% in 2000 and the Strategy aims to reduce it to below 2%)

Partnership 2000 defines social exclusion as follows:

Cumulative marginalisation: from production (employment), from consumption (income poverty), from social networks (community, family and neighbours), from decision making and from an adequate quality of life.

### 3. Where is Poverty?

Poverty is not spatially concentrated. It affects every area in Ireland. Some areas however experience cumulative disadvantage and the incidence and experience of disadvantage is intensified and made chronic by this cumulative effect. The effects of income poverty or unemployment are exacerbated by educational disadvantage, low level skills, geographic location, family circumstance, disability, substance abuse, criminal activity, lack of childcare, inequality of opportunity and access to jobs and services and by lack of empowerment at both an individual and a community level.

The thrust of the NDP supports this approach.

At a Social Inclusion Programme level, particularly for Partnerships/Community Groups and Employment Pacts, each area is required to identify and quantify the extent and nature of poverty and disadvantage in their area. They will identify the causes of social exclusion and needs of the target groups and communities in their area. Groups will also identify areas and themes for particular attention.

A focus on equality and equality of outcome is essential to countering disadvantage and poverty. In implementing the Programme care should be taken to ensure that inequalities do not deter participation and that the effects of the inequality are ameliorated. In particular gender, disability, belonging to an ethnic minority, membership of the Traveller community, literacy and residence in a remote or isolated community should be considered in this regard. Behavioural and emotional problems, low self-esteem, substance abuse or family circumstance are also causes of inequality, which may cause or aggravate the effects of, poverty.

### 4. What is Poverty Proofing within the Social Inclusion Programmes?

Generally poverty proofing can be defined as the process by which Government Departments, local authorities and state agencies assess policies and programmes at design and review stages in relation to the likely impact that they will have or have had on poverty and on inequalities which are likely to lead to poverty, with a view to poverty reduction.

For the purposes of ADM, Partnerships, Community Groups and Employment Pacts a further refinement is proposed:

**Definition**

*Within the Social Inclusion Programme, poverty proofing is a process whereby Partnerships, Community Groups and Employment Pacts funded by ADM will assess strategies, activities, structures and processes at planning, implementation and review stages, in relation to their impact on;*

- *Poverty and the causes and effects of poverty,*
- *On the target groups,*
- *On unemployment, educational disadvantage and the mobilisation and empowerment of disadvantaged communities;*

Essential to this process will be an analysis of:

- The involvement of the target groups and local communities in, planning, activities and processes
- The equality of provision and outcome

**5. Poverty proofing what?**

Poverty proofing should be carried out on:

- The processes of consultation involved in planning, implementing and review under each measure of the Social Inclusion Programme
- The Partnerships/Community Groups and Employment Pacts' structures
- Local Development Strategic Plans
- Programmes of Activity
- Strategies and Actions under each of the Measures
- The integration of actions and Measures
- The dissemination of information

And as far as is practicable on:

- Jointly managed or funded activities
- Co-ordination of mainstream provision

Poverty proofing in the context of the Social Inclusion Programme will involve:

- An assessment and analysis of the extent of poverty/disadvantage
- Identifying the target group at a local level, making contact with them, encouraging their participation and ensuring equality of delivery and information
- Ensuring equality of access to and entitlement to mainstream schemes through information dissemination, assistance and support
- Designing actions which are equally available to all members of the target group or which are specifically designed to counter particular persistent or cumulative disadvantage<sup>20</sup>
- Ensuring strategies and delivery methods which take account of local conditions such as lack of transport, distance from services or jobs and low level of mainstream provision;
- Encouraging and empowering communities and community leaders to take part in the processes at a responsible level;
- Review of impact of strategies on poverty /disadvantage set against the area's benchmark data and targets.<sup>21</sup>

Where an action has no impact or a negative impact on poverty, consideration should be given to alternative actions to counter this effect.

Poverty proofing should be linked to the process of identifying and quantifying the persons or communities targeted by each strategy.

## 6. Poverty proofing statement

ADM, Partnerships/Community Groups/ Employment Pacts should include a poverty proofing statement in their Strategic Plans. Programmes of Activity and Annual Progress Reports should contain an impact statement in relation to poverty.

## 7. Poverty Proofing Checklist for ADM, Partnerships, Community Groups, and Employment Pacts.

In relation to each process, plan, strategy and action each of the following questions should be addressed:

- What is this process/plan/ strategy/action and what is its principle objective?
- Which Measure is it under?
- At whom is it targeted?

20. In cases where actions are particularly focussed on one category or area of disadvantage other actions should be developed to ensure a balanced delivery and effect to the target groups identified by the Partnership/Community Group/Employment Pact.

21. Where an action has no impact or a negative impact on poverty, consideration should be given to alternative actions to counter this effect.



Does it:

- Reach those target groups?

and

- Involve those target groups in design, delivery and review?

Does it:

- Reduce poverty and how?
- Prevent the risk of poverty and how?
- Ameliorate the effects of poverty and how?
- Improve educational opportunity/achievement and how?
- Improve job opportunities including self-employment and how?
- Achieve community motivation, empowerment or capacity building among disadvantaged communities and how?
- Address inequalities leading to poverty and how?

Does it:

- Have no effect on poverty?

or

- Increase poverty?

If yes, what options have been considered to reduce or counter this effect?

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The National Development Plan

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[www.cpa.ie/naps](http://www.cpa.ie/naps)

### ADM GENDER EQUALITY PROOFING GUIDELINES

#### 1. Introduction

Equal Opportunities is one of the horizontal principles of the National Development Plan 2000-2006, and to ensure greater equality of opportunity between women and men all measures funded under the plan must be gender mainstreamed - i.e. the needs and interests of women and men taken into account at all levels of policy and programme making and delivery.

*This means there is a requirement for all groups implementing measures under the Social Inclusion Programme to gender proof the planning process and implementing structures and procedures put in place after the planning process is completed.*

These guidelines are drawn from the Manual: 'Gender Mainstreaming the Local Development Social Inclusion Programme' and are a joint project by ADM and the Department of Justice Equality and Law Reform to assist groups to gender proof the planning, monitoring and evaluation processes of the LDSIP. The Manual also addresses other aspects of the Programme implementation in relation to gender proofing the implementation structures and procedures.

Groups are asked to use them to ensure that a gender dimension is taken on board at the earliest possible stage in the planning process. Gender proofing is not an optional extra. It is now a requirement of all elements of EU and National Policy. The challenge therefore is to develop new and effective methods of Gender Proofing the work at the local level.

#### 2. Gender Proofing - What do we mean?

Gender Proofing is part of a process of Gender Mainstreaming. Gender mainstreaming is understood as the process of assessing the implications for women and men of any planned public action, such as legislation, policies or programmes.

Gender Proofing is a mechanism for promoting equality between women and men within specific programmes. In this context, gender proofing is a mechanism for promoting equality between women and men within local development and specifically within the implementation of the Local Development Social Inclusion Programme at local level. It is not simply a checking system to avoid discrimination. It is about promoting full and effective equality between women and men and ensuring that women are provided with the necessary resources to participate equally. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the planning, implementation and monitoring of the local development process. The ultimate goal is to achieve gender equality within the work of local development groups.



Gender Proofing does not replace the need for positive action programmes and programmes targeted at specific groups of women. Positive action and specifically targeted programmes are an essential part of the gender proofing process in that they are mechanisms which can help to address existing inequalities both between men and women and between women themselves.

It is expected therefore that the gender proofing process will identify how to make the key action areas of the programme more relevant to both the needs of women and men and that it will identify the positive action programmes that are necessary to address the needs of specific groups of women in order to work towards equality for and between women.

The process of gender proofing therefore requires a more participatory approach to planning, implementing and monitoring local development plans. Increasing the representation of women experiencing inequality is, therefore, an essential element of the proofing process.

### 3. The current status of women

Gender remains a significant factor in social exclusion despite the steps that have been taken to remedy this both at national level and within the EU. Women continue to be disproportionately represented among the low paid and the unemployed while at the same time being under-represented in the policy and decision making processes at national and international levels. While anti-discrimination law had removed many of the formal legal barriers to women's participation in the workplace, little has been done to tackle the broader structural inequalities that continue to create obstacles for women seeking to participate as equal citizens.

Within local development, women are still under-represented in decision-making structures; this is despite the fact that women make up the majority of people working in the local development organisations. Women are involved in servicing local development and not in deciding what the priorities for development should be and how they should be structured. This experience is therefore a duplication of what is happening in wider society and just as in other areas, the task of actors at a local level is to develop new and innovative methods and structures that can challenge these inequalities.

The achievement of gender equality is therefore a key challenge at local, national and international level.

### 4. The importance of a women's perspective in planning and development

There are differences between the roles, responsibilities and expectations of women and men in relation to social, cultural and economic life. The nature of the differences may vary between different social or cultural groups but gender difference appears in all areas of development. Women and men have different relationships to experiences of decision-making, their working days and patterns differ, and they have a different relationship to paid and unpaid work. These differences are important and valid. The issue is that the differences have not been taken on board at decision making level and therefore the interests and experience of one gender, male, have dominated policy making and planning and therefore the programmes and actions that are put in place at local level.

The challenge therefore for the new social inclusion sub programmes and the new work of Partnerships/Community Groups and Employment Pacts, is to devise new methods of planning that can take on board the needs and interests of women and men equally, and ensure that new programmes and projects reflect their needs and aspirations. Gender proofing is therefore a tool to be used at local level to enable this to happen.

## 5. Principles which underpin the concept of gender proofing

- 1 Issues across all areas of activity should be defined in such a manner that gender differences can be diagnosed. An assumption of gender neutrality should not be made. In relation to planning, gender differences should be incorporated
  - in developing the profile of the area
  - in assessing the needs emerging from the profile
  - in identifying the objectives, strategies and actions;
- 2 There is a responsibility on the Partnership/Community Group/Employment Pact to develop a Gender Proofing Practice for the organisation, which is put in practice at all levels. It should not be left to one sub-group to have responsibility for this area;
- 3 Gender Proofing requires that every effort be made to broaden women's participation at all levels of decision making. It is not a technical method of assessment. It is intended to promote more participatory forms of planning. It requires organisations to actively seek out the views and the participation of affected interests such as Traveller Women, Lone Parent Women, disabled women, refugee women, women in remote rural areas and coastal communities;
- 4 Gender Proofing does not replace the need for targeted, women specific policies and programmes;
- 5 It is important to identify and allocate human resources for gender proofing in order to ensure that objectives set can be translated into action.

## 6. Developing an Equality Policy

The development of an equality policy is an essential step in facilitating the organisation in taking gender inequalities on board. The following is an outline of some key pointers in relation to developing equality and gender equality policies:

- To promote full and effective equality means: to eliminate the inequalities that lead to poverty and social exclusion - to achieve a society that guarantees the inclusion of all groups and one that values rather than discriminates against differences.
- Full and effective equality may be understood to have the following elements:
  - Equality of Access in terms of equal rights to participate in economic, social, political and cultural life;
  - Equality of Participation - equality depends not simply on having formal rights to participate but on having the ability and resources to exercise that right.

*Equality of participation requires policies and practices, which enable women and men to participate on equal terms. This means ensuring that basic material, psychological, educational and other needs of women and men are met so that they are in a position to participate on equal terms. It also means encouraging participation - this involves proactive work to build the capacity of those excluded to participate. These strategies can include affirmative action measures, training, technical assistance and education.*

- Equality of outcome - where overall equality is achieved between marginalised and non-marginalised in terms of access to and the distribution of economic, educational, cultural and other benefits.

## 7. Stages in Developing a Gender Equality Policy

Developing a gender equality policy should be a dynamic process involving all members of an organisation, in stating clearly the values and principles, which will underpin their work and identifying objectives, which will facilitate them to put these values and principles into practice.

### 1. Awareness of Gender Equality

The first step in the development of a gender equality policy involves developing an awareness and promoting an understanding and analysis of the situation for women and men

It also involves developing an understanding of the impact of other equality issues on gender. Women are not a homogenous group and are divided along other lines such as class, age, occupation, income, ethnicity, marital status, sexual orientation, responsibility for dependants and disability. These further divisions between women also have an impact on their experience of inequality and marginalisation.

### 2. Developing a Gender Equality Policy Statement

A Gender Equality Policy Statement needs to be developed which indicates:

- An understanding of the concept of gender equality, a commitment to gender equality and a recognition that in Irish society discrimination operates to the disadvantage of women;
- The principles and values which will inform the work and the equality objectives that the Partnership/Community Group, Employment Pact will address;
- The actions to be taken by the Partnership/Community Group/ Employment Pact or organisation to achieve gender equality in relation to planning, development of objectives, strategies and actions and monitoring and evaluation.

### 3. Ownership

Ideally, a group should engage in a process of defining their gender equality policy statement before the process of planning so that it informs all other areas of the work. In reality this is rarely possible, and it is more desirable to engage in a process of discussion and consultation within the organisation and with women and women's groups to develop a statement which reflects the context of the work and which has ownership of the statement from within.

## 8. Drawing Up Socio Economic Plans - Taking account of the needs of women and men.

The guidelines issued for drawing up a socio-economic and demographic profile of the area indicate the inclusion of the following types of data:

- A map indicating boundaries and areas of greatest disadvantage;
- A demographic profile of the area including in particular a profile of the target groups for each measure;
- A socio-economic profile;
- A profile of service provision;
- A profile of community organisations and groups and their activities.

In order to gender proof the process of gathering this data, it will be necessary to seek data in relation to women and men in order to address adequately their needs and issues in the development of plans.

In relation to a demographic profile, it will be necessary to look for the numbers of women and men in relation to headings such as:

- Long-term unemployed women and men
- Lone parents, women and men
- Young women and men out of education training and work
- Disabled men and women
- Women and men involved in subsistence farming or in remote rural areas
- Women and men Travellers
- Women and men refugees and asylum seekers

This data may or may not be easily available from local sources such as the Department of Social and Family Affairs, Health Board, FÁS, Teagasc, etc. If it is not available, it is feasible to collect local data in relation to specific target groups from local sources. The availability of this specific data is crucial in relation to setting targets and developing indicators to measure the effectiveness of the work. Gathering local data can also be incorporated as the first stage in the development of participatory planning methods. It can involve disadvantaged areas and target groups and in particular disadvantaged women in areas to actively identify their own need, which can later inform the analysis of the situation and the development of responses to the needs identified.

The socio economic profile, the profile of service provision and the profile of organisation and development activities of local groups also need to be carried out from the perspective of women and men.

It requires that specific information is sought and collected in relation to areas such as:

- Existing Industry and the participation of women and men in these industries
- Agriculture and the situation of women in relation to agriculture
- Tourism and women's role in its development;
- It should be particularly concerned with creating a picture of the economic activity of women and of women's participation within these sectors and highlighting issues such as women on low pay, women in seasonal employment, women's involvement in management and decision making. This data is an important part of making an analysis for the situation for women and men;
- The main social, cultural and environmental activities and programmes, and the role and participation of women and men in these activities and programmes;
- A profile of service provision for men and women and the level of participation of women in non-gender specific services;
- A profile of the level of organisation and development activities of community organisations and groups - the role and participation of women and men in these organisations.

## 9. An Analysis of the Socio-Economic and Demographic Profile of the Area

The analysis is drawn from the data gathered above and from a process of engaging groups and communities in a process of consultation in relation to their needs and their analysis of the structures and processes which have caused them to benefit least from social and economic development to date.

In order to gender proof this process, it will be necessary to:

- Present the information gathered in the profile;
- Assist women in making an analysis of the social and economic situation as they experience it;
- From this analysis assist them in the development of responses to the issues they identify.

Gender proofing in this context involves taking on board the particular experiences of women. It involves incorporating analysis as presented by women on an equal footing with the existing analysis, which has been predominantly dominated by men's experience due to their position in relation to power and decision-making.

It involves putting in place specific measures to ensure the participation of women in the analysis of the socio-economic and demographic profile

If women or particular target groups of women do not engage in the initial stage of the planning process, further positive action/capacity building is required

Because needs are not expressed does not mean they do not exist. Because views are not given does not mean that views are not held.

## 10. Development of Objectives, Strategies and Actions

Gender equality has both quantitative and qualitative aspects. The quantitative aspect implies an equal distribution of women and men in all areas of society, such as education, work recreation and positions of power. The qualitative aspect implies that the knowledge, experiences and values of both women and men are given equal weight in socio /economic development.

In relation to the development of Objectives, strategies and actions which will make up local area plans, it is necessary to ensure that the knowledge, experiences and values of both women and men are given equal weight in informing how the objectives, strategies and actions are defined.

It is also necessary that the diverse range of women's interests and needs are given equal weight and not just the views of the most powerful women.

These requirements in relation to developing plans will demand the development of new and innovative planning methods and decision-making structures.

These planning methods will need to engage the diverse range of women's interests in the process of defining plans.

Methods will also need to be put in place to ensure the participation of the most marginalised women in the process. Capacity building measures and positive action programmes will need to be incorporated into plans to ensure that all women can achieve equality of participation in the planning process.

## 11. Assessing the Impact of Plans on Women and Men

As already stated it is crucially important that participatory planning mechanisms are built in from the beginning of the planning process in order to ensure that the views and interests of women and men are incorporated from the outset. It is also necessary to develop a system of assessing the gender impact of strategies and actions while the plan is being developed.

An assessment of the impact on women and men will involve an assessment of:

- Access - will women and men have equal formal access to the action? This may impact on issues such as recruitment for the initiative, have mechanisms been put in place to ensure that women and men have access to relevant information in relation to the initiative? If not, what additional measures are needed to ensure equality of access?



- Participation - will women and men have equal opportunity to participate in the initiatives. Have the material, educational, childcare social care needs and other needs of women and men been met so that they are in a position to participate on equal terms? If not what additional measures are needed to ensure equality of participation?
- Outcome - will the initiative achieve equality between women and men in terms of access to and the distribution of economic, education, cultural etc benefits of the initiatives. If not what additional measures are needed to ensure equality of outcome?

Women need to be actively involved in assessing this impact. This will involve Partnerships/Community Groups/Employment Pacts working in partnership with local women's groups who should be key players in making this assessment of the impact of the proposed strategies and plans on women and in identifying additional measures to redress inequalities in plans.

### ADM RURAL PROOFING GUIDELINES

The following is an overview of steps involved in rural proofing which are taken from an ADM publication of '*Rural Proofing for the Local Development Social Inclusion Programme-Supporting Rural Communities*'.

The NDP contains a requirement that all programmes, national and local, economic and social, be "Rural Proofed". For the Integrated Social Inclusion Programme, this will provide an additional tool in engaging effectively with social exclusion in a rural setting. Rural Proofing might be defined as:

*Identifying, describing, assessing and monitoring in a structured manner the direct and indirect effect of policies, programmes and actions on different rural areas, on their resources and on different categories of people living in these areas.*

In particular, it involves examining the appropriateness of structures, processes and strategies from a particularly rural perspective. In doing so, it takes account of the diversity of "target groups" and the multiplicity of factors that combine to make them "disadvantaged", and takes explicit account of the role of rurality in contributing to their disadvantage.

#### **Rural Proofing is important for a number of reasons**

- It acknowledges the varying degrees of rurality
- Encourages organisations to map and describe the extent of rural exclusion in their area.
- Ensures that specific programmes, structures and actions are put in place to address rural exclusion
- Encourages organisations to address the spatial (geographic nature of rural exclusion as well as targeting particular groups. It targets people and places.

#### **Commitment to Rural Proofing**

The 1999 White Paper on Rural Development states that "*as an over-riding general principle, the Government is committed to the 'Rural Proofing' of all national policies so as to ensure that policy makers are aware of the national impact of policy proposals on the economic, social, cultural and environmental well-being of rural communities.*"

The NDP gives effect to the policy framework. The Plan states that: "As agreed by Government in relation to the White Paper on Rural Development, administrative procedures will be introduced for all Departments to ensure that policy makers are aware of the likely impact of all proposals on rural communities. The operation of these procedures will contribute significantly to integrating the strategy for the economic and social development of rural areas with the objectives and principles of other policy initiatives and, in particular, of the National Anti Poverty Strategy"

The regional Operational Programmes similarly contain a specific reference to Rural Impact (particularly in the BMW region). This focuses on how the Rural Development, Culture, Recreation, Sports, Village and Urban Renewal, Forestry Industry, Fishery/Aquaculture, and Rural Water measures will benefit the rural economy.

The Programme for Prosperity and Fairness states that *"procedures for Rural Proofing of all national policies are in place and will be supported by detailed guidelines for Government Departments early in the period of this Programme. The operation of these procedures will contribute significantly to integrating the strategy for economic and social development of rural areas with the objectives and principles of other policy initiatives and, in particular, of the National Anti-Poverty Strategy"* These guidelines are mindful of this commitment and also draws on other experiences of proofing, such as the experience of equality proofing.

**Step-by-Step Guide to Rural Proofing**

This four-step model of Rural Proofing is proposed for the Partnerships/Community Groups and Employment Pacts and is outlined in Figure 1. These steps are described more fully in the above-mentioned publication. Each is designed to have a clear purpose, set of activities and output, and with a logical flow and feedback between the steps.

**Figure 1: Steps in Proposed Model of Rural Proofing**



## Preconditions of Successful Rural Proofing

Successful completion of the Rural Proofing steps summarised in Figure 1 has two important pre-conditions. First, the process must be sufficiently resourced in terms of time, personnel and funds. Second, there should be an initial phase of awareness building and training on Rural Proofing. Introduction training for the board members, working group and staff of Partnerships/Community Groups/ Employment Pacts is critical in the promotion of the idea of proofing, ie it is assumed in the text, which follows that the user is already reasonably up to speed on what is generally required and on the reason for it.

Figure 2: Possible Principles Underlying Implementation of Rural Proofing

1. The Partnership/Community Group/Employment Pact is committed to a vision of rural inclusion and to Rural Proofing as a means of furthering that vision.
2. *Rural Proofing requires that every effort be made to broaden rural participation at all levels of decision-making. Rural Proofing is not intended to be a merely technical mechanism of assessment. It is intended to promote more participatory forms of policy-making.*
3. Issues across all areas of activity will be defined and assessed in such a manner that differences and difficulties in impact between urban and rural target groups and between target groups in different rural areas can be diagnosed. Rural Proofing aims to address perceived imbalances in prioritisation.
4. Responsibility for translating Rural Proofing into practice is system-wide and rests at all levels of the Partnership/Community Group/Employment Pact. Accountability for outcomes will be monitored.
5. Rural Proofing will be one aspect of a comprehensive approach to policy development and will enhance the quality of current analysis and procedures. The questions asked, as part of the proofing process should stimulate reflection and further inquiry.
6. Rural Proofing does not replace the need for targeted, rural specific policies or actions and initiatives.
7. Clear will and support, and the allocation of appropriate human and financial resources for Rural Proofing will ensure the successful implementation of Rural Proofing in practice.

## Step 1: Rural Policy Statement

Step 1 involves preparation of a Rural Exclusion Policy Statement. This is necessary because Rural Proofing will lead to questions about a 'standard' or vision of rural development and the objectives against which proofing is to take place.

A Rural Exclusion Policy Statement would articulate:

- A rationale for, and any principles underlying, its Rural Proofing process;
- The principles and values that inform the group's Rural Proofing work;
- A vision of an inclusive rural society which allows for a context in which choices can be made by the Partnership/Community Group/Employment Pact;
- An awareness and understanding of how rurality affects the incidence and experience of disadvantage and exclusion in the Partnership/Community Group, Employment Pact area;
- Who is involved in drawing up the rural policy statement;
- Recognition of the specific nature of rural exclusion prevalent in the local area.

While each Partnership/Community Group/Employment Pact need to consult locally as to its vision or policy on rural inclusion and exclusion, the vision of rural society set out in the 1999 White Paper on Rural Development should act as a common starting point.

### Output:

The output of Step 1 will be a short Rural Exclusion Policy Statement for each Partnership/Community Group/Employment Pact area.

## Step 2: Rural Proofing Plan

### Link to Strategic Plan

Following the standard contents of the Strategic Plan, four areas of activity of the Partnership/Community Group, Employment Pact are likely to require modification as a result of Rural Proofing:

- Structures and Participation
- Socio-economic and Demographic Profile and Analysis
- Partnership/Community Group, Employment Pact Objectives
- General Strategy

This could be done by preparing a short supplementary "Rural Proofing Plan".

## Structures and Participation

Strategic Plans should demonstrate a commitment to tackling disadvantage in general but also specifically rural disadvantage. The structures, processes and capacity for delivering on this rural commitment should also be outlined. Plans should therefore provide information on membership, on structure of Boards and Committees, and on relevant staffing responsibilities.

Consultation processes should provide “space” to allow adequate articulation of rural concerns. This requires facilitating a participatory approach by the rural disadvantaged (not just general rural groups), across the planning, implementation and monitoring processes. This approach should aim to include those who are most remote from available services. The subsequent description of the consultation process in the Plan itself will record how this rural participation has occurred.

Information provided in the Plan in this regard might include:

- Links with rural development and other rurally-focused bodies in the area;
- The representation of relevant interests on Boards, committees and sub-groups;
- Creation of specific structures with a mandate to ensure that the planning and work of the Partnership/Community Group/Employment Pact is informed by the views, aspirations and needs of people experiencing rural social exclusion;
- How rural concerns are reflected in staffing structures, skills and responsibilities.

## Socio-economic and Demographic Analysis

In the normal practice of Partnerships/Community Groups/ Employment Pacts relevant target groups are identified and the range and level of apparent need assessed. Rural Proofing should include analysing the area through a specifically “rural lens”.

By way of example, take the case of lone parents. If lone parents constitute a key target group, the assumption is that this target group will be profiled in the normal manner using available statistics. To facilitate Rural Proofing, lone parents could then also be “located” across sub-areas in order to highlight issues/needs that are specific to those in more rural or remote areas (eg lack of transport, absence of minimum number for training courses etc). These issues can then be systematically taken into account in planning, programme design and costing.

To determine levels of need based on degree of rurality, a matrix such as that set out in Figure 3 could be completed, one for each target group. Working on the basis of using data at the level of DED, we assume that each sub-area in which target group members are identified will involve one or a cluster of DEDs. These are shown as “the Sub-Areas” on the left column of Figure 3.

Figure 3: Locating of Target Group by Sub-Area within Partnership/Community Group/Employment Pact area and Description of Sub-Areas

Target Group: (eg Lone Parents) Total No. in Total Area: xxx										
Area	No. (%) of People in Target Group in sub-area	Distance from LDSIP Company Office or other Services for Disadvantaged Groups	Target group in sub-area as proportion of all target groups	Proportion of Labour Force Engaged in Agricultural Activity/ Industry/ Services			Ease of Access to Public Transport			Other
	No. (%)	Average Miles	%	Ag.	Industry	Ser.	1	2	3	
Sub- Area A										
Sub- Area B										
Sub- Area C										
Sub- Area D										
Sub- Area E										

*Note: one matrix to be completed for each of the main target groups*

The benefit of this matrix approach is to make as explicit as possible the incidence of social exclusion that is related to, or compounded by, rurality. This is relevant even within the area of a rural Partnership/Community Group/ Employment Pact which might define itself as “rural”.

Consistent with our overall approach in these Steps, it is not intended to supersede existing planning practice. Instead, the aim is to ensure that account is taken of rurality in the planning and strategy of Partnerships/Community Groups/ Employment Pacts as well as in day-to-day actions and reactions.

The column headings across the top of Figure 3 and the units of measurements within them, are indicative and should be tailored to local conditions and/or the individual target group in question. For example, in the case of people with disabilities it will probably be necessary to include a heading relating to 'accessible public transport'. In the case of Gaeltacht areas, it will be necessary to include a heading relating to 'language'. Other headings that could be relevant would include distance from a specific facility (eg hospital, health centres, day-care centre, childcare facility), or quality of rural infrastructure.

The main point is that such a mechanism is used to provide a reasonable scoping of degrees of rurality for each of the principal target groups, ie a matrix like this could be done for each main target group in the area.

**Nationally agreed indicators of rural disadvantage would make this type of analysis easier**, ie it would provide an agreed and common starting point for choosing the indicators which constitute the columns in Figure 3. However such agreed indicators do not currently exist.

#### **Partnership/Community Group/Employment Pact Objectives**

Strategic Plans outline specific objectives and targets to address marginalisation as it exists within the Partnership/Community Group/Employment Pact area. Arising from consideration of the previous profile, analysis and the identification of the needs to be addressed, the objectives of the Plan could contain a specific section on rural concerns. These could also reflect the Policy Statement on Rural Exclusion drawn up in Step 1.

#### **Rural Strategy in the Strategic Plan**

In articulating the general strategy to be adopted by the Partnership, Community Group and Employment Pact, it might be expected that the Policy Statement on Rural Exclusion will be drawn upon. Specifically, it could be noted that targeting rural disadvantage often requires a proactive approach, involving outreach work, consultation, childcare services, access to transport, capacity building and liaising with the target group. It might also be noted that specific efforts to ensure equality of access, communication, delivery and information may be warranted.

#### **Output:**

The output of Step 2 will be a short, structured set of amendments to the existing Strategic Plans across the areas referred to here, and to any other which may be seen as appropriate.

#### **Step 3: Rural Impact Assessment**

Step 3 involves assessing the rural impact of strategies and actions when the Group's short-term implementation plan is being developed. This could use a systematic process of Rural Impact Assessment (RIA) to assess the impact on rural areas and communities of any policy/action proposal.

Such a Rural Impact Assessment would ask a series of questions about the proposed action. Figure 4 suggests a list of questions.

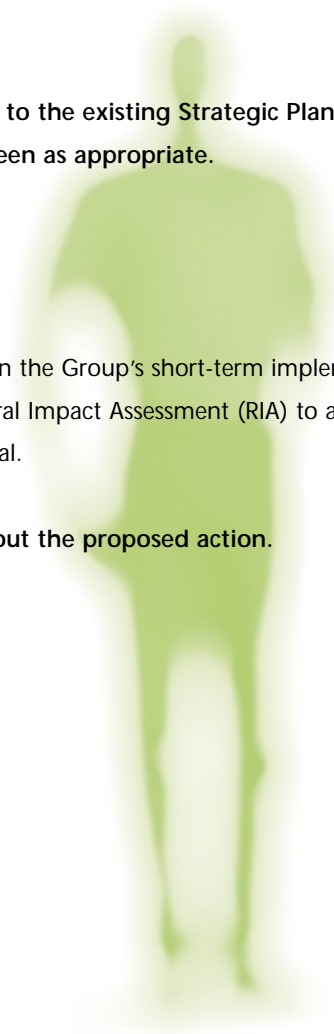




Figure 4: Examples of Questions in a Rural Impact Assessment

#### **Stage A: Define Desired Outcomes**

- What is the primary objective of the action proposed?
- Which measure is it under?
- How is it intended to impact on target groups named in the plan?
- How many of the target groups in question are located in rural districts within the area as identified by the socio-economic profile of the area?
- Are the rural constituencies of those target groups involved in design, delivery and review of the action proposed?

#### **Stage B: Assess Rural Impact**

- Does this initiative reach members of the target group situated in each of the defined rural areas?
- How does it contribute to the reduction of their social exclusion or the risk of that exclusion?
- How appropriate is the implementation or delivery mechanism of this initiative to the rural area/community/constituency in question in terms of the criteria below? The possibility of particular groups being excluded from the potential benefits of a proposal could also be noted. In particular, do barriers to participation by rural communities exist in relation to equality of access, participation and outcome?

#### **Stage C: Modification**

- Where the proposal may have a negative impact on the incidence of rural exclusion, how can this negative impact be eliminated/reduced? What consideration has been given to mitigating measures? {this could include proposals to counteract adverse effects which may be identified for certain sub-groups, even if the impact on the overall target group is positive}
- If the proposal had no effect on rural targets, what options or alternatives might be identified to produce a positive impact? This could address any potential for certain groups to miss out on benefits generally available to the target group?

#### **Stage D: Justification**

- What rationale/information/data has been relied on in making assessment?
- Has all relevant reliable information from credible informants been considered?
- What additional information is required to ensure that all relevant perspectives are taken into consideration?
- Is the available information sufficient and appropriate to define the policy?
- Who has been consulted in designing the proposal?
- What steps were taken to enable rural groups to participate in and contribute to the design of the proposal?

Rural Impact Assessment can provide an ex-ante evaluation of the potential impact of the policy/action proposed on the incidence of rural exclusion. It should take the form of a number of concise and informative paragraphs for each of the three eligible measures.

If the results of the assessments are negative from a rural perspective, it is implicit within the concept of Rural Proofing that consideration either of alternatives, or at least adjustments, is made.

Factors that warrant attention in tackling rural social exclusion effectively and in delivering appropriate services, and which would merit highlighting in the RIA, include:

- Design of actions which are equally available and accessible to all members of the target group, irrespective of their location and/or which specifically address the barriers to participation that rurality presents;
- Delivery methods which take account of local conditions such as lack of transport, distance from services or jobs and low level of mainstream provision;
- Ensuring equality of access to mainstream schemes through information dissemination, assistance, support and technology;
- Ensuring the relevance of action content to the needs of the rural target groups;
- Engaging in proactive and innovative working practices and consultation methods to ensure participation by target groups in rural areas;
- Encouraging and empowering target groups to take part in the processes. Funding and support for the creation of rural community based groups within the target groups allows these groups a space within which to formulate their interests and needs.

#### **Output:**

The output of Step 4 will be a short Rural Impact Statement on each action in the implementation plan.

#### **Step 4: Rural Proofing Review**

At the end of each year, Partnerships, Community Groups and Employment Pacts should include a review of the specific impact of strategies on rural disadvantage. This would be done against the area's benchmark data and targets in assessing effectiveness as regards meeting the identified rural concerns. This should be included in the annual report, or in other review/evaluation documents. The results and lessons learnt could be highlighted for use in finalising the next programme of activities.

#### **Output:**

The output of Step 4 will be a short Annual Review of input on rural social exclusion. This should be incorporated in or appended to the annual report.

## Conclusion

This step-by-step overview to rural proofing has been briefly outlined above. Further details and background discussion is available from an ADM publication '*Rural Proofing for the Local Development Social Inclusion Programme-Supporting Rural Communities*'.

These steps should be regarded as pilot ones. ADM plan to pilot these guidelines in co-operation with a number of interested rural Partnerships/Community Groups/Employment Pacts and then refine in light of that practical experience.

### THE EMPLOYMENT PACTS

The four Employment Pacts are strategic partnerships established to promote the economic development of the territories in which they operate, and specifically to add value to local employment and social inclusion measures. This work includes harnessing the energies of all key actors within the area to promote new employment initiatives or add value to existing programmes and promote best practice. They also seek through their work to impact on policy developments and on the co-ordination of effort within their territories. The Employment Pacts were established under a special EU programme in 1998. A total of 85 were formed throughout the EU.

Employment Pacts have enjoyed varying degrees of success, and widely established the principle of partnership throughout Europe. Many have since been mainstreamed within national and regional programmes. In Ireland, within the Regional Social Inclusion Programmes of the National Development Plan funding for Employment Pacts has continued, this is managed by ADM under the Social Inclusion Measure of the National Development Plan. The four Irish Employment Pacts cover different types of areas; a rural region (Westmeath Employment Pact), a joint two-towns initiative (Dundalk-Drogheda Employment Pact), a city pact (Limerick Employment Pact), and an urban region pact (Dublin Employment Pact). The Dublin and Westmeath Employment Pacts are independent companies managed by Boards consisting of the key local and regional players, while the Limerick and Dundalk-Drogheda Employment Pacts are managed by broad-based Steering Groups while functioning as part of the programmes of the Local Partnership Companies.



### THE EQUAL OPPORTUNITIES CHILDCARE PROGRAMME

#### Introduction

The EOCP is funded by the Irish Government and part-financed by the European Union Structural Funds under the National Development Plan 2000-2006. The National Development Plan (NDP) is the largest and most ambitious investment plan drawn up for Ireland. It provides for investment of over €66 billion (£52 billion) of Public, Private and EU Structural & Cohesion Funds over the period 2000-2006.

The Government has made Childcare<sup>21</sup> a priority under the National Development Plan 2000-2006 and funding in excess of €317 million (£250 million) has been allocated specifically to Childcare. Subsequent to a further allocation by the Government, the funding available up to 2006 is now €437 million (£344 million).

The Department of Justice, Equality and Law Reform has lead responsibility for the co-ordination of the Government's National Childcare Policy and ADM Ltd manage the Equal Opportunities Childcare Programme (EOCP) on their behalf.

The objectives of the Programme are:

- To improve the quality of childcare in Ireland.
- To increase the number of childcare facilities and childcare places.
- To introduce a co-ordinated approach to the delivery of childcare services.

To assist the Programme in attaining these objectives, the following have been put in place:

- a) EOCP grant schemes that are directly available to Childcare Providers.
- b) EOCP funding allocated and channelled through appropriate organisations for quality improvement measures.
- c) National and Local Co-ordinating Structures with support for strategic plans at County Level

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21. Childcare is Measure 1 of the Social Inclusion Sub-Programme of the Regional Operational Programme.

#### a) Grant Schemes available to Childcare Providers

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Sub-measure 1 (Capital)	Capital Grants are available to support: <ul style="list-style-type: none"><li>• Community/not for profit childcare facilities/services (no grant limit applies)</li><li>• Small scale self-employed providers – under 20 places (up to a maximum of £40,000 available with matching funding of 35% required)</li><li>• Self-employed providers – over 20 places (up to a maximum of £40,000 available with matching funding of 35% required)</li></ul>
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Sub-measure 2 (Staffing)	Support for community/not for profit organisations (which must have a focus on disadvantage) is available in the form of staffing grants to cover salary and associated admin costs.
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#### b) Quality Improvement Funding Channelled through Appropriate Organisations

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Sub-measure 3 (Quality Improvement)	<ul style="list-style-type: none"><li>• Development support for the National Voluntary Childcare Organisations, e.g. IPPA, Barnardos.</li><li>• Resources for 'local or county' quality improvement measures which are being allocated directly to County Childcare Committees who will carry out specific actions as part of their Childcare Strategic Plan (e.g. networking &amp; training).</li><li>• National/Regional Quality Improvement proposals, which are nationally or regionally focused, will be assessed centrally by the EOCP (e.g. Border Counties Childcare Network).</li></ul>
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### c) National and Local Co-ordinating Structures

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The Department of Justice, Equality and Law Reform have established the following structures to ensure the development of a co-ordinated approach for childcare.

- **Interdepartmental Policy Committee** for Childcare to bring about cross-departmental and cross agency co-operation/co-ordination in Childcare.
- **National Co-ordinating Childcare Committee (NCCC)** to oversee the development of a childcare infrastructure in an integrated manner throughout the country. To date the following Sub-Groups of the NCCC have also been set up:
  - **Certifying Bodies Sub-Group** whose primary responsibility is to develop a qualifications and training framework for the early childhood, care and education sector.
  - **Advisory Sub-group** (for Children with Special Requirements, Minority Ethnic Groups and Traveller Children), whose primary function is to proof the work of the National Co-ordinating Committee.
  - **School Age Working Group on Childcare** whose remit it to review existing provision, develop guidelines and quality standards and make proposals for the development of services for this age group (4yrs to 14 years).
  - **County Childcare Committees** whose mission and guiding principles are:  
“The Government’s National Childcare Policy has assigned County/Area<sup>22</sup> Childcare Committees as the key local component in the development of a co-ordinated approach to quality childcare. Their strategic focus is to advance the provision of quality childcare facilities and services within the designated local areas. The role and function of County Childcare Committees is in addition to other existing support and advisory services (Statutory and Non Statutory) and is expected to reinforce, enhance and provide a co-ordination mechanism at county level.

#### Membership and Structure of the County Childcare Committee

The membership of the Committee is broadly based and representative of all the key stakeholders in each county. This includes representatives from the Local Development Partnerships/Community Groups along with representation from the statutory sector, the social partners, National Voluntary Childcare Organisations, parents and providers of childcare

Where possible they have been built on appropriate structures that already existed in the area, particularly those funded under the EOCP, EU initiatives and the Programme for Peace and Reconciliation in the Border Counties. The Committees have either become (or are in the process) a company legally constituted under the companies act and limited by guarantee or a subcommittee of another body, which is legally recognised. In time the Committee will be a sub-structure supporting the City and County Development Board as outlined in Section 3.11 of the Taskforce Report “Preparing the Ground: Guidelines for the Progress from Strategy Groups to County/City Development Boards”.

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22. In some counties it may be necessary to sub divide a county where the demographics warrant a more manageable sub set (e.g. Dublin)

## **Aims of the County Childcare Committees**

The key aims of the Committees are:

- To develop a co-ordinated strategy for childcare provision in the area/county.
- To increase the supply of childcare services and facilities
- To monitor the implementation of the strategy.
- To support and develop local countywide networks of childcare providers.
- To update and develop the baseline data provided in the National Childcare Census
- To develop an information strategy concerning the provision of childcare within the county.
- To establish and maintain effective links with the appropriate county structures - County Development Board, Local Development Boards, Health Boards (National Children's Strategy) etc.

The Committee will also be consulted during the grant appraisal process of the Equal Opportunities Childcare Programme (by ADM).

The strategy to attain these objectives forms the basis of the County Childcare Plan. Underpinning this strategy are the following guiding principles, which are contained in the report of the Expert Working Group on Childcare, set up under Partnership 2000. These principles are as follows:

### **The needs and rights of children**

All childcare provision should be child-centred in its ethos, policies, practices, curricula, premises, personnel/carer attitude and environment. Outcomes of the plan should be linked to the National Children's Strategy and the UN Convention on the Rights of the Child.

### **Equal opportunities and equality of access and participation**

The provision of quality, affordable and accessible childcare is one mechanism to achieve equality of opportunity in education, training and employment for men and women. All children should have equality of access to, and participation in, quality childcare.

### **Diversity**

The childcare environment must reflect a diverse intercultural and anti-discriminatory approach. The provision of childcare must acknowledge and appreciate the value of diversity in Irish society.

### **Partnership**

A Partnership approach is essential to ensure cohesion, co-ordination and effective collaboration at all levels: policy, planning and local implementation. The development of good quality childcare responses depends on the active engagement and the development of relationships between all stakeholders involved.

### **Quality**

The EU Network 'Quality Targets in Services for Young Children' (1996) states that 'defining quality should be seen as a dynamic and continuous process, involving regular review'. Clear targets and review processes should be defined within the Plan. The impact and outcomes should be measured against the targets set.



## County Childcare Strategic Plan

The strategic objectives of the County Childcare Committee are to advance the provision of quality childcare services within the local areas through the;

- Development of a co-ordinated strategy for childcare provision in the area based on analysis of needs and to oversee effective implementation against targets set by the Committee
- Development of an information strategy concerning the provision of childcare within the county which also updates and develops the baseline data provided in the National Childcare Census
- Development and support of local countywide networks and initiatives which target all categories of childcare providers

The County Childcare Committee is charged with the responsibility to ensure the effective inclusion of childcare needs within the County Development Plan.

The starting point is the development of the County Childcare Strategic Plan (2001-2006), which is to be submitted by the Committee for appraisal in the first half of 2002 and contains a strategy for a co-ordinated approach to childcare provision within the county. The plan will contain: -

Details of the Committee:

- Mission statement, ethos, and membership
- Process of establishment: the consultation undertaken, process and procedures operated within the committee

Details of the area:

- demographic profile of the county
- An identification of current provision and supply
- Specific requirements, unique features etc

Analysis of needs:

- An analysis of the profile, the provision and supply
- An analysis of the future needs of the county.
- Based on this analysis a listing of the priority objectives for the county. This listing will include the identification of appropriate responses to meet the needs of local "black-spots"

Objective Setting:

Provide an overview of how the plan will meet the following objectives;

- Maintain and build the local capacity to establish and sustain childcare places/services across all categories of childcare providers/services
- Promote the initiatives targeted at the support and inclusion of childminders

- Develop and promote quality standards and targets for the county
- Enhance and develop co-ordination at all levels (e.g. development of a childcare support workers forum to avoid duplication and overlap)
- Enhance and develop information sharing and learning systems
- Lever/attract resources from local and national sources to implement specific actions

#### Review and Monitoring:

- The plan should outline how the County Childcare Committee intends to implement its strategy and monitor progress at local level
- The plan should outline the linkage and interaction between the County Childcare Committee and the County Development Board and Local Development Partnerships/Groups to ensure complementarity and co-ordination at local level
- The plan will be produced in consultation with the Director of Community & Enterprise and will contribute to the County Development Plan under the auspices of the County Development Board

#### Process for Appraisal of County Childcare Strategic Plans

- Plans are submitted to the Dept JELR and forwarded to ADM, where a detailed appraisal is undertaken
- DJELR and ADM meet to discuss and agree the appraisal of the Plan
- The executive summary and the appraisal of the CCC Plan is sent to a sub-committee of the National Childcare Co-ordinating Committee for discussion, comment and agreement on the quality of the plan
- Comments made by the NCCC are added to the appraisal document
- The recommendation from the NCCC concerning the Plan is sent to the Minister for Justice Equality & Law Reform for approval.
- Financial details in relation to the 1-year action plans submitted by the CCC, are appraised by ADM, and discussed by the Programme Appraisal Committee (PAC) with final recommendations presented to the Minister for approval.

### PEACE II

Peace building in respect of preparation of long-term strategic plans (2000 – 2006) and shorter term implementation plans (2000 – 2002).

The changing political and socio-economic situation in Northern Ireland has and continues to provide significant challenges and opportunities for all Partnerships, Community Groups and Employment Pacts, particularly those in the southern border counties. During 1995 – 2000 Partnerships in the border counties were able to access funding from the EU Special Support Programme for Peace and Reconciliation, which allowed them to complement their plans and extend their work in social inclusion and socio-economic regeneration to have a particular focus on reconciliation. A new Peace Programme has been agreed for the period 2000 – 2004, a significant element of which is again delivered by a joint Intermediary involving both ADM and the Combat Poverty Agency (ADM/CPA).

In preparing strategic and shorter-term implementation plans within the Peace II Programme Border County Partnerships/Employment Pacts in particular, should note the following:

- 1 Activities to be funded under the Peace II Programme must have a clear focus on peace building and reconciliation and be additional to any actions eligible under the Local Development Social Inclusion Programme. In this respect, actions funded under Peace I will not necessarily be continued under the new Peace II Programme.
- 2 The Peace II Programme specifically targets Victims of Violence, Ex-Prisoners, Displaced peoples and areas particularly disadvantaged both socially and economically as a direct result of the 'troubles' and the existence of the border. Within these sectors and areas, actions specifically targeting Women, Young People, Children and other vulnerable sub-groups will be prioritised.
- 3 All Partnerships/Community Groups/Employment Pacts should also look at the opportunity to undertake cross-border work, that may be funded under the Peace II Programme.

To assist Groups in the development of this aspect of their plans, they should liaise with the Development team at ADM/CPA. They should also note the guidance notes on peace-building in ADM/CPA's application guidelines. Before any application is made to ADM/CPA under the new programme their strategy on peace building should be discussed with them and agreed. This strategy should then form part of both the strategic and short-term implementation plans of Groups, and then any application to the Peace II Programme should be part of this strategy.

### RAPID – REVITALISING AREAS BY PLANNING, INVESTMENT & DEVELOPMENT

#### 1. Background and Context

There was a commitment in Framework 3 of the Programme for Prosperity and Fairness to put in place a Targeted Investment Programme in areas of greatest need. This led to Government decisions on 6th February 2001 and on 30th January 2002. These Government decisions identified 25 areas in main urban centres and 20 areas in provincial towns to participate in the RAPID Programme.

The aim of the programme is to improve the quality of life of communities and to revitalise areas through prioritising and frontloading NDP investment, services and facilities on the basis of agreed strategic plans and through better co-ordination and integration of existing services and resources. This includes the resources of Local Area-based Partnerships and Community Groups funded under the LDSIP in designated RAPID areas.

#### 2. Programme Objectives

Framework III of the Programme for Prosperity & Fairness sets out three objectives which are being met directly through the RAPID Programme. These are:

- To develop a specific integrated policy focus, across the Social Inclusion Measures identified in the National Development Plan, directed at the social groups who are excluded, especially where cumulative disadvantage is pervasive.
- To tackle, in particular, the spatial concentration of unemployment, poverty and social exclusion within the identified designated disadvantaged RAPID areas
- To stem the social and economic costs of social exclusion by developing a range of integrated measures such that the physical, social and community infrastructure of designated communities is developed to allow them harness the social capital and capacity necessary for economic and community development.

These three objectives provide the framework within which local planning and objective setting takes place.

In developing RAPID implementation programmes, two key types of service improvement are envisaged as being of prime importance:

- The improvement in integration and community-focus of existing services, in order to better meet service user need.
- The targeting of new and additional services and facilities into RAPID communities, to meet identified need.

In each local RAPID area, a local plan is developed which defines a series of objectives for the local programme. The knowledge and experience of the local community and the other RAPID participants is the basis for developing this local set of objectives, which reflect the local situation and meet local needs.

### 3. Principles which Underpin the Implementation of RAPID

- Community participation and local ownership
- Promotion of Strategic Planning
- Co-ordination of provision of State Services
- Targeting of “additional” services, investment and facilities
- Building on existing structures
- Complementing existing initiatives
- Flexibility

### 4. Overview of Structures for Co-ordination of Programme

The RAPID programme, is lead by the Department of Tourism, Sport and Recreation in the main urban centres (strand1) and by the Department of Environment & Local Government (strand2) in the 20 areas in provincial towns. The programme builds on the experience gained through a range of recent initiatives (such as the Local Development Programme, the URBAN programme and the Integrated Services Process.). Learning has been extracted from these programmes to inform the development of structures to implement RAPID. The key structures within the RAPID programme are:

- 1 RAPID National Monitoring Committee to oversee and monitor programme development and implementation and to report to Cabinet sub-committee on Social Inclusion on programme progress.
- 2 City/County Monitoring Group to monitor the development and implementation of RAPID plans in all areas within their region and ensure these are fully integrated with CDB and agency strategies.
- 3 Area Implementation Team to support task groups in the development of local action plans and ensure appropriate community input into this work.
- 4 Task Groups to support those implementing the programme and to identify issues and challenges presented in addressing priority needs and respond appropriately.

It is also suggested that a wide community Forum is established or an existing Forum is used as a structure to support RAPID implementation

The structures are set up to ensure the inclusive participation of all those engaged in the provision of services in a disadvantaged area and of those directly affected by the Programme in the communities. They include the representatives of State Departments and Social Partners at a national and at a local level in the structures. Partnerships and Community Groups may be involved in the structures from a County/City level to a task group level where/if the RAPID programme operates within their catchment area. Community representatives are involved from a City County level to a local community forum level.

5. The RAPID Programme Support Budget

The RAPID programme has been allocated a budget to support project implementation. This budget is aimed at supporting the ability of local RAPID areas to properly carry out the task of developing and implementing a Local Area Plan. In particular, the budget is aimed at providing supports to improve and sustain community participation within the process, this budget is managed by ADM.

6. Location of Urban RAPID Areas

(strand 1)

- 5 in Dublin Inner City
- 3 in North Dublin City
- 4 in South County Dublin (3 in Tallaght & 1 in Clondalkin)
- 1 in Fingal (Blanchardstown)
- 1 in Dunlaoghaire Rathdown
- 4 in Cork
- 3 in Limerick
- 1 cluster of neighbourhoods in Waterford
- 1 in each of Bray, Drogheda and Dundalk

Location of 20 Areas in Provincial Towns

(strand 2)

Wexford	Mallow	
New Ross	Youghal	Ballinasloe
Kilkenny	Tralee	Cavan
Carlow	Athlone	Tuam
Athy	Longford	Ennis
Clonmel	Galway	
Carrick on Suir	Sligo	
Tipperary	Navan	



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