

# Working Together Working for Change

The Achievements of the Local Development Social Inclusion Programme 2000-2006



**I** believe the Partnerships are a unique response to local issues of unemployment, disadvantage and alienation, which has harnessed the energy of committed people from the community, political arena, business, trade unions and the State, along with the professional and committed staff of the Partnership companies. We should continue to foster the local area partnership approach as a proven Irish model that should be a permanent feature of the Irish response to social exclusion.

**Padraic White**  
*Independent Chair  
of Northside Partnership*



**M**any employers wish to give a return to the community in which they are based. Often they find it difficult to make such a return in a meaningful way. Within local Partnerships, they can contribute to their communities by bringing their skills and expertise to bear. They also learn from such involvement, in particular in areas such as communication, consultation and cooperation with others.

**Sexton Cahill**, *formerly Employer representative, now Independent Chair of PAUL Partnership*

**T**he Partnership would not exist without the community. The community knows what's happening on the ground, and they are the people whose lives are being affected. That's why we need a bottom-up approach. I was a founder member of our local Partnership, and really feel that I have been empowered by its community development approach.

**Marie Fogarty**, *Community and  
voluntary sector, Chair of KCAN*



**T**he mission of trade unions is to improve the lot of working people, especially the working poor. In times of high unemployment, many union members become the unemployed. The local Partnerships have played a key role in generating local employment through education, training and job preparation. Trade union representatives on these Boards have been enthusiastic in this endeavour.

**Sam Nolan**, *Trade Union representative,  
Chair of Finglas Cabra Partnership*



**T**he farming sector is a vital resource within rural Ireland, particularly in remote regions, and farming representatives bring an extraordinary commitment to their local areas, in collaboration with the Partnerships. The smallholder households programme within the LDSIP is the most innovative approach for many years to address falling farm incomes and the maintenance of a viable rural economy.

**Dermot Leavy**, *Farming sector, Chair of  
Westmeath Community Development*



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# réamhrá 5

Le Éamon Ó Cuív TD, Aire Gnóthaí Pobail, Tuaithe agus Gaeltachta

Tá áthas orm éachta an Clár Forbartha Áitiúla do Chuimsitheacht Shóisialta le sé bhliana anuas a aithint. Tá foilsiú na tuairisce seo tráthúil agus tabharfaidh sé comhairle do na comhsealbhóirí go léir a bheidh páirteach i gclár iniamh sóisialta sna blianta amach anseo.

Dúras cheana, nach bhféadfaí an iomad béime a chur ar thábhacht pobail do leas an duine aonaraigh agus don sochaí. Maidir le sin, ba mhaith liom aitheantas a thabhairt agus buíochas a ghabháil leo siúd a thug an méid ba mhó agus a d'oibrigh is déine chun tacaíocht a thabhairt do phobail agus iniamh sóisialta a chur chun cinn.

Ba chóir go mbeadh baill na dtríocha ocht Páirtíocht Ceantar-bunaithe, na dtríocha-haon Páirtíocht Pobail agus an dá Chomhaontú Fostaíochta an-bhródúil as a gcuid éachtaí go dtí seo. Go h-áirithe, ba chóir iad siúd san Earnáil Pobail agus Deonach, a chabhraigh ar gach leibhéal laistigh des na struchtúir seo, a lua go speisialta. Ní fhéadfadh éachta an LDSIP, mar shampla, an líon mór daoine a fuair tacaíocht faoi na seirbhísí do dhaoine difhostaithe agus na mílte duine a

chríochnaigh oideachas le teastais agus cúrsaí traenála, a bheith déanta murach a dtacaíocht, a ndíogras agus a ndúil san obair. Rinne Pobal riarachán leanúnach, ar son an Rialtais, ar son an AE agus ar son comhsealbhóirí náisiúnta ar an gClár Forbartha Áitiúla do Chuimsitheacht Shóisialta agus ar chlár eile leis, gan amhras, leis na caighdeáin is airde agus tá moladh tuillte acu toisc an tuairisc seo, atá faisnéiseach, a fhoilsiú. Creidim, trí forbairt a dhéanamh ar ár dtaithe ar rannpháirteachas agus ar pháirtíocht phobail is féidir linn leanúint le feabhas a chur ar sheachadadh tacaíochtaí riachtanacha chuig pobail áitiúla.

Míle buíochas do gach duine a bhí páirteach san obair seo thar na blianta.

# 6 foreword

by Éamon Ó Cuív TD, Minister for Community, Rural and Gaeltacht Affairs



I am pleased to recognise the achievements of the Local Development Social Inclusion Programme (LDSIP) over the past six years. This report's publication is timely and will advise the thinking of all stakeholders involved in social inclusion programmes in the years to come.

I have said before that it is impossible to overstate the importance of community to the good of the individual and society. In that regard, I would like to recognise and thank those who have given most and worked hardest to support communities and to promote social inclusion.

The members of the thirty-eight Area-based Partnerships, the thirty-one Community Partnerships and the two Employment Pacts should feel justifiably proud of their achievements to date. In particular, those in the Community and Voluntary Sector who have contributed at all levels within these structures deserve special mention. LDSIP achievements such as the significant numbers supported under the services for the unemployed and the many thousands completing certified education and training courses, could

not have been accomplished without their support, enthusiasm and dedication.

Pobal, on behalf of the Government, EU and other national stakeholders, have consistently administered the Local Development Social Inclusion Programme and indeed other programmes to the highest standards and are to be commended for producing this very informative report. I believe that by building on our experience of community participation and partnership we can continue to improve the delivery of necessary supports to local communities.

Míle buíochas do gach duine a bhí páirteach san obair seo thar na blianta.





# brollach 7

Leis an Dr. Tommy Cooke, Cathaoirleach Gníomhach, Pobal

De réir mar dhruidimid leis an idir-thréimhse ón gClár Forbartha Áitiúla do Chuimsitheacht Shóisialta - a bhí maoinithe mar cuid den Clár Forbartha Náisiúnta 2000-2006 - chuig clár leanúnach, is deis oiriúnach é seo chun machnamh a dhéanamh ar torthaí an chláir agus ar na ceachtanna atá foghlamtha uaidh. Tá súil againn go mbeidh an tuarascáil seo ina áis úsáideach dóibh siúd a bheidh páirteach i cur i bhfeidhm cláir san todhchaí.

I rith na sé bliana atá imithe thart, sholáthar Pobal (Area Development Management -ADM - roimhe seo ) tuarascálacha go rialta faoi feidhmiú an chláir don Roinn Gnóthaí Pobail, Tuaithe agus Gaeltachta agus do na Coistí Monatóireachta Réigiúnach, agus foilsíodh sraith tuarascálacha taighde a mhéadaigh ar an fhoghlaím ón clár (féach Aguisín 3). Tugann an tuarascáil achoimre seo cinnidh na tuarascálacha sin le chéile chun iad a chur ar fáil i cruth atá insroichte ag lucht léitheoireachta níos leithne.

Tugann an líon mór daoine agus grúpaí a fuair tacaíocht faoin clár fianaise ar obair cumasach na comhlachtaí Páirtíochta, agus

cuirimid roinnt sonraí i láthair maidir leis an líon ar tugadh tacaíocht dóibh in Aguisín 2 agus tríd an tuarascáil. Ach ní féidir roinnt de na h-éachtaí forleathan is mó a sholáthair an clár a léiriú le figiúirí agus le graif - treisiú rialtais áitiúil, tacú le comhphobail, comhoibriú idir-eagraíochta, nuálaíocht. Cuireann an tuarascáil seo béim láidir ar na h-éachtaí sin.

Léirítear samplaí de thograí tríd an tuarascáil. Toisc go raibh an oiread acu le roghnú astu ní raibh sé éasca na samplaí a roghnú le cuir chun suntais. Rinneadh obair den scoth ar fud na tíre, agus ní léiríonn na eiseamláir ach trasghearradh.

Ní fhéadfaí an obair a rinneadh faoin clár - an tuarascáil seo san áireamh - a chur i gcríoch gan an maoiniú agus an tacaíocht a sholáthar an Roinn Gnóthaí Pobail, Tuaithe agus Gaeltachta, agus táimid buíoch don Aire as ucht a tacaíocht leanúnach don clár.

Chomh maith le sin, ní fhéadfaí aon chuid den obair a dhéanamh gan cuidiú éachtach ó na Páirtíochtaí, na Boird Stiúrtha agus a foirne, Bord agus foireann Pobal, agus - is

tábhachtaí ar fad b'fhéidir - ionchur fairsing deonach ó daoine agus grúpaí phobail ar fud na tíre. Tá éachtaí uile an chláir bunaithe ar an fuinneamh agus an gealltanas atá léirithe ag na daoine uile a thug tacaíocht don clár agus do obair na bPáirtíochtaí.

# 8 introduction

by Dr. Tommy Cooke, Acting Chairperson of Pobal



As we approach the transition from the Local Development Social Inclusion Programme - which has been funded as part of the National Development Plan 2000-2006 - to a successor programme, it is a good time to reflect on what the programme has achieved and what lessons have been learnt from it. We hope that this report will be a useful resource for those involved in implementing a future programme.

Over the course of the last six years, Pobal (formerly Area Development Management, ADM) has submitted regular reports on the performance of the programme to the Department of Community, Rural and Gaeltacht Affairs and to the Regional Monitoring Committees, and has published a series of research reports which have drawn out the learning from the programme (see Annex 3). This summary report draws the findings of these reports together and presents them in a format that is accessible to a wider audience.

The large numbers of individuals and groups that have been supported under the programme are a testimony to the tremendous work of the Partnership

companies, and we present some of the data on the numbers supported in Annex 2 and throughout the report. But some of the most far-reaching achievements of the programme - strengthening local governance, supporting communities, inter-agency cooperation, innovation - cannot be presented in figures and graphs. This report places a strong emphasis on those achievements.

Examples from the work appear throughout the report. Selecting which examples to highlight was not easy, as we had so many to choose from. Excellent work has been done all over the country, and the examples simply represent a cross-section.

None of the work carried out under the programme - including this report - would have been possible without the funds and support provided by the Department of Community, Rural and Gaeltacht Affairs, and we are grateful to the Minister for his on-going commitment to the programme.

Equally, none of the work would have been possible without the huge contribution of the Partnerships, their Boards of Directors and staff, the Board and staff of Pobal, and - perhaps most important of all -

the extensive voluntary input from individuals and community groups up and down the country. All the programme's achievements are due to the energy and commitment shown by the many people who have contributed to the programme and to the work of the Partnerships.

# Chapter 1: What is the Local Development Social Inclusion Programme?

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## The Local Development Social Inclusion Programme has operated from 2000 to 2006 under Ireland's National Development Plan. Pobal manages the programme on behalf of the Department of Community, Rural and Gaeltacht Affairs.

The core objective of the programme has been to counter disadvantage and promote social inclusion, through the actions of local 'Partnerships' (38 Area-based Partnerships and 31 Community Partnerships) and two Employment Pacts. The Partnerships have concentrated on areas of disadvantage around the country, both urban and rural.

The programme has focused on three areas of activity (or 'measures'):

- Guidance, support and training for unemployed people, especially those facing significant barriers to taking up work.
- Supporting disadvantaged communities to identify their needs

and to help develop plans to counter their disadvantage.

- Actions both inside and outside the education system to support disadvantaged young people - from their early years through to early adulthood - as well as their parents, teachers and youth workers.

The programme has at its core an approach based on partnership, and has aimed to harness the efforts of different organisations working to combat social exclusion. The programme also supports the participation of communities to work in partnership in this task.

### Why have an 'area-based' programme?

A 2005 report written on behalf of the Institute of Public Administration and the Combat Poverty Agency draws on a 2003 paper by Tunstall and Lupton to present a number of rationales for area-based approaches to social inclusion:

- **Efficiency.** When deprivation and disadvantage are concentrated in particular areas, then area-based programmes are efficient because they target those areas.
- **'Neighbourhood effects'.** Where poverty is concentrated in an area, it may have cumulative and qualitatively different effects on individuals, organisations and infrastructure. Concentrated effects such as this (sometimes known as 'neighbourhood effects') suggest a role for local, focused responses.
- **Innovation.** Area-based initiatives can be used to pilot new ideas and programmes, which can then be assessed before possibly being disseminated further.
- **Community involvement.** Area initiatives can help stimulate community involvement and the development of co-operative, partnership approaches to addressing local problems.

*Based on Watson D., Whelan C., Williams J. and Blackwell S. (2005), Mapping Poverty: National, Regional and County Trends, IPA and Combat Poverty Agency*



Pauline Dempsey, Longford Traveller Movement

### An 'area-based' programme for social inclusion

As its name suggests, the Local Development Social Inclusion Programme has two key features: the fact that it is 'area-based' - implemented in specific areas of the country - and its focus on combating social exclusion.

The idea of using *area-based programmes* to promote social inclusion has become popular internationally in the past two decades. The OECD noted in a 2005 report that, from the local partnership approaches adopted in Canada in the early 1980s, area-based programmes had spread to some 50 countries by 2005.

In Ireland, the idea took root when the first area-based Partnerships were established in 1991.

The concept of social exclusion was developed in France and extends the idea of disadvantage beyond having a low income. The concept recognises the separation experienced by some sections of society from the benefits and opportunities that the greater part of society enjoys. Ireland's National Development Plan (NDP) 2000-2006 defines social exclusion as:

*'cumulative marginalisation from production (unemployment), from consumption (poverty), from social*

*networks (community, family and neighbours), from decision making and from an adequate quality of life'.*

This definition captures the idea that social exclusion has many dimensions. The notion of 'cumulative' marginalisation makes the point that different kinds of disadvantage tend to reinforce each other, making them more difficult for individuals and groups to overcome.

'Promoting social inclusion' was set as one of the four stated objectives of the Government in the 2000-2006 NDP. The Local Development Social Inclusion Programme has been a key strategy to achieve this objective.

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## The policy environment

The origins of the Local Development Social Inclusion Programme and the Partnership companies lie in the 12 Area-based Partnerships that were established in 1991 under the Programme for Economic and Social Progress, to combat long-term unemployment in areas of the country designated as disadvantaged. As the Partnerships were considered a major success, their number was increased under the 1994-1999 round of EU Structural Funds, which funded 38 Area-based Partnerships (in areas of most disadvantage) and 33 Community Groups (in areas of lesser disadvantage and now renamed Community Partnerships).

Speaking in 1998, Dermot McCarthy, now Secretary General to the Department of the Taoiseach, described the objective of the Partnerships as being 'to apply in the labour market context, at local level, the approach that was applied at national level, namely to have a problem-solving approach, to mobilise the resources of those who had a potential contribution to make and to be flexible in devising remedies, including a willingness to experiment'.

The support of the EU was important from the outset, and it reflected the EU's policy

of supporting partnership projects across the Member States. The Partnerships have also received the backing of the OECD, which has praised the Irish Area-based Partnerships in a number of reports, drawing attention to their responsiveness to local conditions and to their role in local governance and policy innovation.

In 2000-2006, the programme has formed part of the two Regional Programmes of the NDP and has reported to Monitoring Committees co-ordinated by the Regional Assemblies in the Border, Midland and Western Region and in the Southern and Eastern Region. The programme also forms part of Ireland's National Action Plan against Poverty and Social Exclusion (NAP/incl), and contributes to the achievement of its objectives.

Expenditure for 2000-2005 under the Local Development Social Inclusion Programme was €248m. With a planned spend of approximately €49m in 2006, total expenditure of the programme over its lifetime will be in the region of €297m. The figures above relate only to funding from the programme itself - as Chapter 4 shows, Partnerships have levered significant further funding to support their work in combating social exclusion.

## The Department of Community, Rural and Gaeltacht Affairs

The Local Development Social Inclusion Programme is managed by Pobal on behalf of the Department of Community, Rural and Gaeltacht Affairs. The mission of the Department is: 'To promote and support the sustainable and inclusive development of communities, both urban and rural, including Gaeltacht and island communities, thereby fostering better regional balance and alleviating disadvantage, and to advance the use of the Irish language.'

The Department's goal in relation to community and local development is 'to encourage and facilitate local communities, with a special focus on areas of disadvantage, to pursue social and economic progress in their areas'. (*Strategy Statement 2005-2007*)

While the figure of €297m means the Local Development Social Inclusion Programme has been a sizeable programme between 2000 and 2006, the figure compares to an overall NDP total planned expenditure of more than €50 billion. As such, the programme represents approximately 0.5% of the total NDP.



### The programme's achievements

In the task of promoting social inclusion, the Partnerships that implement the programme have developed strategies that respond to local needs. Though these strategies have often integrated the different elements of the programme, the programme's day-to-day work has been organised under three headings (or 'measures'):

- Services for the Unemployed
- Community Development
- Community-Based Youth Initiatives

Data on the programme's performance under these measures is discussed in Chapter 2 and presented in Annex 2. However, many of the central achievements of the programme cannot easily be captured in numbers. This report has therefore been structured so as to address the breadth of these achievements. Each chapter presents a different dimension of the work:

- Working for change (chapter 2) introduces the actions that Partnerships have carried out under the programme, and shows how each of the three 'measures' has helped to change the lives of individuals and communities.

- Partnerships and governance (chapter 3) looks at how the Partnership model has strengthened local governance, bringing together a range of organisations - communities, business, trade unions, farming organisations, statutory agencies and public elected representatives - to cooperate in a joint endeavour.
- Working together (chapter 4) examines how the partnership approach has

extended beyond the Partnership organisations themselves to encompass the many forms of joined-up planning and collaborative action that are central to the work of the Partnerships.

- Supporting communities (chapter 5) looks at the role of Partnerships in supporting target groups and communities that experience social exclusion to develop the skills and

### Pobal

Pobal's mission is to promote social inclusion, reconciliation and equality through integrated social and economic development within communities.

The Local Development Social Inclusion Programme is one of a number of programmes that Pobal (formerly called Area Development Management, ADM) manages on behalf of Government Departments and agencies. Other programmes include the National Childcare Investment Programme 2006-2010, Peace II, RAPID, the Rural Transport Initiative, the Millennium Partnership Fund, the Dormant Accounts Fund, the Rural Social Scheme and the Equality for Women Measure.

In relation to the Local Development Social Inclusion Programme, Pobal:

- Monitors performance in achieving the programme's objectives.
- Oversees financial management.
- Provides support for the Partnerships and Employment Pacts in relation to strategies, implementation and corporate governance.
- Disseminates learning arising from the programme, both between Partnerships and from Partnerships into the policy arena.

## PLANET and the Community Partnership Network

The Partnerships have established two networks to help them to work together on issues of mutual interest: PLANET, which is a network of the 38 Area-based Partnerships, and the Community Partnership Network, which represents the 31 Community Partnerships.

Both networks provide the Partnerships with opportunities for shared learning and mutual support, and aim to inform policy development at national level.

confidence to bring about change in their own lives.

- From practice to policy (chapter 6) shows how new ideas that emerged under the programme - as innovative solutions to issues facing socially excluded groups - have been adopted into wider practice and policy.
- Responding to change (chapter 7) argues that the flexibility demonstrated by Partnerships and by the programme in responding to change in 2000-2006 will again be required in the future.

In addition to its seven chapters, the report contains a reference section, which brings together financial information, data on the performance of the programme, listings of the Partnerships, and a list of programme publications, many of which have been drawn on in preparing this report. Supplementary information is available by visiting the Pobal website at [www.pobal.ie](http://www.pobal.ie).

## Partnerships and Employment Pacts

The programme is implemented on the ground by 38 Area-based Partnerships and 31 Community Partnerships. These not-for-profit companies were set up in the areas of greatest need in the country, to provide an area-based response to disadvantage and social exclusion. The Community Partnerships are normally smaller and more locally based organisations. This report refers to both as 'Partnerships'.

The programme also funds two Employment Pacts. Based in Dublin and Westmeath, they operate across a wider area than the Partnerships. The Pacts co-ordinate a range of labour market actions in these two areas by bringing together stakeholder organisations, and they also provide strategic support to the programme. Employment Pacts developed across the EU in the second half of the 1990s.

The Partnerships operate under company law and have charitable status. The Board of each Partnership consists of representatives from local community and voluntary organisations, state agencies (e.g. FÁS, the VEC, the Dept. of Social and Family Affairs and the local authority), the social partners (employers, trade unions, farming organisations) and elected public representatives.

# Chapter 2: Working for change

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This chapter introduces the actions that Partnerships have carried out under the programme, and shows how each of the three 'measures' has helped to change the lives of individuals and communities. It first discusses how the programme has targeted its resources.

## **Prioritising the most disadvantaged areas, groups and individuals**

In its work with unemployed people, with disadvantaged communities and with young people experiencing exclusion, the programme has consistently attempted to target those who are most disadvantaged. A core principle, stated clearly in the guidelines for the programme published at its outset, is 'targeting resources on individuals and groups who experience the most extreme poverty and social exclusion'.

To target resources, the programme has worked in 2000-2006 in geographic areas of particular disadvantage. To help give Partnerships an objective basis for focusing their work, the programme commissioned research on the 1996 and 2002 Censuses of Population at the level of Electoral Districts and also commissioned the consultants Trutz Haase and Jonathan Pratschke to construct a detailed

'Deprivation Index' to compare levels of disadvantage in different areas of the country.

Supported by this data, each Partnership undertook in-depth processes of consultation and planning. Discussions were held with local communities and with relevant statutory and other agencies (some of whom have been involved through membership of Partnership Boards of Directors). Building on these consultations, each Partnership prepared detailed strategic plans and annual programmes of activities - tailored to local needs - which were agreed with Pobal (formerly ADM) and endorsed by the relevant City or County Development Board.

To further aid its targeting of individuals and groups experiencing the most extreme poverty and social exclusion, the programme has focused on a number of named target groups.

## **Target groups of the programme include:**

- Long-term unemployed
- Under-employed / seasonal workers
- Disadvantaged women
- Older people
- People with disabilities
- Homeless people
- Ex-prisoners and offenders
- Substance mis-users
- Low-income farm households
- Refugees and asylum seekers
- Migrant workers
- Travellers
- Lone parents
- Lesbians, gays and bisexuals
- Disadvantaged young people
- Young people at risk
- Early school leavers
- Disadvantaged communities



*Presentation of Awards Ceremony for participants in the Challenger Programme, Northside Partnership*

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To ensure that the programme prioritises the most disadvantaged individuals, 'outreach' techniques have been central to the work of the Partnerships. Outreach involves the proactive targeting of resources at the most marginalised areas in the community and at individuals who find it difficult to access mainstream services. Outreach involves a range of methods such as using community-based facilities, discussion groups, promotional days, etc., when providing information or services or when carrying out consultation processes.

### Achieving change for individuals and communities

Across its three 'measures', the following statistics (which are presented graphically in Annex 2) help to measure the programme's performance:

- 143,200 adults (55% women) had been supported under the Services for the Unemployed measure by the end of 2005.
- Of these, 20% had been supported to progress into employment (59% of whom were women). 12% of clients were supported into self-employment (of whom 26% were women).
- 54% of clients received education or training over the period 2000-2005 (65% of whom were women). Of those, 45% participated in certified courses, and 51% of this cohort completed their courses successfully.
- Under the Community Development measure, nearly 5,600 community groups had been supported by the end of 2005.
- A further 1,300 mostly small-scale environmental/infrastructure projects had been supported under the Community Development measure.
- Under the Community-Based Youth Initiatives measure, 257,000 young people had been supported by the end of 2005 (51% female), as well as 46,000 adults.





## Outreach

The Partnerships have used many varied techniques for 'outreach' to the most marginalised individuals and areas of the country. The processes of community development have been central to the Partnerships' engagement with disadvantaged individuals and communities. The following are just a handful of examples:

- Attendance by South Kerry Development Partnership's Rural Resource Worker at weekly sales at local co-operative marts, providing information on farm household entitlements and encouraging participation in Partnership projects. The Partnership also operates a 'lo-call' phone service for farm households in remote rural areas.
- Innovative design and placement of advertisements by Northside Partnership in Dublin to reach women working in the home who were interested in returning to the labour force.
- Organisation by Avondhu Development of coffee mornings in rural communities and small towns around Mallow, Co. Cork, to engage with local people and discuss potential training and community needs.
- Publicity developed by Longford Community Resources in multiple languages for its employment services.
- Organisation in West Clare of a survey by EIRÍ Corca Baiscinn to build information on the local community and simultaneously to provide an opportunity to engage with people around their needs.



### Services for the Unemployed

For clients of the Partnership under the Services for the Unemployed measure, the aim might seem straightforward - getting a job - and indeed, as the figures at the start of this chapter show, this has been the outcome for many of those with whom Partnerships have worked.

But getting a job can be a huge challenge for people who have not worked for a long time, have family caring responsibilities, have low levels of education and employment skills or a low level of literacy, lack self-confidence, or who face discrimination because they have disabilities, are Travellers, or are older workers. Many of the Partnerships' clients are disadvantaged in several ways - they experience 'cumulative disadvantage'. Often such clients are distant from the labour market when first contacted, and are far from 'job ready'.

For this reason, while the programme does measure the number of people who get jobs, the work of the Partnerships often concentrates on helping people progress towards the labour market, helping them move towards the point where they are 'job ready'.

### Working with the unemployed

The Services for the Unemployed measure supports some of the most vulnerable individuals towards the labour market through locally appropriate actions. These include:

- employment-related advice, guidance and mentoring, often on a one-to-one basis
- outreach to marginalised groups and individuals
- training, tailored to the needs of individuals
- support in moving into self-employment and establishing social economy enterprises
- provision of information on welfare entitlements and employment opportunities
- linking to the Local Employment Service Network (which Partnerships manage in 24 areas of the country, under contract from FÁS)
- linking to Jobs Clubs, Community Employment opportunities, training and second-chance education programmes
- coordination with employers and service providers.

An individual client often receives several types of Partnership support, depending on his or her needs. In 2005, 72% of clients received support in the form of advice or guidance, 50% received support in the form of education or training, and 26% received enterprise support.

The supports that Partnerships provide are tailored to the needs of the individual, and combine elements of personal development and vocational training. Where more appropriate, Partnerships refer individuals on to other agencies. The Partnerships' supports can take more time than standard vocational training courses, but can have a

high benefit/cost ratio for the individual, and also for society in the longer-term.

Cork City Partnership, for example, has achieved successful outcomes in work with Travellers and ex-prisoners, and has used innovative approaches to measure their 'distance travelled' towards the conventional

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*Stephen Gibbons, Speedpak Ltd.*

labour market. The Speedpak company in north Dublin, linked to Northside Partnership, also uses the concept of 'distance travelled' to measure the progress of unemployed people who undertake work placements with the company.

Many unemployed people assisted into jobs under the programme have opted for self-employment as a progression route. In 2005 alone, the programme supported 1,306 people into self-employment. The focus on entrepreneurship partly

reflects the needs of many clients under the measure to work part-time or from home, whether because of caring responsibilities or health issues or because they live in a remote rural area. It also reflects the discrimination that people from certain groups (such as Travellers and ex-offenders) experience from some employers. Complementing the work of the County Enterprise Boards, the Local Development Social Inclusion Programme provides 'pre-enterprise supports' to help people reach the point of starting up a business.

The long-term unemployed - those unemployed for more than 12 months - constitute the single largest group supported under the Services for the Unemployed measure. In 2005, 39% of clients under the measure categorised themselves as long-term unemployed, and just under half of these (17%) had been unemployed for more than three years before engaging with a Partnership.

Other categories of client supported in 2005 included: \*

- Disadvantaged women (21% of clients fell into this category)
- Low-income family (16%)
- Unemployed for less than 1 year (14%)
- Low-income smallholders (13%)
- Under-employed / seasonal workers (10%)
- Lone parents (9%)
- Migrant workers (5.5%, up from 2.2% in 2004).

\* There may be under-reporting of some figures, as clients are asked to define their own personal situation.



Glenda Moore and Barbara Lynskey, Speedpak Ltd.

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A major independent study (by Eustace Patterson Ltd.) on the impact of the work of the Partnerships in combating unemployment was published by Pobal in 2006. This findings of this study show:

'...a significant turn-around in terms of employment and self-employment outcomes for those who received support under the Services for the Unemployed Measure.' In addition, 'The range of impacts cited by respondents other than those related solely to employment demonstrates the wider social inclusion and psycho-social impacts of the Services for the Unemployed Measure and the provision of a person-centred, holistic approach.'

Many of these benefits indicate the 'distance travelled' by clients in their progress towards the labour market. The study concludes:

'The Partnerships have been effective in drawing in and engaging clients who face most difficulty and are most distant from the labour market and supporting them in a humane and holistic way to progress towards employment.'



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'At the moment, I'm not able to keep up with the demand. The customers love the traditional Irish bread. There is certainly demand out there for it.' So says Gay Fannon, who started the Morning Star Bakery in 2005 after support from Co. Leitrim Partnership.

Based on local advertising and word-of-mouth, Gay is now selling his bread to shops in Counties Sligo and Leitrim, and was moving into the midland counties in early 2006. With two delivery vans on the road, his next planned step was to break

into the multiples, aided by the 12 products in the Morning Star Bakery's product range, with three further products under development.

The business grew relatively quickly after being founded. In 2005, Gay approached Co. Leitrim Partnership, having been out of work for some time. After a series of discussions with the Partnership, he put together a business plan for development of a bakery business. As well as receiving enterprise support from the Partnership, he received support from other local funds, and

from personal borrowings. The Partnership helped Gay when he needed to hire a van driver for the business and provided other advice via a mentor.

Having located in an industrial unit on the edge of Drumshanbo, Gay feels that his focus should remain on the quality of his bread and he emphasises the manual nature of the processes. 'We are taking a different route to the mass producers', he says.

*Gay Fannon, Morning Star Bakery, Drumshanbo*



Morning Star Bakery, Drumshanbo, County Leitrim

### Community Development

Community development is about enabling socially excluded people to work together in shaping a more just society, through collectively identifying and tackling the inequalities which affect their everyday lives. The Community Development measure supports disadvantaged communities, where 'community' is defined either by geography (such as the residents of a local authority housing estate) or by shared concerns (such as people with disabilities or older people).

Community development is not just one of the three 'measures', but is a principle that underlies the whole programme. The community development principle means that work under the programme:

- Involves the participation of the groups and communities that it supports in the development of strategies and the implementation of actions.
- Empowers the communities with which it engages.
- Focuses on social justice and equality as outcomes.
- Strives to combat discrimination.

Between 2000 and 2005, Partnerships supported nearly 5,600 community groups and a further 1,300 projects that provided small-scale infrastructure improvements. Many community-based projects support a number of target groups at the same time, but the following data from 2005 gives some indication of the range of groups supported:

- 57% of community groups focused on disadvantaged communities
- 38% focused on disadvantaged women
- 31% focused on lone parents
- 28% focused on older people
- 27% focused on disadvantaged young people
- 25% focused on the long-term unemployed
- 24% focused on people with disabilities
- 21% focused on people with inadequate incomes.
- 15% focused on Travellers.

Chapter 5 presents more detail and more examples of the many ways in which the Local Development Social Inclusion Programme has supported communities and community development.

### Working with communities

Actions under the Community Development measure try to build the capacity of target groups and disadvantaged communities through actions such as:

- Developmental work with target groups to build their capacity
- Support for community participation in local development
- Training in carrying out needs assessments
- Initiatives to combat discrimination
- Small-scale improvements to community facilities.

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## Longford Traveller Movement

'Settled people often think that Travellers are big drinkers, but most of us had hardly ever seen the inside of a pub. You would be so afraid of being turned away, and embarrassed, that you wouldn't even go in.' So says Julie Mongan, one of the founders of the Longford Traveller Movement, which grew out of a needs analysis undertaken in 1998 by Longford Community Resources, the joint Partnership/LEADER company in Co. Longford.

Longford Traveller Movement, which first received funding in 2000, identified one of the issues holding back Travellers as a feeling of disempowerment and a lack of confidence in dealing with the settled community. An important way of addressing this need was to test recently passed equal status legislation as it applied in pubs, cinemas and hairdressers.

Later that year, the nine women and their Community Development Worker gathered in a Longford pub and, as expected, they were refused service. They took legal action, the first in a series of high-profile campaigns to end discrimination. 'It was an important step for us,' says Julie.



*Michael Lawrence and Julie Mongan,  
Longford Traveller Movement*



*Nanny Stokes with her granddaughter  
Frances, and great-granddaughter Jordana*





*Mikey and Nanny Stokes with Sam Power and Julie Mongan*

'None of us had been involved in anything like this before. But it gave us courage. It was a very big move for us. We were fighting for our rights - the same rights as everyone else - in our own country.'

The campaign extended to a children's fun park, where a booking for Traveller children was refused. Julie asks: 'Why would any place be afraid of five to ten-year-olds?'

Working with Longford Community Resources, the group set up a homework club, two evenings a week for two hours.

The study periods were supervised by a school teacher, with Julie attending as a teacher's assistant to 'bridge the gap' between the settled adult and Traveller children. Later, the homework club opened to children of other marginalised communities, particularly children of Nigerian descent. The groups got along well; Traveller children often swapped words from their language Cant with words from West African dialects.

The group celebrated its fifth anniversary with a party in a large pub in Longford.

The management adorned the room with a large banner that read: 'Happy Christmas Longford Traveller Movement'. Julie says: 'I know it wouldn't mean much to settled people, but it was great for us. We'd come a long way since 2000, a long way since the day we couldn't get served around here. We had got to the point where we were welcomed by a large banner. Now other groups are asking us for advice.'

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## Engaging with young people in Avondhu, County Cork

In 2005 and 2006, Avondhu Development, a local Partnership in north Co. Cork, has organised two new initiatives - a Community Youth Arts Project for the entire Avondhu area, and a Youth Sports Development Project in the Mallow RAPID area. Both initiatives are focused on disadvantaged young people, including a large number of young people from local authority housing estates.

On the sports side, the initiative introduced young people to a wide range of new sports (e.g. kayaking and orienteering) and also involved football street leagues in Mallow. The initiative has had a high level of participation by young people, particularly from disadvantaged areas of the town. Young people were also identified through the School Completion Programme, which has a focus on involving young people who are identified as being at risk of leaving school early.



*Canoeing with Avondhu Development*

On the arts side, work has covered dance, visual arts, music, film and other art forms. Most of the activities have been run in the community, including a film project that focused on young people with mental health issues. There have also been after-school projects in disadvantaged local estates, e.g. in relation to the visual arts.

The arts-related work has also included extra-curricular dance classes in both the girls' and boys' primary schools and at the girls' secondary school. Normally such classes are only available to children of families who can afford them. As many disadvantaged young people have a low level of interaction with the arts, the initiative promotes cultural inclusion as

well as being good for the health and fitness of participants.

The idea of Partnerships leveraging funds from outside the programme is discussed later in this report. These projects provide a good example of this. While started by Avondhu Development, they have subsequently received funding from Cork County Council; the Department of Arts, Tourism and Sport; the county sports partnership; the local LEADER group; and private companies such as Vodafone and AIB. This wider funding has allowed both the sports and arts activities to grow, but neither would exist without the initial work of the Partnership under the Community-Based Youth Initiatives measure.





### Community-Based Youth Initiatives

Those who experience social exclusion often grew up in families that experienced social exclusion, and their children run a strong risk of sharing some of the same forms of disadvantage. To help break this cycle, the Community-Based Youth Initiatives measure focuses on disadvantaged young people - from their early years through to early adulthood - as well as on their parents, teachers and youth workers.

The wide range of actions under the measure - which include both community-based supports and interventions that complement provision in the formal education system - can all be seen

as ways to increase equality in education, to break the link between young people's background and their life-chances.

Some Partnerships' actions have aimed at equality of opportunity, to ensure that all young people have equal access to educational opportunities. An example of this is 'Creativity in the Classroom' - an arts-based collaboration between the Canal Communities Partnership in west Dublin and six schools designated as disadvantaged. The project offers opportunities for students to work alongside specialised art facilitators in a classroom setting.

Some Partnerships' actions have aimed at equality of treatment, focusing particularly



on young people from minority groups. The TESO Programme run by Finglas / Cabra Partnership in north Dublin, for example, both provides direct educational supports to Traveller children and engages in anti-discrimination training with local schools.

Other Partnerships' actions have aimed at equality of outcome, trying to make more equal the educational attainment of young people from different backgrounds. An example is provided by Northside Partnership's Challenger Programme, which aims to increase the number of people from Dublin 17 attending

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## Working with young people

Typical actions under the Community-based Youth Initiatives measure include:

- Initiatives to prevent early school leaving
- Education access and transition programmes
- Community-based Traveller education programmes
- Supplementary support for students with physical and learning disabilities
- Homework clubs, breakfast clubs, summer camps and after-school supports
- Developmental youth work
- Preventative projects in relation to substance misuse
- Awareness raising for teachers on educational disadvantage, and capacity-building for parents.

and completing third-level education. The programme tries to achieve this through working with children from the Dublin 17 area at each level of the education system: primary, post-primary and third-level. Among other target groups, data from 2005 on the initiatives carried out under this measure indicates that:

- 55% of initiatives supported potential early school leavers or young people at risk of under-achieving.
- 35% of initiatives supported
- young people who had behavioural or learning difficulties.
- 22% of initiatives supported parents, guardians or carers of young people at risk.
- 21% of initiatives supported young Travellers.
- 18% of initiatives supported early school leavers.
- 12% of initiatives supported young people with disabilities.



Michael Rose, Aghacashel Organic Farm, Leitrim

### Urban and rural: a flexible programme

The Local Development Social Inclusion Programme has been implemented in both urban and rural contexts. Significant social exclusion exists in both. Issues such as exclusion from the labour market, the limited capacity of disadvantaged groups to articulate their needs and fashion responses to those needs, the existence of geographic areas of deprivation and educational inequality - all of these are to be found in both urban and rural Ireland.

In urban areas, a particular challenge has been to support disadvantaged communities in areas where urban re-development is occurring. How can

local communities have a voice in the development of their local areas? Work in Dublin on this issue is described in Chapter 5. Other specific issues faced in urban areas have included high immigrant populations trying to integrate locally, and concentrated social problems, such as drug misuse or high levels of early school leaving.

In rural areas, specific challenges arise from structural factors such as the chronic lack of transport and childcare services, or the extra cost of providing training in isolated areas. Social exclusion can also be hidden in rural areas. In urban areas, disadvantage may be concentrated in specific districts. In rural areas, those

experiencing disadvantage may not identify themselves in these terms or may be reluctant to come forward for fear of stigmatisation. This links to the fact that, in rural areas, affluence is more likely to exist in close proximity to deprivation.

The achievement of the Local Development Social Inclusion Programme has been to develop local plans tailored to the specific challenges in each Partnership area. The autonomy and flexibility of each Partnership, with a tailored plan based on extensive local consultation and drawing on local data, has allowed for approaches to meet the distinct needs of each area, both urban and rural.

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## Conclusions and issues for the future

The data presented in this chapter indicates the large amount of work that has taken place under the three programme 'measures'. This translates into significant practical inroads into tackling social exclusion in Ireland. The work reflects a belief that there are many individuals and communities for whom the strong economic growth in the country over the period would not, in itself, have brought social inclusion. A number of issues arise from this chapter in relation to the future:

- The needs of the most disadvantaged individuals and communities vary from area to area and from individual to individual. A future social inclusion programme will need to retain the flexibility to respond to local needs, the use of personalised responses tailored to the individual, and an emphasis on empowering communities to articulate their own needs and participate in the responses.
- The nature of social exclusion changes over time as the economic and social context changes, and the Partnerships will have to continue reassessing the needs of the most disadvantaged individuals and groups.
- A definition of 'progression' for long-term unemployed people that has emerged under the programme relates to 'distance travelled'. This idea, and the supports needed by people in different target groups to enable them to move towards the labour market, have major implications for future actions.



# Chapter 3: Partnerships and governance

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Over the past decade, the OECD has undertaken a series of international studies on local partnerships. A number of these studies have praised the Irish Partnerships. While noting that the definition of partnership varies by country, these studies have identified a key achievement of partnerships as their contribution to local governance. In recognising the desire for new forms of regional and local partnership to deliver policies, a 2001 OECD study states that:

'the forces working from 'below' have ... changed. Today, local actors wish to participate more systematically in the design of strategies for their area. This wish for greater local participation has often come about as a reaction to the poor results attained by policies only weakly linked to local conditions. It has also been a reaction to the persistence of social exclusion and its associated problems, despite recent economic growth.'

OECD, 'Local Partnerships for Better Governance', 2001

This rationale for local Partnerships is linked in a 2005 OECD report to a wider agenda of public sector reform:

'(T)he institutional frameworks we have inherited in the public sector often do not meet the challenge of contemporary problems. ... Partnerships enable new combinations of actors to come together in new arrangements alongside these older structures.'

OECD, 'Local Governance and the Drivers of Growth', 2005

## **Recent changes to local governance in Ireland**

Ireland has been no exception to this international desire to seek new ways to co-ordinate and deliver programmes at local level. Thinking in this regard in Ireland has been guided by the Government's 1996 publication, *Delivering Better Government: A Programme for Change* and the 1998 *Report of the Task Force on the Integration of Local Government and Local Development Systems*.

One of the principal recommendations of the Task Force Report was the establishment of County/City Development Boards (CDBs) in each of the 29 county councils and in each of the 5 major cities to bring about an integrated approach at local level to the delivery of State and local development services. The CDBs, of which



North Longford Rural Transport Initiative. Granard

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local Partnerships are members, have been given a role in co-ordinating activity in relation to social exclusion, as well as in wider economic and cultural development.

The 2000-2006 period has also seen other new county-based and local partnership structures emerge, such as County Childcare Committees and Area Implementation Teams under RAPID. Many of the local structures that have emerged in the past decade are supported by the Department of Community, Rural and Gaeltacht Affairs, which was founded in 2002. Following its formation, the Department of Community, Rural and Gaeltacht Affairs worked with the Department of the Environment, Heritage and Local Government and the Department of Justice, Equality and Law Reform in a review of local and community development

structures. As a result, a series of actions was agreed by Government, including a review of ADM, which culminated in its reconstitution as Pobal.

The rest of this chapter looks at how the Partnerships have acted to strengthen local governance structures in Ireland, the role of their Boards of Directors, and the cohesion process under way in 2006. The related issues of partnership processes, and the involvement of Partnerships with other emerging local bodies that work on a partnership basis, are discussed in Chapter 4.

### From ADM to Pobal

After 13 years of rapid growth, in November 2005 ADM became Pobal (which is the Irish for 'community'). A new Board of Directors was appointed, a Customer Charter was published, and Pobal launched its Strategic Plan for the years 2006-2008. In his speech at the official launch of Pobal, Minister Éamon Ó Cuív, T.D., Minister for Community, Rural and Gaeltacht Affairs, stated that:

'The name Pobal, I believe, is particularly apt, as it reflects the role of the new company in delivering programmes, carrying out assessments and doing other work on behalf of Government, for the benefit of communities around Ireland.'

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## The Partnership model

The Partnerships bring together representatives of statutory bodies, the community and voluntary sector, public elected representatives and the social partners (trade unions, the business sector and - in rural areas - farming organisations). The partnership principle extends right through the Partnerships' decision-making structures. Not only are these different sectors represented on the Board of Directors of each Partnership, but sub-committees of the Board and project steering groups draw together an even wider range of partners.

The inclusive nature of the Boards of Partnerships is a key reason why the work of Partnerships complements that of mainstream statutory agencies and of community and voluntary organisations, and why the many organisations that work at local level have managed to create ways of working that play to the strengths of each.

For example, in their work with unemployed people, the Partnerships have built close working relations with FÁS and the Department of Social and Family Affairs.

As well as the day-to-day cooperation with their frontline staff, the presence of senior managers of these organisations on many Partnership Boards ensures a good flow of communication between them and the Partnerships.

In relation to the social partners, the value of their contribution is shown in many instances, e.g.:

- The Board of County Leitrim Partnership was chaired by a farming representative in 2006 and his direct input helped the Partnership in its targeting of smallholders in the county (and on a cross-border basis with farmers in Co. Fermanagh).
- In Northside Partnership in Dublin, employers (see page 36) and union representatives both play a valuable role in developing pilot initiatives and in taking these back to their wider organisations for dissemination.
- In Dublin Inner City Partnership, the trade unions play a key role on the Board, with a strong commitment to initiatives on the ground.

## From national social partnership to local Partnerships

When the first Area-based Partnerships were set up in 1991, they were structured so as to reflect at local level the social partnership process that was under way at national level. There remain important similarities between the national process and local partnership as practised under the Local Development Social Inclusion Programme:

- Involvement by the social partners
- Emphasis on multi-annual planning
- Identification of future problems and development of solutions to them at the outset
- New and potentially innovative approaches
- Neutral space to define common goals and achieve these in a spirit of partnership, rather than through the pursuit of separate interests.



Board Meeting, Leitrim Partnership

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## Procedures for appointing Boards of Directors

Procedures for appointing Partnership Board members embody a number of principles, including:

*Partnership.* Boards include four sectors (statutory, Social Partners, community and voluntary, and elected public representatives), with a balance between the sectors.

*Local ownership.* Boards draw in a broad range of people with a variety of relevant experience, insights and skills from across the sectors.

*Focus on social inclusion.* Board members are committed to the programme's objectives, namely promoting equality and social inclusion.

*Involvement of the programme's target groups.* This helps ensure a focus on social inclusion and means that the decision-making structures themselves contribute to community development.

*Gender balance.* Boards should satisfy the Government's commitment to achieving at least 40% female representation on State Boards.

*Accountability.* Board members do not need to be elected, but they are nominated through sectoral processes, so that their contribution is not as individuals, but has weight and support from nominating groups.

In relation to partners from the statutory sector, involvement has been strong and there are many examples of the sector's contribution, especially where representatives are at a senior level and there is continuity over time. The challenge in this instance is for representatives to achieve a level of flexibility from their organisations so that they can make commitments to respond to local needs. A strong lesson from 2000-2006 is that the input from FAS, the VECs, the Department of Social and Family Affairs, the HSE, local authorities etc. has ensured good co-operation and complementarity on the ground.

Local elected representatives were added to Partnership Boards in 1999 to strengthen the links between local democratic institutions (especially local authorities) and the Partnerships.



## The business sector in Northside Partnership

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*Karl Lalor and Rebecah Carter,  
Northside Partnership Trainee  
Scheme, operated jointly with  
Fáilte Ireland & Hilton  
Dublin Airport Hotel*

Since its foundation in 1991, Northside Partnership in Dublin has worked to include the business sector as a core partner, both through direct involvement on the Board and through the creation of a local business network.

The Board of Northside Partnership is chaired by Padraic White, former Chief Executive of the IDA. The Partnership Board also has three business representatives drawn from IBEC member companies in the Partnership's catchment area. The Partnership stresses that it wants active Board members who contribute to the work of the Partnership.

The Partnership has approximately 500 companies in its business network. Manager Marian Vickers says that this means the Partnership does not have to 'draw from the same well' too often and that the network has proven very beneficial in placing people from a wide range of target groups into employment. For example, one campaign to attract women working in the home back into the workforce led to over 350 people being placed in employment. The Partnership has undertaken major projects with companies such as Tesco and the Hilton Hotel, working closely with the companies (often over months or years) to meet their recruitment needs with individuals supported under the Local Development Social Inclusion Programme.

The Manager of Northside Partnership commented that the issue of diversity was a real one for many employers in 2006, and that a 'business breakfast' organised by the Partnership on the topic had over 100 business attendees. She said that, in her experience, many companies believe in Corporate Social Responsibility - the challenge is to turn this big concept into practical, tangible actions that companies can undertake. If this can be done, then a mutually beneficial relationship between a Partnership and local business can be created, she said.



### Involving the programme's target groups on Partnership Boards

The emphasis on social inclusion means that representation from the community and voluntary sector is a core feature of the Local Development Social Inclusion Programme. All the Partnership Boards of Directors - as well as sub-committees and other structures such as project steering groups - include representatives of target groups and the community and voluntary sector. This gives the programme's target groups direct input into the planning and implementation of the Partnerships' actions. Community participation helps ensure that the programme responds to local needs and promotes social inclusion.

Partnerships take active measures to promote meaningful participation by target groups in the management of the programme, to ensure that participation is not just tokenistic. Challenges arise in areas where the community and voluntary sector is weak, where there is little social inclusion activity, or where there is a need to build the capacity of particular target groups.

### Strengthening community and target group participation

Processes that Partnerships have found to be effective to achieve target group participation (both on Partnership Boards and in wider community structures) include:

- **Community development** facilitates the participation of the most marginalised communities and target groups through building their capacity. For example, Partnerships have found that supporting target group members to become engaged in developing projects related to their needs can lead to their eventual participation in the partnership process.
- **Representation.** Through the community development process, a target group member may acquire the skills to take up the post of a full-time community worker. In the early stages of development, however, it is more likely that the voice of the community will be carried by a professional community worker, who will at the same time work to pass on skills and knowledge to the community.
- **Community forums.** Representation may come from social inclusion groupings within community forums or community platforms. The 2000-2006 experience is that representation is most effective where it comes from community structures that focus on social inclusion and that are inclusive in terms of gender, culture and ethnicity.
- **Accountability.** It is beneficial for representatives to have a mandate from a local organisation, with an on-going process for feed-in by end groups and feed-back by the representative on the Partnership Board.
- **Balance.** Gender balance, with a focus on the participation of disadvantaged women, is promoted as a useful principle to build equality. Mechanisms for the representation of Travellers and non-indigenous ethnic minorities have helped ensure balance in terms of ethnicity and culture.

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## Processes to build community participation in Tullamore

Partnerships try to ensure that target group participation is consciously built into their decision-making structures. Many Partnerships have taken a similar approach to that of Tullamore Wider Options, which at the outset named the target groups that would be involved in its Partnership structure.

In 1994, the Partnership was founded by representatives of four core target groups: Travellers, people with disabilities, disadvantaged women, and unemployed people. Over time, as the Board developed and increased in number, this representation was brought up to seven groups. The four target groups initially involved in the start-up phase of the company were again represented, with the addition of representatives from two local housing estates and a youth representative.

Some of the following were identified as critical to building and sustaining the participation of target groups in the Partnership structure:

- Representation of the target groups on an equal footing with other sectors.
- Comprehensive consultation in developing strategic plans.
- Proofing templates to review progress in promoting social inclusion.

## Increasing cohesion in local development structures in 2006

The process of change in Irish local governance structures continues in 2006. To strengthen the coordination of local development structures, in September 2005 the Government announced a new round of 'cohesion' funds. The aims of the current cohesion process are the roll-out of the Local Development Social Inclusion Programme to full country-wide coverage and - in rural areas - the alignment of Partnerships and LEADER groups in order to secure 'unified structures'.

Minister Éamon Ó Cuív, T.D., Minister for Community, Rural and Gaeltacht Affairs, wrote in December 2005 in the newsletter of the Local Development Social Inclusion Programme, *Inclusion through Local Development*, that:

*'It is very important for the future delivery of programmes that the impact*

*on communities is maximised, and this can best be done by the coming together of groups to deliver services, in terms of synergies between programmes, sharing facilities, resources, and most notably expertise.'*

The alignment of structures is intended to strengthen local-level coordination, while the increase in national coverage will create the opportunity for Partnerships to address social exclusion wherever it is found and to respond flexibly and rapidly to the changing geographical distribution of poverty and social disadvantage.

All Partnerships are now engaged in the cohesion process, whether through discussions with LEADER groups and CDBs or through research into the social inclusion needs of areas of the country in which the Partnerships have not worked before. It is anticipated that the new structures, which will continue to operate on a partnership model, will be in place from 2007 onwards.

# A planned cohesion process in County Clare

There are three local Partnerships in Co. Clare - EIRÍ Corca Baiscinn, Ennis West Partners and Obair Newmarket-on-Fergus. Together they cover approximately 20% of the county. There is also a LEADER company, covering the whole county.

Following the Government announcement in autumn 2005, an Interim Steering Group was established, comprising the Manager and a Board Member from each of the three Partnerships and the LEADER company. An officer from the Community and Enterprise section of Clare County Council supported the process.

A proposal was submitted by the group in October 2005. This set out a 15-step process to run from November 2005 to December 2006. These steps ran from expansion of the Steering Group (Step 1) to auditing all organisational structures (Step 4) to consultations and development of draft detailed proposals, through to approval by the CDB (Step 13) and liaison with the Department on the transition phase (Step 15).

This process was endorsed by all local organisations and was approved by the Department of Community, Rural and Gaeltacht Affairs for funding to support the process. By January 2006, the organisations were working through the process.



Kilrush Farmers Market

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## **Conclusions and issues for the future**

From a local governance perspective, the Partnership companies and the two Employment Pacts bring a range of different organisations together. The various statutory and non-statutory bodies decide how best to tackle social exclusion in each Partnership area. This is a novel approach in an Irish context and can seem cumbersome compared to the traditional top-down delivery by state agencies. However, the experience of 2000-2006 has been that the exchange of information, and the building of relationships, generates considerably more benefits than the time and effort involved. The collaborative structures ensure that organisations complement each others' work better - the result is improved service delivery for the end user.

A number of issues for the future arise from this chapter:

- In relation to Partnership Boards, ways should be sought to strengthen further the input of all the partners: the Social Partners, the statutory sector, the community and voluntary sector, and public elected representatives.
- During the on-going evolution of Partnerships, the emphasis on best practice in relation to corporate governance and accountability should continue.
- The 2006 'cohesion process' offers a chance to increase co-ordination between Partnerships and LEADER groups, and provides an opportunity to reach out to people and communities experiencing social exclusion in areas where Partnerships have not operated before. However, it creates both a logistical challenge for the organisations and the challenge of maintaining a focus on those who are most disadvantaged.

# Chapter 4: Working together



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The importance of partnership in the Local Development Social Inclusion Programme extends beyond the Boards of Directors discussed in chapter 3 to encompass the collaborative ways in which Partnerships work with a wide range of organisations. The advance in 'partnership ways of working' is a significant achievement of the programme and the Partnerships. While expenditure under the programme has been in the region of just 0.5% of the total budget of the NDP, partnership approaches mean that the impact of the programme has been a multiple of the financial input.

A common complaint for many years in Ireland has been the lack of 'joined-up' delivery of public services on the ground. For the service user, this creates a network of services to navigate; different requirements and jargon; and the possibility of only a partial solution being found to the problems that exist. For a service delivery organisation, it means frustration arising from the whole being less than the sum of the parts, a feeling that despite the best efforts of each agency, 'the system' lets many people down.

While much remains to be done, the Partnerships have attempted to improve

co-operation between different statutory and non-statutory agencies at local level. Their efforts benefit from the fact that Partnerships are often seen to offer a 'neutral' space in which collaboration between different organisations can develop. To provide just two examples of partnership working:

- Roscommon Partnership has established a county-wide Education Forum which has worked effectively for change in the county, including through co-operation with the CDB.
- Dundalk Partnership - especially through the contribution of Co. Louth VEC - has forged a strong local partnership between

education, employment and community organisations in tackling issues of educational inequality.

Almost all of the local Partnerships are involved in similar forums or projects. In some cases they play a modest role, in others a lead role. Data from the Partnerships shows that they have engaged in local networks and collaborations with an extensive range of organisations, including: FÁS, the VEC, the Dept. of Social and Family Affairs, the HSE, LEADER groups, City/County Development Boards, Local Drugs Task Forces, local schools, youth services, City/County Childcare Committees, as well as other Partnerships and a wide range of community organisations.

A number of formal structures have also been established in the 2000-2006 period that embody a partnership-type structure. For example, aside from the CDBs

discussed in Chapter 3, partnership-based structures have been established under the RAPID Programme and the County Childcare Committees. While the shaping of these structures may have drawn on learning from the local Partnerships, the Partnerships' direct influence has been as partners, participating in the structures alongside other organisations.

### Coordinating supports for drug users in Blanchardstown

The issue identified in Blanchardstown, Dublin 15, was that drug users and ex-drug users in the area were interacting with multiple agencies, including the HSE, three Community Drugs Teams, the Coolmine Therapeutic Community, the BOND service for ex-offenders, and Blanchardstown Area Partnership. Given the number of agencies and their different approaches, it was perceived that there was not a smooth service to end users and that duplication existed.

In an action part-funded by an EQUAL project in which Blanchardstown Area Partnership was the designate partner, the organisations listed above were brought together to see if they could adopt integrated ways of working. During 2003 and 2004, they developed shared protocols in relation to client confidentiality and lead agency working. Front-line staff were introduced - using innovative, informal methods - to the services of the other organisations.

The initiative led to a measurable increase in inter-agency referrals at local level, and front-line staff said that they were now able to deliver better services to drug users in Blanchardstown. In 2005, the pilot project was extended to further embed the protocols in the partner organisations. The agencies also began to include 'partnership working' as an element of the job description for new employees. The work is continuing, and some statutory agencies are looking at the potential to extend the model to other areas.



*Board Meeting, Leitrim Partnership*

## Ways of working in partnership

### 1. Initiating the process of establishing an inter-agency partnership

Partnerships often initiate the process of establishing an inter-agency partnership to deliver an agreed local action. A Partnership may identify a local need and act as a catalyst to bring together relevant agencies to explore possible responses.

### 2. Leading an inter-agency partnership

The majority of Partnerships continue to lead the work after the start-up phase. This is reflected through the role that Partnerships play in convening and chairing inter-agency meetings and the implementation of follow-up actions.

### 3. Providing on-going support

Partnerships continue to resource partnership processes through the allocation of staff time and, in some cases, small-scale financial assistance. Good facilitation, planning and preparation are important in the early stages of the partnership process.

### 4. 'Partner' in inter-agency partnerships established by other agencies

Acting as a partner itself, Partnerships can play a role in shaping how other programmes and collaborations develop at local level, as has occurred in many areas under the RAPID programme.

## Leverage

Building on the funds received under the Local Development Social Inclusion Programme, Partnerships have been able to lever substantial funding from other sources to support their work in promoting social inclusion. Their unique role in bringing together different organisations that work towards social inclusion means that other agencies have frequently asked Partnerships to deliver - or jointly deliver - programmes on their behalf.

The approach of the Partnerships and the Local Development Social Inclusion Programme has often resulted in the extra funding 'levered' from other sources achieving a greater impact than it would otherwise have achieved. This is partly because of the Partnerships' focus on the areas of greatest disadvantage in the country. It is partly because the extra funds are factored into the integrated strategic plans that each local Partnership has developed. And it is also because of the Partnerships' expert knowledge of local situations; their links to local community organisations; their experience of what

## Dublin Employment Pact - Equal at Work Project

The philosophy of partnership underpinning the programme has often led to local Partnerships leading applications under other funding streams where a partnership approach is required. One such initiative is EQUAL, which supports labour market inclusion across the EU.

An application for funding under EQUAL was submitted by the Dublin Employment Pact, one of the two Employment Pacts funded by the Local Development Social Inclusion Programme. Under the 2000-2006 programme, the Pact has had a remit for the co-ordination of efforts to combat labour market exclusion in the Dublin region. For its EQUAL application, it brought together 50 organisations (the largest EQUAL partnership in the EU) including employers such as Dublin City University, Tallaght Hospital, Dublin City Council, South Dublin County Council and large private companies.

Between 2002 and 2004, the Equal at Work project piloted innovative ideas to promote labour market inclusion and equality, including the following:

- It supported a move by local authorities from recruitment based on qualifications to recruitment based on competencies through development of competency frameworks, a change (since introduced) which has opened up this employment to many people who had left school early.
- It piloted a model of 'job rotation' in the private sector, to encourage companies to release employees for training while being assured of replacement staff to cover for those released. This idea is widely used in continental Europe but remains novel in Ireland.
- The project undertook pioneering research on pay and conditions in the community and voluntary sector, which was partly responsible for this issue being tabled at the national social partnership talks in 2006.

The achievements of this project arose through the work of a wide range of organisations, almost all larger than the Dublin Employment Pact. The project shows how a small organisation under the Local Development Social Inclusion Programme facilitated major change in human resources, affecting thousands of workers, in the interests of inclusion and equality.

The project was praised by the European Commission and used to showcase the EU EQUAL Initiative in Poland prior to Poland's EU accession. A follow-on project led by Dublin Employment Pact was funded under Round 2 of EQUAL (running from 2005-2007). Round 2 of EQUAL is also funding a number of other projects being co-ordinated by Partnership companies, as well as a project led by Westmeath Employment Pact.

interventions work with individuals and communities experiencing social exclusion; and the energy and dedication that they have brought to their work.

Data collected by Pobal shows the extent of funds levered for the Partnerships' work in combating social exclusion. Of the total expenditure by Partnerships and Employment Pacts between 2000 and 2005, approximately 56% came from outside the Local Development Social Inclusion Programme (see Annex 1). Put another way, for every €1 from the Local Development Social Inclusion Programme, Partnerships levered nearly €1.30 from other sources.

Leverage occurs not only through drawing in funds, but also through leveraging change in the mainstream organisations with which the Partnerships have links. Through working together in partnership with other organisations, Partnerships are able to spread more widely their focus on social inclusion and equality and to disseminate innovative ideas, as the case study from the Dublin Employment Pact shows.

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Many Partnerships also use their links with local groups, their knowledge of funding sources and their work in empowering communities to access extra funds for other organisations for inclusion aims. For example, many local groups have received money from the Dormant Accounts Fund or the Social Economy Programme (now the Community Services Programme) following capacity-building and other support from their local Partnerships.

While the amount of private funding has been small, an important unpaid contribution has been made by many people from the private sector on the Boards of Partnerships throughout the country. Furthermore, joint initiatives, such as those with Tesco and the Hilton Hotel mentioned in Chapter 2 in relation to Northside Partnership, involve significant local effort by private companies. In addition, strategic linkages have been made by a number of Partnerships with philanthropic organisations, e.g. both Ballymun and Clondalkin Partnerships have received funding from Atlantic Philanthropies to undertake strategic projects.

Finally, perhaps the greatest resource that Partnerships have been able to 'lever' has been the voluntary contributions made by

local people and communities. Discussed further in Chapter 5, this has contributed to the sense of energy and drive that many Partnerships have had in 2000-2006. It has also helped to support the outreach work of Partnerships, and the targeting of their actions, both key principles in the work of the programme.

#### **Cross-border collaboration**

While much of this chapter has looked at inter-agency co-operation within the state, there are also examples of collaboration on a cross-border basis. The case study on the Wider Horizons Programme relates to an activity under the Services for the Unemployed measure, but cross-border collaborations exist in all three programme measures.

#### **Principles shared across the NDP**

In the 2000-2006 National Development Plan (NDP), the Government set out a number of 'horizontal principles', i.e. principles which were to be addressed in all NDP programmes. The horizontal principles required the introduction of 'proofing mechanisms' to check the impact of strategies and actions on poverty, equality, the environment and rural areas. In relation to equality, the Mid-Term Review of the NDP called for a special focus on

both gender equality and equality for a number of target groups, in particular Travellers, people with disabilities, refugees and older people.

From the start of the programme in 2000, Pobal and the Partnerships have made significant efforts to ensure these principles were incorporated into the work of the programme. This has partly been because a focus on marginalised groups is central to the Local Development Social Inclusion Programme and to the integrated local plans that it funds.

As well as organising training workshops, Pobal has produced a series of publications and studies over 2000-2006 to support the NDP horizontal principles and to ensure that the needs of marginalised groups are incorporated into Partnership actions. These include a detailed manual on gender mainstreaming (2000), a guide to rural proofing (2001), *Strategies to Promote the Inclusion of Refugees and Asylum Seekers* (2002) and *Age and Change: a Community Development Approach to Working with Older People* (2005). Specific guides to including people with disabilities in all three measures have also been developed. All of this work has drawn on and contributed to the National Anti-Poverty Strategy.





# The Wider Horizons Programme

The Wider Horizons Programme was developed by 'FSL - Fermanagh Sligo Leitrim Partnership'. The programme provides training to disadvantaged young people from these three counties in information technology; hospitality and catering; retail and business administration. As well as providing classes on both sides of the border, the programme involves an overseas work placement for the young people - in Toronto (Canada) or Virginia/Florida (USA).

Wider Horizons is an example of a partnership approach being developed for a particular purpose. It brings together FÁS, the Sligo and Leitrim Partnership companies, the International Fund for Ireland and the Department of Education and Learning from Northern Ireland. These organisations sit on the project's steering group and each plays a part in the delivery of the programme. Wider Horizons is managed from an FSL Partnership office in Enniskillen.

In 2006, 21 young people were training on the Wider Horizons programme. They were receiving training in both Drumshanbo (Leitrim) and Enniskillen (Fermanagh) and were planning their work placements for Toronto.

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In 2003, the Local Development Social Inclusion Programme was singled out for praise in the Mid-term Review of the NDP for its work in incorporating these cross-cutting themes in its work. This was in the context of a general finding that many NDP programmes were making slow progress in this regard.

### Conclusions and issues for the future

This chapter shows that the innovations in local governance structures in Ireland between 2000 and 2006 also extended to innovations in ways of working. Working together on the ground has, at least in some cases, caused organisations to plan together and to look afresh at their protocols, procedures and training. This work is often not visible to an outsider but should, over time, improve service delivery to people experiencing social exclusion.

When Partnerships work successfully as the 'glue' in joined-up local delivery processes, they can foster mutually supportive relationships at local level, with different statutory and non-statutory organisations each focusing on what each does best. While it is difficult to measure the impact of this role of local Partnerships, this chapter shows that the added value can be significant.

The emphasis within the Local Development Social Inclusion Programme on working in partnership fits well with the recommendations of the NESF in its 2006 report, *Creating a More Inclusive Labour Market*:

*'Partnership-based local and regional employment strategies... can best mobilize the range of supports which people need to help them into employment... The underlying principle of the design and delivery of services at the local level should be a needs-based approach where a full 'menu' of supports is available to meet people's needs. This will require a high level of inter-agency (and intra-agency) co-operation.'*

A number of issues arise from this chapter for the future:

- Partnership ways of working should be further extended, with more integrated planning across statutory and non-statutory agencies, and more 'joined-up' service delivery on the ground.

- The work in relation to integrating the most marginalised through 'proofing' processes has been valuable. The next step may be greater emphasis on assessing programme impact on different objectives and groups.
- This chapter emphasises the importance of integrated planning, by Partnerships on their own and working together with other organisations. Much of this planning is on a multi-annual basis, reflecting the lead times for actions and the time needed to promote social inclusion. Supporting multi-annual planning with multi-annual budgeting would strengthen and stabilise the work.

# Chapter 5: Supporting communities

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Community development, which is a central principle in the Local Development Social Inclusion Programme, aims to empower disadvantaged communities. Addressing poverty, disadvantage and inequality requires the inclusion of communities experiencing social exclusion in the process of defining their needs, developing responses to these needs, and monitoring and reviewing the implementation of strategies and actions.

Between 2000 and 2006, the programme has supported community participation by building the capacity of target groups to develop, articulate and insert their priorities in the local development process. It has done this through a range of methods including:

- The formation and development of community organisations
- Training and technical support
- Building the capacity of individuals

through their involvement in community organisations

- Working with groups in helping them to influence local and national agendas.

The Partnerships also support participation on their own structures (such as the Board of Directors, its sub-committees and project steering groups) of the programme's target groups and disadvantaged communities. This participation is facilitated by community organisations and networks.

## Concepts of community

Community development is related to three further concepts that are integrated into the Local Development Social Inclusion Programme:

- **Active citizenship**, with more widespread participation in decision-making, has been promoted across the EU in recent years.
- **Social capital**, through increased community involvement. The Local Development Social Inclusion Programme focuses on building social capital among the most marginalised communities.
- **Participatory democracy**, which emphasises the direct involvement of citizens - including those experiencing social exclusion - in decision-making that affects them.

Many target groups and many communities have no organisations to express their voices and limited capacity to develop such structures. Much community development work is concerned with developing this capacity and helping groups to identify and communicate their needs. Partnerships have been involved in supporting the development of residents' associations in housing estates, local Traveller development





GO FOR LIFE participants go on a cliff walk, Kilkee

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groups, lone parents support groups, women's groups, and support groups for refugees and asylum seekers.

Pre-development work can take months or even years to come to fruition, but represents a major long-term investment in both the development of these groups and the achievement of social inclusion. Capacity-building may result in the development of strong community organisations, in some cases backed by a Community Development Project, Family Resource Centre or other State-funded initiative. At this stage, the work of the Partnership may move on from pre-development work to organisational development, supporting a group to form

networks with other organisations, and helping it to input into local, regional and national policies and structures.

### **Supporting different kinds of communities**

By the end of 2005, the Partnerships had assisted nearly 5,600 community groups. The case study from Smithfield in Dublin shows how support provided by a Partnership allowed local residents to become mobilised and facilitated positive outcomes in both the short-term and potentially the long-term (through the training provided and through provision of a community resource centre). In an area with a history of early school leaving,

unemployment and other social problems, the community development support provided by the Partnership was crucial in enabling the voice of local residents to be included in the planning process.

As well as working in geographic areas experiencing exclusion, the Partnerships have also undertaken community development work with specific target groups. For example, data from 2005 shows that Partnerships' community projects supported disadvantaged women (38% of community groups), lone parents (31%), older people (28%), people with disabilities (24%), Travellers (15%) and asylum seekers and refugees (13%).



## Shaping the regeneration of Smithfield

Noleen Jennings is not one of the new people who have moved into the now fashionable Smithfield area in Dublin 7. 'My family has lived in this area for six generations', Noleen explains. 'I'm from Fr. Matthew Square myself and my great-grandparents lived on Smithfield'. By the end of the 1990s, the regeneration of inner-city Dublin was well under way. New apartment blocks and large commercial developments were being built in areas that had become run-down. This was being watched in areas like Smithfield

by the long-established local communities, which often experienced high levels of social exclusion.

At first, local residents felt powerless to influence this situation. However, after an application was submitted for a huge development on the west side of Smithfield, to include a 23-storey apartment tower, a local Residents' Group was formed. 'At the time', says Noleen, 'I had as much experience of being on committees as the man in the moon'.

The Dublin Inner City Partnership (DICP) provided information on the proposed development and funded Community Technical Aid to provide an Environmental and Planning Service, with a qualified Community Planner. The Partnership worked closely with the local community organisation, MACRO CDP (also funded through the Department of Community, Rural and Gaeltacht Affairs) in supporting local residents.



Community concerns related to the scale of the proposed development, noise, traffic, safety and possible anti-social behaviour from a 'super-pub'. Community Technical Aid and MACRO CDP provided support for written submissions, and helped local residents prepare oral submissions for the hearing of An Bord Pleanála. For people who had left school early, as many residents had, it was a challenging experience. 'When we arrived on the first morning, and saw the developers and their barristers, with their boxes of documents, it brought home to us what we were trying to do', says Noleen.

The community campaign led to a range of changes to the development: the 23-storey tower was omitted; apartment and office space was reduced by one-quarter; and crèche facilities were increased. It was subsequently negotiated that a 2000 square foot resource centre would be provided to the community - to be used for projects which will promote social inclusion in the area. Following the oral hearing, the presiding Inspector of An Bord Pleanála congratulated the local residents who had spoken.

The Smithfield example has since been repeated in other inner city areas, and MACRO CDP has shared the experience with planning and architectural students from the DIT and Trinity College. Says Noleen: 'The DICP and MACRO CDP didn't just come in and do it for us. They helped us to do it for ourselves. And that will bring long-term benefits'.

By the end of the 1990s, the regeneration of inner-city Dublin was well under way. New apartment blocks and large commercial developments were being built in areas that had become run-down. This was being watched in areas like Smithfield by the long-established local communities, which often experienced high levels of social exclusion.



*Some of the members of the North-West Inner City Community Forum in the new Smithfield development*

Tom Collins with his mother, Babs Collins, in their house on their farm near Kilkee, Co. Clare



# Community development with older people

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The Inishowen Partnership, based in Buncrana, Co. Donegal, has a largely rural catchment area and a population of older people above the national average. In its 2000-2006 strategy, it has given a high priority to older people, many of whom experience poverty, isolation and other forms of social exclusion.

The North-Western Health Board launched its 'Voice of Older People' (VOP) project in Donegal in 2002. From the start, the Partnership's Community Worker, together with a local older person contacted via the Partnership, sat on the project steering group.

Following a mapping of existing services, consultations were undertaken with older people using guided facilitation, creative writing, group discussions, poetry and other methods. Sensitive issues such as elder abuse, violence, relationships and loneliness were aired. Stories about poverty and fear were told, and listened to, in many instances for the first time. Education and training needs were identified.

270 people attended a subsequent open day, with information stands, speakers and workshops. This led to identification of a range of needs in Inishowen by older people themselves, and an agenda for action. This agenda included health issues, social isolation, information provision,

personal security and the need for opportunities for older people to contribute more to society. Over time, the Partnership's Community Development Officer has built up the capacity of VOP members as advocates on issues.

Most recently, the VOP, in conjunction with the Health Service Executive, was setting up a telephone befriending service in early 2006. This involves volunteers making a call to each older person at an agreed time each day, to enquire about their health and to check if they have any other needs. It is an example of how community development can lead to needs being identified and discussed, and innovative responses piloted.





Patricia O'Dea, Radio Corca Baiscinn

'I love working in radio because it's a chance for me to put across my kind of music to the community.' So says Barry Nolan of his work with Radio Corca Baiscinn, a local radio station based in Kilkee and started by EIRÍ Corca Baiscinn, the Partnership company for West Clare. Barry, who has a disability, was working with the station on a voluntary basis in spring 2006.

Radio Corca Baiscinn started broadcasting in 1999. It is licensed by the Broadcasting Commission of Ireland for the franchise area 'the Loop Head peninsula, west of Kilrush and Doonbeg'. EIRÍ supported the initiation of the station and its ongoing development. The station provides skills training to many of EIRÍ's target groups, including people with disabilities, early school leavers, older people, smallholders and women. The station targets listeners across the community - its objective is 'to provide programming that is accessible to local people and that aids the growth and development of the community by enabling it to listen to and learn about itself'.



Barry Nolan, Radio Corca Baiscinn

The station is 'very much about getting different voices on the radio' says Sue Targett, Manager of EIRÍ Corca Baiscinn. She points out that the station draws on different measures under the programme - it incorporates a Community Employment scheme, in association with FÁS and the Services for the Unemployed measure, as well as several actions under the Community Development measure. And after seven years in operation, the station is now an established part of the daily lives of many people who live in West Clare.

Community radio  
in West Clare - an  
innovative way to  
reach the wider  
community



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## Promoting volunteering

At the launch of the Cavan Volunteering Conference (organised by Cavan Partnership together with Cavan County Development Board and Cavan/Monaghan LEADER) in September 2005, Mr. Noel Ahern T.D., Minister of State at the Department of Community, Rural and Gaeltacht Affairs, stated that:

**'In a changing society we need to find new ways to encourage and support voluntary activity and unlock the social benefits, such as strengthening citizenship, that volunteering brings. The quality of life in our society, and the ultimate health of our communities, depends on the willingness of people to come forward and become involved and active in their local communities.'**

The Partnership approach to social inclusion requires a significant commitment from all sectors, but especially from the voluntary and community sector. The concept of voluntary contribution is a key principle underpinning the community development approach of the programme. Partnerships support the participation of community organisations representing target groups through capacity-building measures such as:

- Training for voluntary community activists
- Technical assistance to support voluntary and community groups
- Supporting community groups to input into and benefit from planning structures such as County Development Boards and County Childcare Committees.

In 2005 and 2006, following a request from the Department of Community, Rural and Gaeltacht Affairs, Pobal asked the Partnerships to 'ring-fence' over €0.5m of funding each year specifically for projects relating to volunteering. The work of the Partnerships in relation to volunteering has been accompanied by a continuing focus on those people and groups who are most marginalised and excluded.

## Examples of the work of Partnerships on volunteering in 2005

- *CANDO Community Partnership (in Co. Carlow)* funded a Volunteer and Leadership Training Project, providing a certified training course in community development for people already involved in community work but who had not received any formal training. It also trained voluntary participants in after-school supports.
- *Galway Rural Development* supported the establishment of a Galway Volunteer Centre by engaging a consultant to identify good practice in volunteer recruitment, support, training and development.
- *Co. Monaghan Partnership* funded an audit of the community and voluntary sector in Co. Monaghan, as well as providing support for the integration of foreign nationals in local community and voluntary organisations.
- *Westmeath Community Development* funded volunteering projects such as an Intercultural Community Volunteer pilot project, and a voluntary Community Car Scheme (with the South Westmeath Rural Transport Association).

Like all the Partnerships, Tallaght Partnership (in south-west Dublin) works closely with a wide range of community and voluntary organisations, and depends on the voluntary input of a large number of individuals and community groups. Community participation in the Partnership's decision-making helps ensure that the Partnership's work reflects the needs and concerns of those who are the target of its work.

Community representatives are generous in giving time and commitment to Tallaght Partnership at many levels:

- At Board level. On the Board of Directors, which sets the strategic direction of the Partnership, 8 out of 18 current Directors are community representatives. Community Directors are thus able to
- support each other in bringing the perspectives of the programme's target groups to the Partnership's planning and management.
- On sub-committees of the Board. The Community Development Committee, which oversees the Partnership's community development work, has 19 community representatives. On the Services to the Unemployed Committee, 2 of the 8 representatives are community representatives. This helps ensure that objectives are set and actions focused for maximum benefit to target groups.
- In steering groups and advisory committees for different projects and areas of work. For instance, 3 members of the Partnership's Social Economy Advisory Group are community

representatives, as are 6 of the 9 members of the TallaZens Steering Group (which is an intercultural project for 'municipal citizenship'). This layer of community participation - at the operational level - is often the catalyst for greater involvement in the Partnership's work.

In all, more than 46 community representatives input directly into Tallaght Partnership's decision-making through participating in its committees and advisory groups. Apart from the benefits outlined above, this involvement creates a climate of participation, and raises expectations with regard to involvement in planning and decision-making. It also creates important learning and skills-building opportunities for those who participate.

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*TallaZens project  
Community development  
& leadership course*

## Community participation in Tallaght Partnership

## **Conclusions and issues for the future**

Community development approaches in the Local Development Social Inclusion Programme have enhanced the capacity of many marginalised people to participate in developing responses to their needs. The Partnerships have supported communities, built social capital and laid a foundation for local economic activity. The Partnerships' community development work has also strengthened the social inclusion impact of other linked programmes, such as the Local Drugs Task Forces, the Rural Transport Initiative, RAPID and the Equal Opportunities Childcare Programme.

While the ideas of community development, social capital, active citizenship and volunteering have shown their worth in 2000-2006, many of the challenges of the last six years will continue into the future, including the continuing need to:

- Focus on those who are socially excluded, particularly those experiencing cumulative disadvantage.
- Emphasise the early pre-development work with target groups, in order to build their skills, knowledge and organisational capacity.
- Build greater involvement by target groups in decision-making across the programme.
- Provide resources to support community development work.

# Chapter 6: From practice to policy

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The Local Development Social Inclusion Programme gives Partnerships the flexibility to design local responses to local needs. As well as helping ensure that Partnership actions are appropriate to the local situation, this flexibility creates a space for new ideas, generating learning for mainstream statutory programmes and agencies. In his 1996 OECD report on the Irish Partnerships, Professor Charles Sabel described the autonomy of local Partnerships as amounting to 'democratic experimentalism'.

The importance of innovation is emphasised in the 2005 NESC report, *The Developmental Welfare State*, which talks of the need for 'activist approaches' to policy. In its description of how innovation would ideally work, the NESC states that:

'Innovative pro-active measures are akin to the R&D sphere of the Developmental Welfare State. Through them, organisations - in the community and voluntary, public and private sectors - respond to unmet social needs, initially in a particular and once-off manner but with implications for mainstream service provision that are systematically identified.'

#### **A fertile ground for new ideas**

A large number of new local approaches, new ways of delivering initiatives, new policy ideas and even the identification of new

target groups have emerged from the Local Development Social Inclusion Programme.

Through the programme's work with the unemployed, for example, Pobal and the Partnerships have influenced national policy in relation to the Local Employment Service. The Services for the Unemployed measure has also reached out to target groups that might otherwise have had a low level of contact with mainstream training or employment providers, as seen in the Low-Income Smallholder Households Initiative. Work under the Services for the Unemployed measure has also generated detailed feedback for agencies on the benefits and allowances for those looking to enter the workplace. In relation to unemployment, for example, it was on-the-ground work by Partnerships that led to the Back to Work Allowance schemes, and Partnerships continue to inform the development of these schemes.

In relation to the Community Employment (CE) programme, the numbers on this programme expanded during the 1990s and contracted during 2000-2006. While Community Employment is not part of the Local Development Social Inclusion Programme, how these decisions were implemented - such as the location of CE places - has been influenced by Pobal (ADM) and the Partnerships. Some 11,000 of the 20,000 CE places in 2006 are 'ring-fenced' for RAPID areas, childcare services, drugs task force initiatives etc.

In its support for community development, much of the innovation of the Local Development Social Inclusion Programme has come through its attempts to reach out systematically to the most marginalised, to build their capacity and to help them to articulate their own needs. New thinking in relation to target groups such as ex-drug users, ex-prisoners and Travellers has emerged from the programme.

The Rural Transport Initiative provides an example of a response for the whole community, focused on rural areas. In the development of the Equal Opportunities Childcare Programme, the Partnerships played important roles in stimulating local coordination and building the capacity for community-based childcare provision.



*Gordan Ryan working in Comhairle (LES scheme)*



The first example of what evolved into a Local Employment Service was piloted by Northside Partnership in the early 1990s, under the title 'Contact Point'. The initiative drew on a Dutch model of providing support to people out of work which involved 'mediators' working on a one-to-one basis with unemployed people and also involved close links to companies.

In the second half of the 1990s, the model was extended to other Partnership areas and resulted in the Local Employment Service (LES), operated by 24 of the Partnerships. Its recognition that tailored advice and guidance was required by unemployed people to help them negotiate the complex landscape of benefits and training courses, and to support them in building confidence and personal skills, proved successful in engaging with the unemployed.

The LES model combines a number of elements core to the work of the Partnerships, including a focus on named target groups; recognition of the need for capacity-development for individuals to enable them to avail of opportunities; and the emphasis on partnership approaches to developing solutions.

During the 2000-2006 period, the LES was mainstreamed, initially through funding from the Department of Enterprise, Trade and Employment, and more recently as one strand of the dual-stranded National

Employment Service, alongside FÁS. It continues to be managed by the Partnerships.

In parts of the country which do not operate the Local Employment Service, the local Partnership often offers a similar service under the Services for the Unemployed measure. This involves Partnership personnel engaging with people outside the labour market and providing a mediation service for them with training providers and employers. It may also involve work in preparing CVs, interview skills and general confidence-building.

Mainstreaming can take time. Even though the idea received positive evaluations at all stages, it took almost a decade from the pilot action in Northside Partnership to mainstreaming as part of the National Employment Service.

## Building a Local Employment Service

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*Martin Murphy and Michael Gleeson, Farmer Support, EIRI Corca Balscinn*

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## Responding to the needs of smallholder families

During the 1990s, rural Partnerships found that smallholder farmers with low incomes were becoming increasingly marginalised, and as result they were named as a target group of the programme for 2000-2006. By 2004, in response to significant local demand, there were 25 Rural Resource Workers working for Partnerships and focusing on smallholder households.

The Low-Income Smallholder Household Initiative (LISHI) normally begins its work with the smallholder and looks at ways to shore up, or boost, farm income. It may

refer a smallholder for further assistance from Teagasc or other organisations. However, it also works with the full household in drawing up a medium-term plan, reviewing on-farm and off-farm sources of income and potential income. This may include possible off-farm employment, training, and ways to overcome the chronic lack of transport and childcare services in many rural areas.

The outreach techniques used in this initiative have been crucial, as many members of this target group would not

otherwise have sought assistance. These techniques are now also reflected in Teagasc's Opportunities for Farm Families Programme. The increased visibility for this target group has also led to its being explicitly included in other national rural development policies. However, in response to local need, the Local Development Social Inclusion Programme continues to focus support on low-income smallholder families through LISHI.



# Supporting rural transport

Few programmes can claim as many instant and tangible benefits as the Rural Transport Initiative (RTI), which emerged in response to the inability of many people in rural areas to access basic services, including education and training, childcare and advice on benefits.

The North Longford RTI is one of 34 such groups nationally, and shows the benefits of the initiative. The main group of passengers in Longford are older people, and one local doctor says the bus service has improved the health and lengthened the lives of patients in his care, if for no other reason than making sure they keep their medical appointments. But the service has also

become a significant social occasion for many older people living in isolated rural areas.

Managed and operated by Longford Community Resources - the joint Partnership/LEADER company in Co. Longford - the North Longford RTI involves local bus companies, who are contracted to service 10 bus routes in a 30km radius of Granard. The 14-seater buses arrive by appointment at the homes of bus users, usually on a Thursday or a Friday, and bring them to Granard, where they have three hours to visit their doctor, the post office, shops or social outlets. Other routes are also offered to ensure people of all ages

can access local services. The project costs around €100,000 a year to operate, and demand is increasing, says Monica O'Malley, the Manager of Longford Community Resources. 'I received a letter from one woman who said 'Thank you, you've given me my life back', she says.

Following the operation of pilot local RTI services by Partnerships in the 1990s, the initiative received funding under the 2000-2006 NDP. Following a positive independent evaluation in 2004, the Department of Transport has committed to mainstreaming the programme from 2007 onwards, and the programme is to be extended to achieve national coverage. To date, more than 1.6 million passenger journeys have been recorded, with 54% of passengers aged over 66, and 67% female.

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North Longford Rural Transport Initiative. Granard

# Childcare in disadvantaged communities



Childcare Resource Centre, Ballymun Partnership

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As early as the mid-1990s, Partnerships identified the need for childcare supports to facilitate participation in education, training and employment, and began innovative pilot childcare projects. In 1994, the Government's first funding for pilot childcare projects was targeted exclusively at Partnership areas.

Over time, Partnerships came to play an increasing role in the animation and running of childcare services. They were central to the local coordination of childcare, setting up forums and networks where the issue was discussed, and establishing childcare sub-committees of their Boards. All Partnerships included childcare in their

Strategic Plans, and groups in some areas became involved in the direct delivery of childcare, helping build capacity.

Under the *Equal Opportunities Childcare Programme*, Partnerships received development funding to play an even stronger role. This laid the foundations for County/City Childcare Committees (CCCs). Partnerships subsequently shared systems and learning with CCCs.

In 2006, Partnerships contribute as CCC Board members and play a crucial role in the work of CCCs in disadvantaged areas, including with school-age childcare projects.

Some examples of CCC/Partnership links include the following:

- In Kerry, the CCC has a service agreement with the six Partnerships in the county, whereby they agree an annual plan for what is to be delivered in their area, e.g. training and capacity-building.
- Cork City Childcare Committee works closely with Cork City Partnership - they have a service agreement on development work with community childcare providers.
- Dublin City Childcare Committee has a service agreement with Ballymun Partnership to operate a local Childcare Resource Centre.

## Making access to higher education more equal

The Millennium Partnership Fund for Disadvantage: Access to Higher Education supports disadvantaged students from local Partnership areas to participate in further or higher education. The fund, which has been running since 2001, was modelled on initiatives that several Partnerships had piloted to boost access levels to - and retention in - higher education under the 1994-1999 programme.

The Partnerships' initiatives were community-based responses to the traditional pattern of low transition rates to third-level education in disadvantaged areas. Northside Partnership's Higher Education Support Scheme (HESS) had been designed to provide students who had made the transition to third-level education with a range of supports such as bus passes, books and mentoring, and this became the initial model for the Millennium Fund.

Pobal managed the fund on behalf of the Dept. of Education and Science from 2001 to 2003, and currently jointly manages it in partnership with the National Office for Equity of Access to Higher Education. Over the past five years, implementation of the fund has become more strategically aligned with education access initiatives under the Local Development Social Inclusion Programme, adding value to the fund and enhancing its impact for students.

An evaluation in 2005 concluded that: 'the Millennium Fund has served an important function in supporting students from disadvantaged areas to attend further and higher education. It has significant potential to facilitate outreach and role modelling if further developed within a holistic strategy to combat educational disadvantage'.

Under the Community-Based Youth Initiatives measure, the programme has helped advance policy and practice in relation to educational equality. As part of this contribution, Pobal - drawing on the thinking and experience of Partnerships - has used its position on a number of policy-related committees to encourage change in national policy on educational disadvantage. The most influential of these committees, the Statutory Educational Disadvantage Committee, published its final report in May 2005.

The Millennium Partnership Fund for Disadvantage: Access to Third Level Education, which is co-managed by Pobal and the National Office for Equity of Access to Higher Education, was modelled on Partnership initiatives and emerged from the recommendations of the 2001 *Report of the Action Group on Access to Third Level Education*, on which Pobal (ADM) was represented. The fund is designed to support participation in further and higher education among students from disadvantaged areas through a variety of financial grants and study supports. It complements a range of access-to-education initiatives under the Local Development Social Inclusion Programme.

Other Partnership actions relating to educational inequality (homework clubs, access programmes, work with parents, anti-discrimination training, etc.) have also been mainstreamed, for example through the School Completion Programme. This has enabled Partnerships to re-focus their work on other areas of intervention.

### Supporting mainstreaming

Lessons learnt in the programme are shared with the Department of Community, Rural and Gaeltacht Affairs and with other Government departments and agencies, to inform policy development. In this task, Pobal works in co-operation with the Partnerships and Employment Pacts to learn policy lessons from work at local level. It does so in order to foster both 'horizontal

learning' - disseminating policy ideas and good practice between Partnerships - and 'vertical learning' - communicating emerging lessons to policy makers.

Central to the programme's ability to inform policy development and mainstreaming are the programme's monitoring and evaluation systems. In communicating the lessons learnt through these systems, Pobal undertakes a range of actions, including:

- Preparation of policy papers on issues relating to social inclusion.
- Seminars, workshops and conferences. For example, a major conference on education, *Building Equality in Education: Going Forward in Partnership*, was organised by Pobal at the end of 2004.



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## Monitoring and evaluation

Good monitoring and evaluation systems are central to the programme's capacity to contribute both to the Government's NDP objective of promoting social inclusion and to the programme's role in innovation.

The linked objectives of the monitoring and evaluation work undertaken by Pobal and the Partnerships are to:

- Fulfil the reporting requirements of the Department of Community, Rural and Gaeltacht Affairs, the Regional Assemblies (as part of the NDP) and others.
- Identify and share models of good practice.
- Identify lessons learnt to inform policy.
- Strengthen the management and implementation of the programme at national and local levels.

A detailed performance indicator framework was put in place in 2000. This allows regular reporting on outputs and results. It allows analysis of progression into jobs and labour market schemes, levels of educational and training attainment, target group participation in actions, etc. An on-line database was developed to help Pobal and the Partnerships measure the extent to which the objectives of the programme are being achieved.

In addition, Pobal and the Partnerships undertake qualitative research to analyse the less tangible aspects of the work (e.g. capacity-building) and to identify good practice and lessons learnt. Examples of research themes have included *'Equality in Education: An Examination of Community-Based Youth Initiatives Under the LDSIP'* and *'The Low-Income Smallholder Household Initiative: A Guide to Good Practice'*.

- Creating an environment for informal exchanges with policy makers.
- Other published reports and evaluations.

As well as the work of Pobal, lessons from the programme are identified and shared by the two networks established by the Partnerships themselves: PLANET (the network for Area-based Partnerships) and the Community Partnership Network (CPN). Key structures for PLANET in this work have been a number of national policy groups which address common concerns in the areas of enterprise, labour market initiatives, community development, childcare, education and training.

They develop policy submissions, based on the practical experience of Area-based Partnerships. The CPN provides opportunities for the Community Partnerships to share learning and seeks to inform policy. A key tool is the CPN's annual national conference, which provides a structured channel for communicating with decision-makers. The CPN also operates through four regional networks.

### Conclusions and issues for the future

The Local Development Social Inclusion Programme and the Partnerships that it funds have been a rich source of new

ideas in Ireland in relation to social inclusion. This role fits with the vision of the NESC in its discussion of the 'activist' sphere of the 'developmental welfare state'.

While there are undoubted successes, this chapter shows that the process of mainstreaming can take a long time. An initial pilot action arises in a specific local context, and it may need to be modified locally before the 'formula' works. Dissemination by the Partnership, Pobal, PLANET or the CPN requires the initiative to be documented and communicated. A more widespread adoption of the idea by Partnerships may provide a basis for national policy adoption, if the idea is timely. But the time from conception to mainstreaming can easily be 5 to 10 years.

Issues arising for the future include:

- The programme plays an important role within the 'activist' sphere of the welfare state, and this role should be further developed, in line with the argument of the NESC.
- A continuing effort is needed to strengthen mechanisms for both horizontal and vertical learning. This would help the dissemination of good practice and of innovative policy ideas.

# Chapter 7: Responding to change

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The Local Development Social Inclusion Programme has differed in significant ways from the programme that preceded it (1994-1999), reflecting the different environment in which the 2000-2006 programme has operated. For example, the reduction in unemployment between the 1994-1999 period and 2000-2006 has allowed the Partnerships to focus an even greater amount of their work on those most distant from the labour market.

As the work of the Partnerships has evolved from a focus on unemployment during the 1990s to a broader focus on social inclusion, so new target groups have been named under the 2000-2006 programme, such as lone parents, ex-prisoners, smallholders and older people. Support for immigrant communities - refugees, asylum seekers and migrant workers - provides an example of an area of the Partnerships' work that has grown rapidly in recent years in response to the huge increase in immigration and to the social inclusion concerns it has created.

During 2000-2006 the relationship of Partnerships to local authorities has also developed, through the addition to Partnership Boards of elected council members and through the endorsement of Partnership plans by the City and County Development Boards.

The Local Development Social Inclusion Programme is designed to allow Partnerships to respond to change. The focus on area-based approaches, with Partnerships preparing local plans, updated during the programme, generates a high degree of flexibility and responsiveness.

## Looking to the future

As the programme draws to a close, the Partnerships are beginning to review their priorities for 2007 and beyond. While there will be much continuity in their actions, they will continue to have to respond to the changing socio-economic and policy context, just as they did during 2000-2006.

While many Partnerships are now in a process of change that will see new organisational structures emerge for 2007 and beyond, there is an on-going need to retain the key dimensions of the programme that were noted in Chapter 1: the area-based focus and the objective of promoting social inclusion. The multiple forms of disadvantage experienced by many Travellers, people with disabilities, ex-prisoners, ex-drug users and others - all groups with which the Partnerships have worked in 2000-2006 - remain and will continue to require focused interventions at local level. The work will continue to make an important contribution to achieving the objectives of the National Action Plan against Poverty and Social Exclusion (NAP/incl) and the National Development Plan.

A major change in Ireland in 2000-2006 has been the number of non-Irish people entering the country. This has included workers, their families, students and others. It is reported that over 200,000 workers arrived from the 10 new EU accession states alone between May 2004 and May 2006. Both urban and rural Partnerships have been in the frontline in supporting the integration of these groups into Irish society, and in helping overcome barriers to their social inclusion, such as racism and social isolation.

Some examples of individual Partnerships' work are:

- In Dublin, a focus of the work of Dublin Inner City Partnership (DICP) has been non-Irish young people, including

unaccompanied minors arriving in Ireland. As well as orientating these people to receive supports they need, the Partnership has worked to establish equivalencies for qualifications from different countries. This links to work which Pobal is undertaking with Dublin City University on this issue. A 2005 seminar, held by inner-city community and voluntary groups, under the auspices of DICP, raised issues (and solutions) relating to the hostel accommodation system, lack of entitlements to third-level education and difficulties in the asylum process.

- Based on local research, Ballyhoura Development (which covers north-east Co. Cork and south-east Co. Limerick) has provided a number of supports for

migrant workers and their families since 2004. There has been a weekly information clinic, subsidised training (e.g. Safe Pass Course) with interpreters provided, and establishing (with a neighbouring Partnership) the North Cork Immigrant Forum.

- In Tralee, Partnership Trá Lí has worked to integrate asylum seekers, starting in 1999, when 175 asylum seekers arrived in the town. The Partnership was involved in starting the Tralee Refugee and Asylum Seeker Support Network (TRASNET), and a drop-in centre was established in 2001. If an asylum seeker is granted leave to remain in the country, or gains refugee status, the Partnership then offers supports relating to education, training and employment.

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*FM-WEAPON female migrant workers project, Tallaght Partnership*

# New immigrant communities and social inclusion

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## Challenges for the future

Building on the achievements of the 2000-2006 programme, outlined in this report, key challenges for the future include:

- Maintaining a focus on the most socially and economically disadvantaged.
- Working constructively with other programmes to promote social inclusion.
- Widening and deepening the frameworks for local co-operation put in place during 2000-2006.
- In rural areas, working with LEADER groups to bring together cohesive structures, while safeguarding the objectives and principles of the respective programmes.
- Maintaining adaptability and responsiveness in a rapidly changing socio-economic environment. The challenge is to continue to support core work, while responding to new issues and target groups.
- Utilising a variety of communication channels to enable learning from partnership practice to continue to influence local, regional and national policy.

At the same time, the responsiveness of the Partnerships and the programme to change - demonstrated during 2000-2006 - will again be needed in the coming years. There are many ways in which the socio-economic context is continuing to evolve, which may require new responses from local development structures in the future, such as:

### 1. Distance from the labour market.

While levels of employment in Ireland continue to grow strongly, those who remain unemployed (whether on the register of the unemployed or in receipt of other benefits such as Disability Allowance) often find it difficult to move into the labour market and need extensive support before they are 'job ready'. While the Partnerships have already achieved a great deal in terms of the 'distance travelled' towards the labour market by many of the most marginalised individuals, the NESF in its 2006 report, *Creating a More Inclusive Labour Market* argues that: ["A more holistic approach is now needed to tackle unemployment blackspots and to support the re-integration of unemployed and other disadvantaged groups into employment."](#)

### 2. Migrant workers and their families.

The number of migrant workers and their families continues to grow strongly. As seen in 2000-2006, even those with jobs may need support for social inclusion. The outreach work with this target group also creates challenges, both because of language and cultural barriers and because many migrant workers and their families live in private rented accommodation outside areas where social exclusion has tended to be concentrated.

**3. Low-skilled workers.** Many workers who are in employment but have low skill levels would be vulnerable in an economic downturn. While national industrial policy is focused on moving towards a 'knowledge economy', many current workers would not be equipped with the skills for knowledge-economy jobs. Partnerships may need to play a role in helping to upskill such workers.

**4. Educational inequality.** Not only are life chances strongly correlated with an individual's length of time in education, but Ireland's continued economic prosperity depends on an educated workforce. However, despite increased





Patrick McEntee with Brian Smyth, Drumshanbo Livestock Mart

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resources in mainstream education between 2000 and 2006, almost 20% of second-level students in Ireland do not complete secondary education, and literacy continues to be a cause of concern among both adults and young people. So there is a need for continued work, and new ideas, in trying to achieve educational equality.

**5. Mental health issues.** An issue that is already on the agenda of some Partnerships is that of people who face mental health issues, both in relation to their progression towards employment and in relation to their full involvement in the community. Suicide prevention (especially, but not only, in relation to young men) is an issue that has emerged strongly in recent years.

**6. Older people.** The changing demographics of Ireland mean that disadvantaged older people are becoming increasingly important as a target group of the programme. This change is reinforced by poor levels of private pension provision. Chapter 5 provides an example of how the programme is already engaging with this emerging target group.

**7. Carers.** The 2006 NESF report *Creating a More Inclusive Labour Market*, states that only half of all carers are in paid employment, and 40% work part-time. There is a lack of affordable and flexible respite care and limited work-life balance arrangements to allow people to combine caring with paid

work. There are problems in keeping skills up to date, both for professional carers and for people who leave the workforce due to care commitments.

**8. A changing policy environment.**

The 2006 national policy environment is different to that of 2000. New policies have come on stream in a range of relevant areas - in relation to equality issues, childcare, educational disadvantage, an updated NAPS, delivery of labour market services, rural development and other issues - and a future programme will adjust to reflect these changes. A new national Partnership Agreement was being discussed in May 2006 as this report was being finalised, and the process of preparing the next NDP was under way.

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## **Concluding remarks**

At a 2000 conference looking backwards at the 1994-1999 Local Development Social Inclusion Programme and looking forwards to the 2000-2006 programme, Dermot McCarthy said: 'It seems to me that local Partnerships and local development have earned their place, not just in the history books of the last decade, but in the life of the country going forward, whatever structures might evolve'.

Pobal believes that the faith demonstrated in the above comment has been validated by the achievements of the Local Development Social Inclusion Programme between 2000 and 2006. The challenge is now to learn the lessons arising from the programme to inform the work of the period ahead.

At a time of unprecedented national prosperity, the logic for a programme such as the Local Development Social Inclusion Programme is that the rising national tide does not automatically lift all boats. For some communities and individuals, while national prosperity may create unprecedented opportunities, considerable support is still required to take advantage of those opportunities.

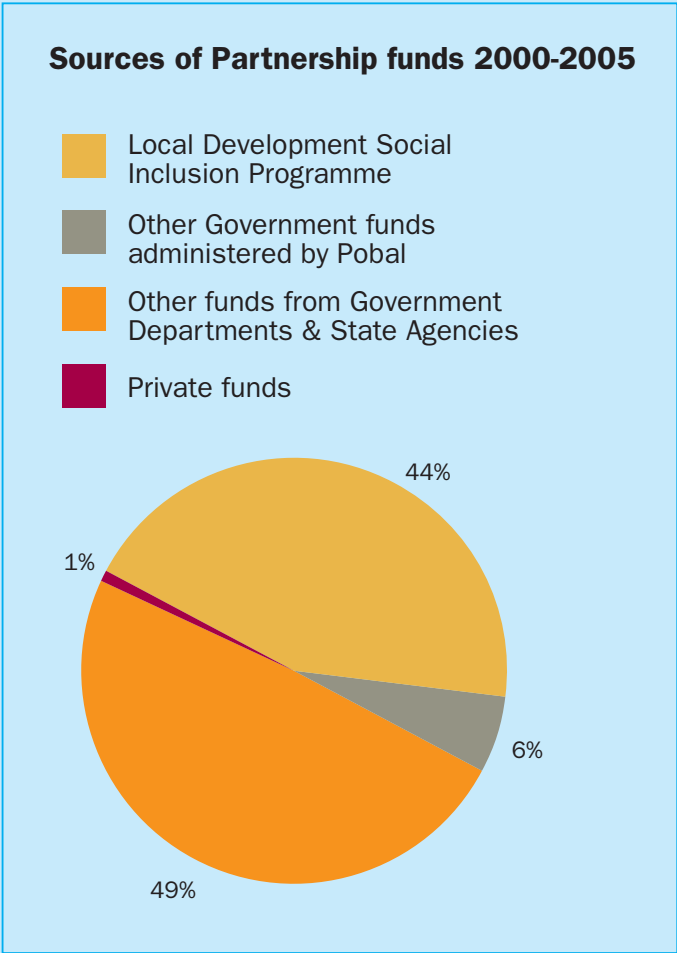
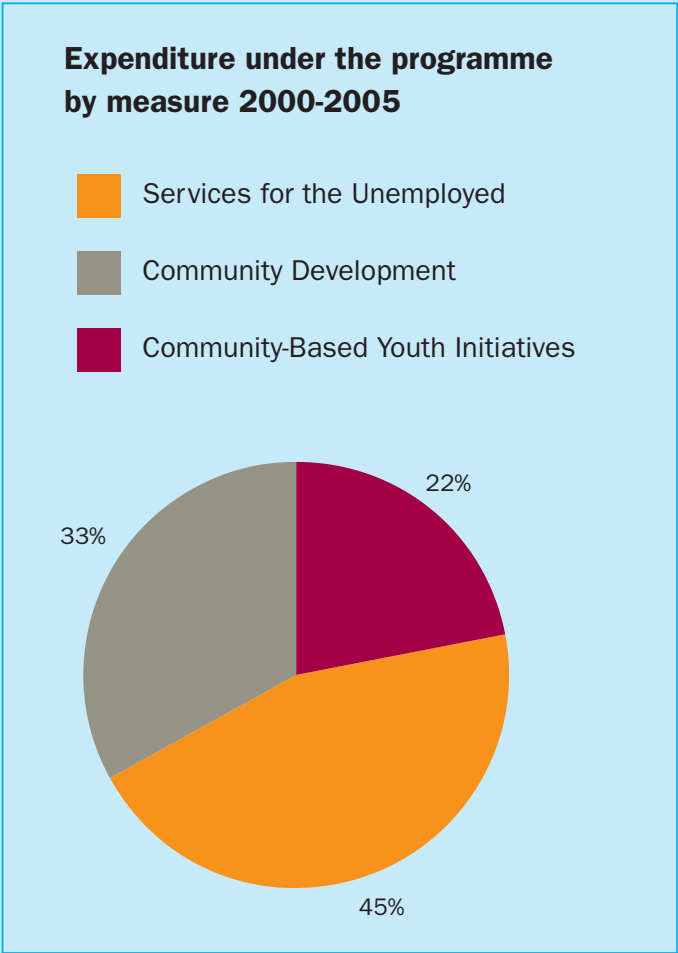
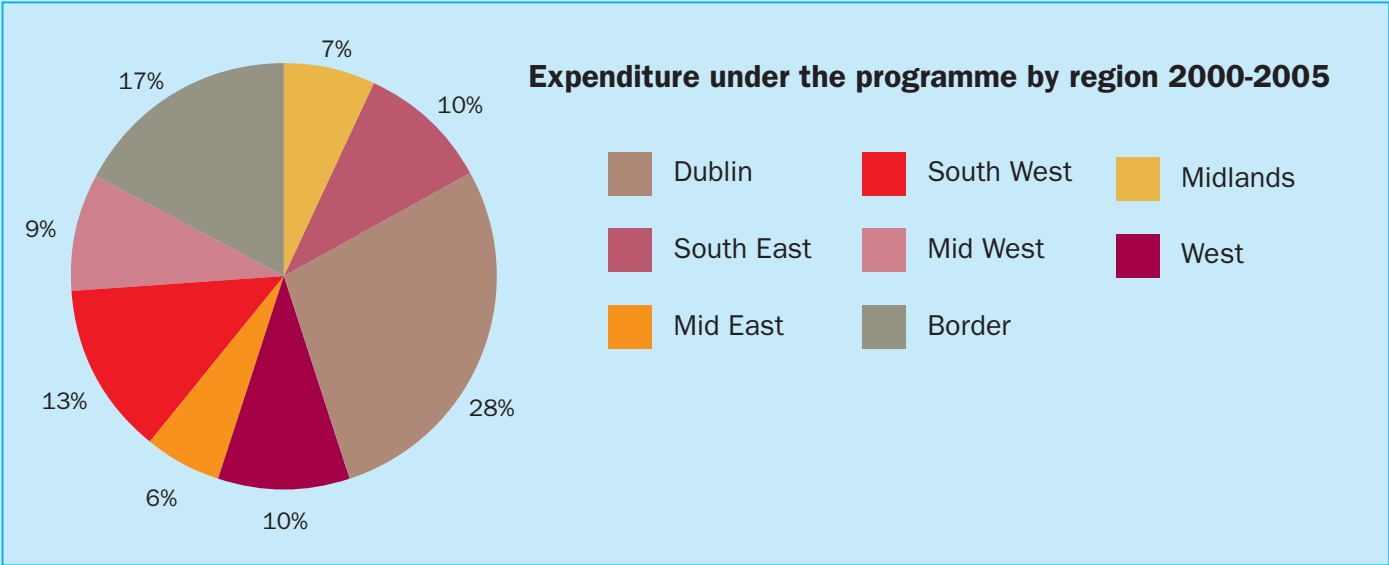
Pobal believes that it, and the Partnerships, can look back with pride on a huge amount of work undertaken during the lifetime of the Local Development Social Inclusion Programme 2000-2006.

Working together with a wide range of partners - and working for change in the lives of disadvantaged individuals and communities - the achievements of the Local Development Social Inclusion Programme have been wide in range and far-reaching.

# Annex 1: Financial expenditure

# Annex 1: Financial expenditure under the programme

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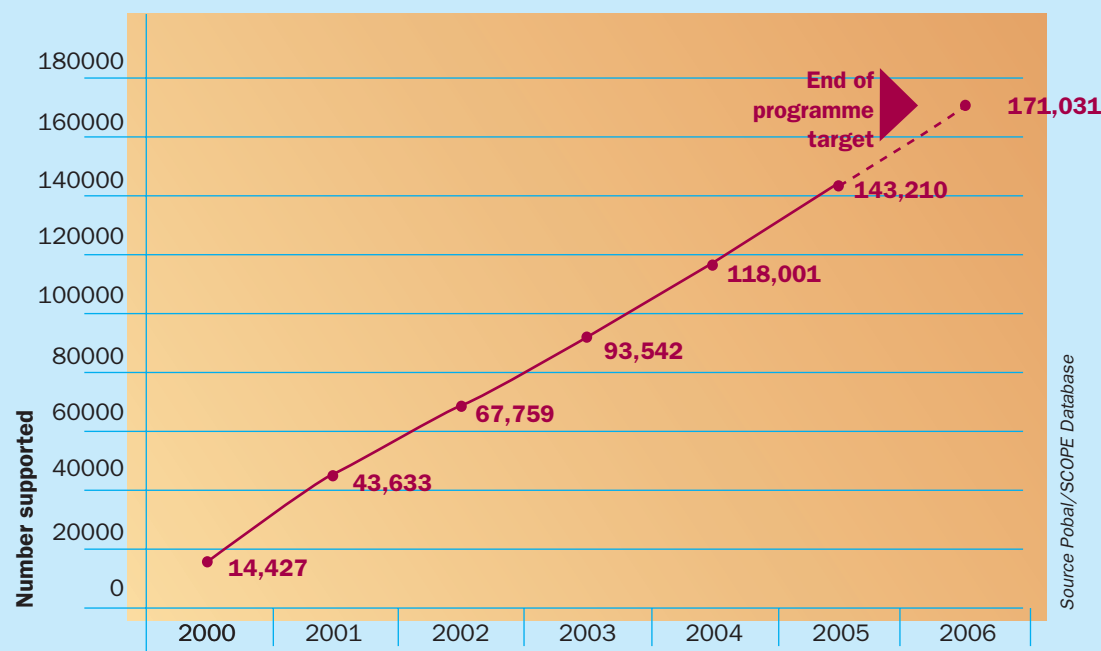
## Annex 2: Quantitative results



# Annex 2: Quantitative results

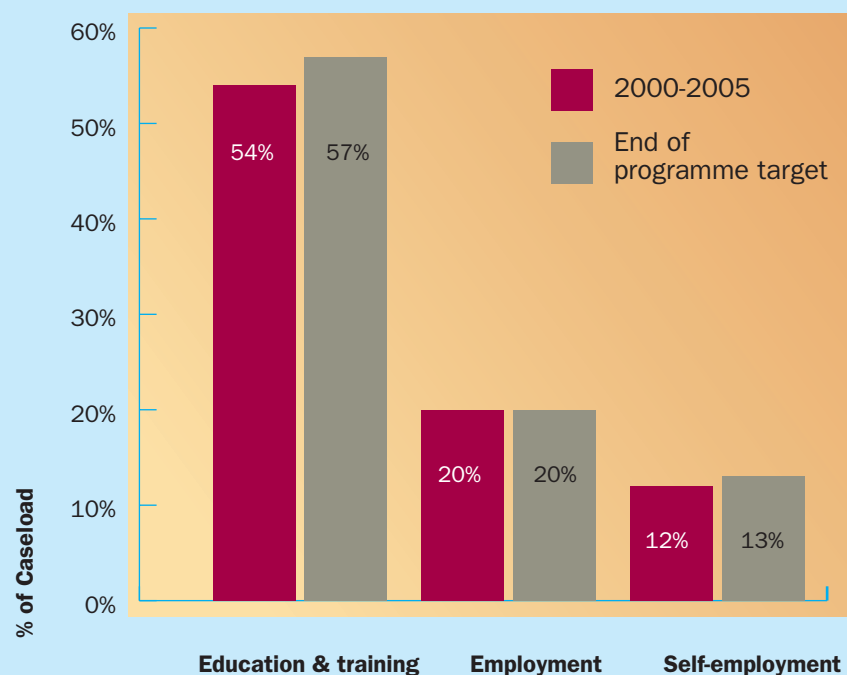
76

## 1. Caseload of individuals supported under the Services for the Unemployed measure



Note: 54% of all individuals supported under the measure by the end of 2005 were female.

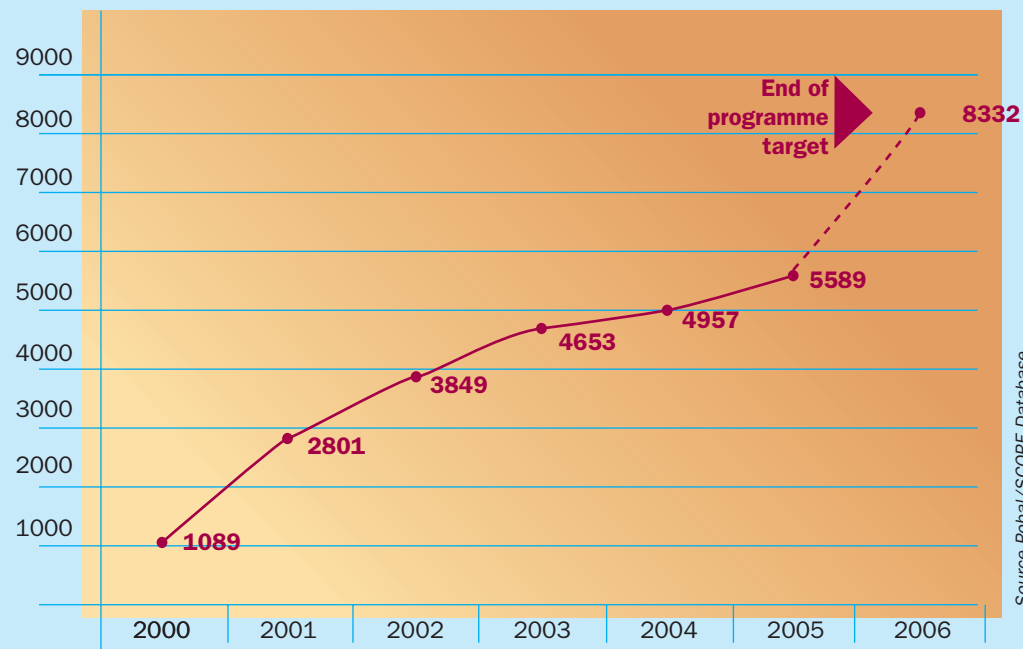
## 2. Progression of individuals supported under the Services for the Unemployed measure



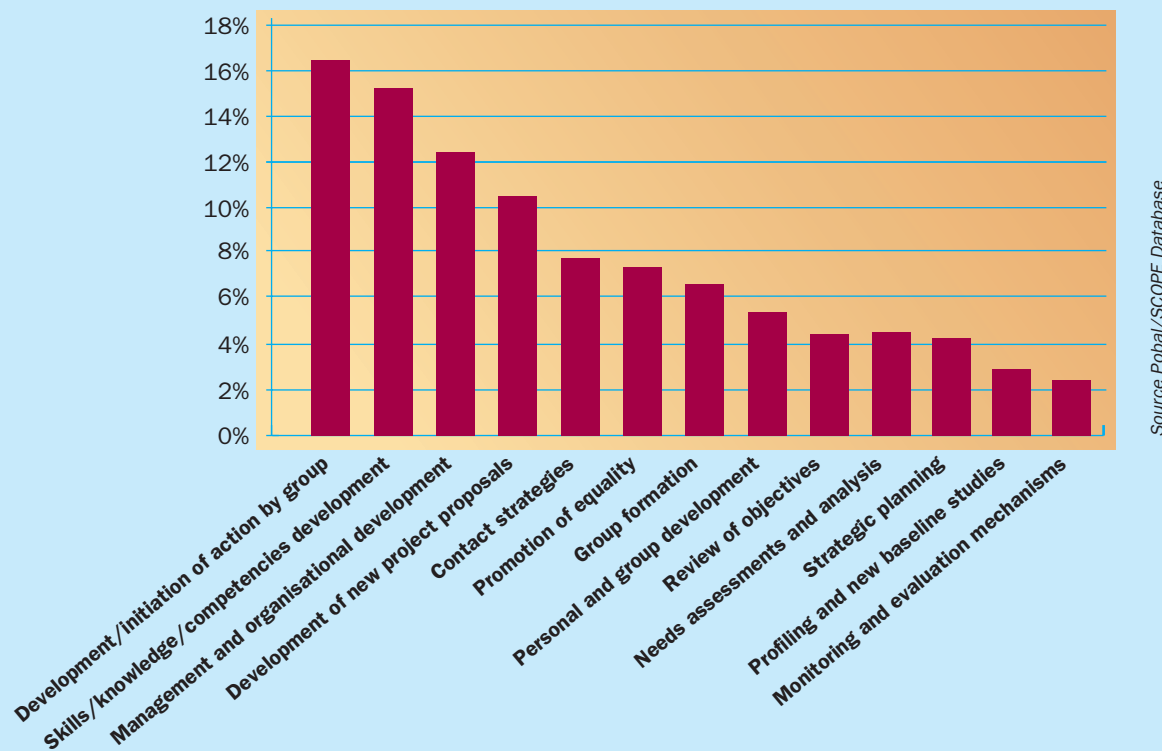
Note: 65% of those who progressed into education and training by the end of 2005 were female. This was the case for 59% of those who progressed into employment, and 26% of those who progressed into self-employment.

## Annex 2: Quantitative results

## 3. Number of groups supported under the Community Development measure



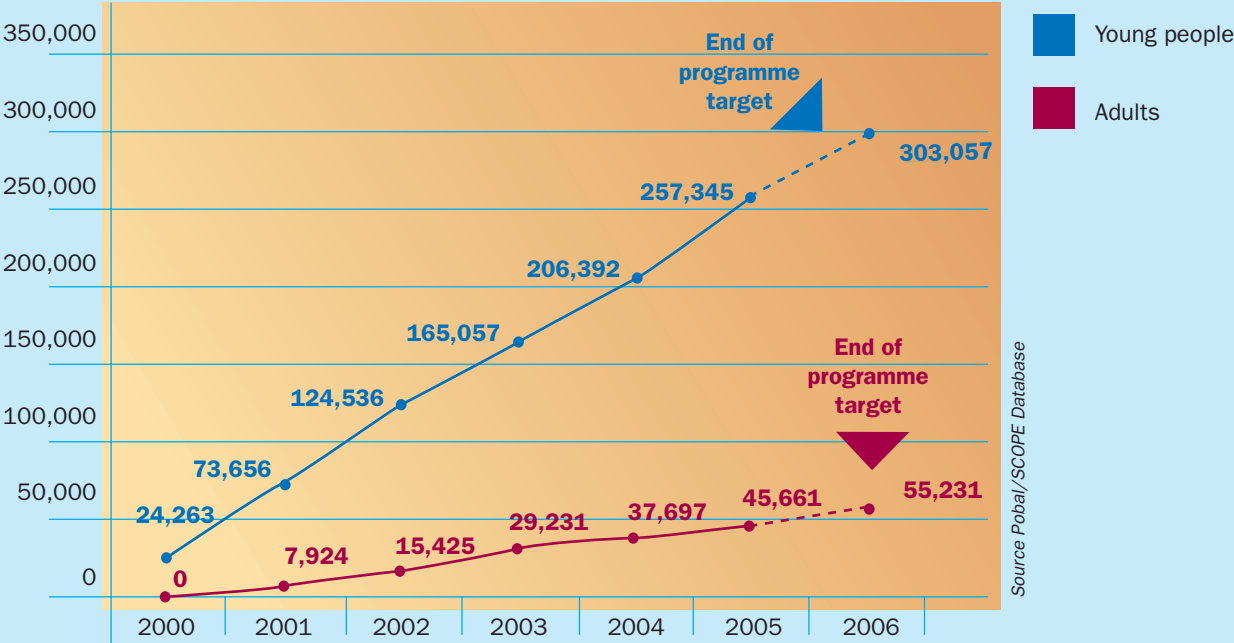
## 4. Categories of work undertaken with groups supported under the Community Development measure, 2005



# Annex 2: Quantitative results

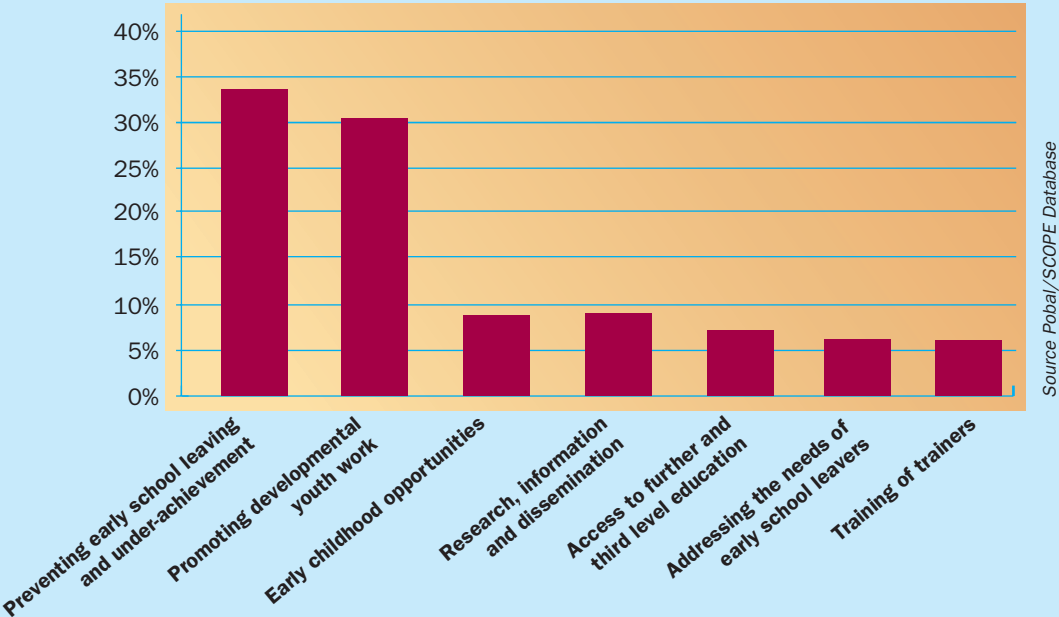
78

## 5. Young people and adults supported under the Community-Based Youth Initiatives measure\*



Note: 51% of young people supported under the measure by the end of 2005 were female. This was the case for 63% of adults.  
\* The same individual (youth or adult) may benefit from one or more initiatives over the course of the programme and is counted separately each time.

## 6. Types of initiative supported under the Community-Based Youth Initiatives measure, 2005



## Annex 3: Publications



## Annex 3: Publications

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The following documents have been published by Pobal (previously ADM) under the Local Development Social Inclusion Programme 2000-2006. Most are available on the Web at [www.pobal.ie](http://www.pobal.ie). In addition, individual Partnerships have themselves published a wide range of other reports.

### General

Research Database Directory (2000)

Gender Mainstreaming the LDSIP (2000)

LDSIP Guidelines 2000-2006 (2001)

The Development of Baseline Positions for the LDSIP (2001)

Strategic Review: A Practical Guide for Partnerships and Community Partnerships (2001)

Rural Proofing for the LDSIP: Supporting Rural Communities (2001)

The Missing People: A Strategic Approach to Rural Repopulation (2002)

Research Study on the Integration of Ex-Prisoners and Offenders (2003)

Developing Disadvantaged Areas through Area Based Initiatives: Reflections of over a Decade of Local Development Strategies (2003)

Deprivation and its Spatial Articulation in the Republic of Ireland (2005)

Partnership Dynamics - Key Lessons from Local Partnership in Practice (2006)

### Services for the Unemployed

Services for the Unemployed: Employment Information and Guidance (2001)

Review of the Low Income Smallholder Initiative (2001)

Synthesis Report on Supports and Progression Case Studies under the LDSIP Services for the Unemployed Measure (2002)

Synthesis Report on Targeting and Outreach Case Studies under the LDSIP Services for the Unemployed Measure (2002)

The Low Income Smallholder Households Initiative: A Guide to Good Practice (2004)

Able to Work (2004)

Impact of the Services for the Unemployed Measure of the Local Development Social Inclusion Programme (2006)

### Community Development

Interface between Community Development and Local Development (2000)

Strategies to Promote the Inclusion of Refugees and Asylum Seekers (2002)

The Role of the Community Sector in Local Social Partnership (2002)

Pre-development Work: Building Capacity Amongst Target Groups and Disadvantaged Communities (2003)

Equal Measure (2004)

Community Work in a Rural Setting (2004)

Age and Change - A Community Development Approach to Working with Older People (2005)

### Community-Based Youth Initiatives

Good Practice Guides: Planning and Implementing Education Initiatives to Address Educational Disadvantage (2001)

- General Planning
- After-School Education and Youth Supports
- Further and Third Level Education Supports
- Access and Achievement Supports

Community Based Youth Initiatives Discussion Papers (2002)

- Paper 1: Youth Work and Young People
- Paper 2: Policy Context of Youth Work

Strategies Supporting Effective Linkages between the Formal and Informal Education Sectors (2002)

Equality in Education: An Examination of Community Based Youth Initiatives under the LDSIP (2004)

Able to Learn (2005)

Building Equality Through Education - Going Forward in Partnership (2005)

Annex 4:  
Partnerships and  
Employment Pacts,  
listed by county

## Annex 4: Partnerships and Employment Pacts listed by county

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### Carlow

#### **CANDO Community Partnership**

*Manager: Pat Cullinane*  
The Assembly, Dublin Street,  
Carlow, Co. Carlow  
Tel: 059 - 913 3457

### Cavan

#### **Cavan Partnership**

*Manager: Brendan Reilly*  
28A Bridge Street,  
Cavan, Co. Cavan  
Tel: 049 - 433 1029

### Clare

#### **EIRÍ Corca Baiscinn**

*Manager: Sue Targett*  
The Community Centre,  
Circular Road, Kilkee,  
Co. Clare  
Tel: 065 - 905 6611

#### **Ennis West Partners**

*Manager: Mary O'Sullivan*  
Centre Point, Orchard Lane,  
Hermitage, Ennis, Co. Clare  
Tel: 065 - 682 3339

#### **OBAIR Newmarket-on-Fergus**

*Manager: Jackie Bonfield*  
Ennis Road, Newmarket-on-Fergus,  
Co. Clare  
Tel: 061 - 368 030

### Cork

#### **Avondhu Development Group**

*Manager: Jim Sheehan*  
5 - 6 Park West, Mallow,  
Co. Cork  
Tel: 022 - 43 553

#### **Ballyhoura Development**

*Manager: Carmel Fox*  
Main Street, Kilfinane,  
Co. Limerick  
Tel: 063 - 91 300

#### **Comhair Chathair Chorcaí**

*Manager: Ann O'Sullivan*  
Sunbeam Industrial Park,  
Millfield, Mallow Road, Cork  
Tel: 021 - 430 2310

#### **East Cork Area**

##### **Development (ECAD)**

*Manager: Ryan Howard*  
Midleton Community Enterprise  
Centre, Owennacurra Business  
Park, Knockgriffin, Midleton,  
Co. Cork  
Tel: 021 - 461 3432

#### **IRD Duhallow**

*Manager: Maura Walsh*  
James O' Keffe Institute,  
Newmarket, Co. Cork  
Tel: 029 - 60 633

#### **MFG Meitheal Mhuscraí**

*Bainisteoir: Aine La Brosse*  
Réidh na nDoirí,  
Maigh Chromtha, Co. Chorcaí  
Tel: 066 - 915 6400

#### **West Cork**

##### **Community Partnership**

*Manager: Fergal Conlon*  
Unit 13, IDA Centre, Ropewalk,  
Bantry, Co. Cork  
Tel: 027 - 52 266

### Donegal

#### **Donegal Local**

##### **Development Company**

*Manager: Caoimhin Mac Aoidh*  
1 Millennium Court, Pearse Road,  
Letterkenny, Co. Donegal  
Tel: 074 - 912 7056

#### **Inishowen Partnership**

*Manager: Shauna McClenaghan*  
St. Mary's Road, Buncrana,  
Co. Donegal  
Tel: 074 - 936 2218

#### **MFG Pairtíocht**

##### **Gaeltacht Thír Chonaill**

*Bainisteoir: Eithne Nic Lochlainn*  
MFG Teo, An Screabhan,  
Na Doirí Beaga, Tír Chonaill,  
Co. Dún na nGall  
Tel: 074 - 953 2017

### Dublin

#### **Ballyfermot Partnership**

*Manager: Ciaran Reid*  
Ballyfermot Community Civic  
Centre, Ballyfermot Road,  
Dublin 10  
Tel: 01 - 620 7165

#### **Ballymun Partnership**

*Manager: Declan Dunne*  
North Mall, Ballymun Town Centre,  
Dublin 11  
Tel: 01 - 842 3612

#### **Blanchardstown Area Partnership**

*Manager: Linda Curran*  
Deanstown House, Main Street,  
Blanchardstown, Dublin 15  
Tel: 01 - 820 9550

#### **Canal Communities Partnership**

*Manager: Brian Kenny*  
197 Tyreconnell Road,  
Inchicore, Dublin 8  
Tel: 01 - 473 2196

#### **Clondalkin Partnership**

*Manager: Aileen O'Donoghue*  
Camac House, Unit 4 Oakfield  
Industrial Estate, Clondalkin,  
Dublin 22  
Tel: 01 - 457 6433

#### **Co-Operation Fingal (North)**

*Manager: Emer Mulligan*  
BEAT Centre, Stephenstown  
Industrial Estate, Balbriggan,  
Co. Dublin  
Tel: 01 - 802 0484

#### **Dublin Employment Pact**

*Co-ordinator: Philip O'Connor*  
7 North Great Georges Street,  
Dublin 1  
Tel: 01 - 878 8900

#### **Dublin Inner City Partnership**

*Manager: David Connolly*  
Equity House, 16 -17 Upper  
Ormond Quay, Dublin 7  
Tel: 01 - 872 1321

#### **KWCD Partnership**

*Manager: Brian Nugent*  
Unit 9, Ashleaf Centre,  
Crumlin Cross, Dublin 12  
Tel: 01 - 405 9300

#### **Finglas/Cabra Partnership**

*Manager: Michael P. Bowe*  
Rosehill House, Finglas Road,  
Dublin 11  
Tel: 01 - 836 1666

#### **Northside Partnership**

*Manager: Marian Vickers*  
Coolock Development Centre,  
Bunratty Drive, Coolock,  
Dublin 17  
Tel: 01 - 848 5630

#### **Rathmines Community Partnership**

*Manager: Tara Smith*  
11 Wynnefield Road,  
Rathmines, Dublin 6  
Tel: 01 - 496 5558

#### **Southside Partnership**

*Manager: Marie Carroll*  
24 Adelaide Street,  
Dún Laoghaire, Co. Dublin  
Tel: 01 - 230 1011

#### **Tallaght Partnership**

*Manager: Anna Lee*  
Killinarden Enterprise Park,  
Killinarden, Dublin 24  
Tel: 01 - 466 4280

### Galway

#### **Cumas Teo, Páirtíocht Chonamara agus Arainn**

*Bainisteoir: Trevor O Clochartaigh*  
Ionad Fiontar, Rosmuc,  
Co. na Gaillimhe  
Tel: 091 - 574 353

# Annex 4: Partnerships and Employment Pacts listed by county

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## Galway City Partnership

*Manager: Declan Brassil*  
3 The Plaza, Headford Road,  
Galway  
Tel: 091 - 773 466

## Galway Rural Development

*Manager: Eamon Kealy*  
Old Church Street,  
Athenry, Co. Galway  
Tel: 091 - 844 335

## Kerry

### MFG Comhar Dhuibhne

*Bainisteoir, Máire Uí Leime*  
Sráid Eoin, An Daingean,  
Co. Chiarraí  
Tel: 066 - 915 2280

**IRD Duhallow** - see Cork

### (Meitheal Forbartha Na Gaeltachta Teo, MFG

*Príomhfheidhmeannach:*  
*Antaine O Se*  
Baile an Fheirtearaigh,  
Trá Lí, Co. Chiarraí  
Tel: 066 - 915 6400)

### North Kerry Together Ltd

*Manager: Robert Carey*  
58 Church Street,  
Listowel, Co. Kerry  
Tel: 068 - 23 429

### Partnership Trá Lí

*Manager: Seamus O'Hara*  
7 Ashe Street, Tralee, Co. Kerry  
Tel: 066 - 718 0190

### Sliabh Luachra Local Development

*Manager: Sean Linane*  
The Island Centre, Main Street,  
Castleisland, Co. Kerry  
Tel: 066 - 714 2576

### South Kerry Development Partnership

*Manager: John Pierce*  
The Barracks, Bridge Street,  
Caherciveen, Co. Kerry  
Tel: 066 - 947 2724

## Kildare

### Kildare Community Partnership

*Manager: Mary Keane*  
Jigginstown Commercial Centre,  
Old Limerick Road, Naas,  
Co. Kildare  
Tel: 045 - 895 450

### North West Kildare/North Offaly Partnership (OAK)

*Manager: Pat Leogue*  
Edenderry Business Park,  
Edenderry, Co. Offaly  
Tel: 046 - 973 2688

## Kilkenny

### Castlecomer District Community Development Network (CDCD)

*Manager: John Murphy*  
Market Square, Castlecomer,  
Co. Kilkenny  
Tel: 056 - 444 1966

### Kilkenny Community Action Network (KCAN)

*Manager: Martin Rafter*  
Wolfe Tone House,  
Wolfe Tone Street, Kilkenny  
Tel: 056 - 775 2811

## Laois

### Mountmellick Community Development Association

*Manager: Mary Dolan*  
Irishtown, Mountmellick,  
Co. Laois  
Tel: 0502 - 24 525

### Portlaoise Community Action Project

*Manager: Sharon Deering*  
Railway Street, Portlaoise,  
Co. Laois  
Tel: 0502 - 62 732

## Leitrim

### Leitrim Partnership

*Manager: Tom Lavin*  
Church Street,  
Drumshanbo, Co. Leitrim  
Tel: 071 - 964 1740

## Limerick

**Ballyhoura Development Ltd** -  
see Cork

### PAUL Partnership

*Manager: Anne Kavanagh*  
Unit 25, Tait Business Centre,  
Dominic Street, Limerick  
Tel: 061 - 419 388

### West Limerick Resources

*Manager: Shay Riordan*  
St. Mary's Road,  
Newcastlewest, Co. Limerick  
Tel: 069 - 62 222

## Longford

### Longford Community Resources Ltd

*Manager: Monica O'Malley*  
Longford Community Enterprise  
Centre, Templemichael,  
Ballinalee Road, Longford  
Tel: 043 - 45 555

## Louth

### Dundalk Employment Partnership

*Manager: John Butler*  
Partnership Court, Park Street,  
Dundalk, Co. Louth  
Tel: 042 - 933 0288

### Drogheda Partnership

*Manager: Mary Ann McGlynn*  
Workspace Centre, Mayoralty  
Street, Drogheda, Co. Louth  
Tel: 041 - 984 2088

## Mayo

### Meitheal Mhaigheo

*Manager: Justin Sammon*  
Lower Main Street,  
Foxford, Co. Mayo  
Tel: 094 - 925 6745

## Meath

### Navan Travellers Workshop

*Manager: Micheal McDonagh*  
P.O. Box 28, Fairgreen,  
Navan, Co. Meath  
Tel: 046 - 907 2337

### Trim Initiative for Development and Enterprise (TIDE)

*Manager: Paddy O'Reilly*  
Tide & Trim Enterprise Centre,  
Riverbank, Trim, Co. Meath  
Tel: 046 - 943 7245

## Monaghan

### Monaghan Partnership

*Manager: Gabriel O'Connor*  
Monaghan Road, Castleblaney,  
Co. Monaghan  
Tel: 042 - 974 9500

## Offaly

**OAK Partnership** - see Kildare

### Tullamore Wider Options

*Manager: Eamon Henry*  
Bury Quay, Tullamore,  
Co. Offaly  
Tel: 0506 - 52 467

### West Offaly Integrated Development Partnership

*Manager: Brendan O'Loughlin*  
C/o Crank House,  
Banagher, Co. Offaly  
Tel: 0509 - 51 622

## Annex 4: Partnerships and Employment Pacts listed by county

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### Roscommon

#### **Roscommon County Partnership**

*Manager: Patricia Murphy-Byrne*  
The Square, Castlerea, Roscommon  
Tel: 094 - 962 1337

### Sligo

#### **Sligo LEADER Partnership**

*Manager: Micheal Quigley*  
Sligo Development Centre,  
Cleveragh Road, Sligo  
Tel: 071 - 914 1138

### Tipperary

#### **Borrisokane Area Network Development (BAND)**

*Manager: Seamus Kearns*  
Main Street, Borrisokane,  
Co. Tipperary  
Tel: 067 - 27 074

#### **Clonmel Community Partnership**

*Manager: Phil Shannahan*  
Unit 5, Floor 3 and 4, Hughes Mill,  
Suir Island, Clonmel, Co. Tipperary  
Tel: 052 - 29 616

#### **Nenagh Community Network**

*Manager: Sean Crowley*  
84 Connolly Street, Nenagh,  
Co. Tipperary  
Tel: 067 - 34 900

#### **Roscrea 2000**

*Manager: Michael Murray*  
New Line, Roscrea,  
Co. Tipperary  
Tel: 0505 - 23 379

### Waterford

#### **Waterford Area Partnership**

*Manager: Joe Stokes*  
Unit 4, Westgate Park,  
Tramore Road, Waterford  
Tel: 051 - 841 740

### Waterford LEADER Partnership

*Manager: James Taaffe*  
Lismore Business Park,  
Mayfield, Lismore,  
Co. Waterford  
Tel: 058 - 54 646

### Westmeath

#### **Athlone Community Taskforce**

*Manager: Frank Murtagh*  
Ballalley Lane, Parnell Sq.  
Athlone, Co. Westmeath  
Tel: 090 - 649 4555

#### **Westmeath Community Development**

*Manager: Joe Potter*  
2nd Floor, Presentation House,  
Harbour Street, Mullingar,  
Co. Westmeath  
Tel: 044 - 934 8571

#### **Westmeath Employment Pact**

*Co-ordinator: Larry Fullam*  
Mullingar Adult Education  
and Employment Centre,  
Austin Friars Street, Mullingar,  
Co. Westmeath  
Tel: 044 - 42 111

### Wexford

#### **Wexford Area Partnership**

*Manager: Bernard O'Brien*  
Cornmarket, Mallin Street,  
Wexford  
Tel: 053 - 23 994

#### **Wexford County Partnership**

*Acting Manager: John Kelly*  
Millpark Road, Enniscorthy,  
Co. Wexford  
Tel: 054 - 37 033

### Wicklow

#### **Arklow Community Enterprise**

*Manager: Ann Byrne*  
8 St. Mary's Terrace,  
Arklow, Co. Wicklow  
Tel: 0402 - 91 092

#### **Bray Partnership**

*Manager: Peter Brennan*  
4 Prince of Wales Terrace,  
Quinsboro Road, Bray,  
Co. Wicklow  
Tel: 01 - 286 8266

#### **Wicklow Working Together**

*Manager: Isobel Duffy*  
7 Convent Road,  
Wicklow Town, Co. Wicklow  
Tel: 0404 - 61 841



**T**á dul chun cinn  
mór déanta sa  
Ghaeltacht le tacaíocht  
ón Chlár seo i gcomhar  
leis an Chlár Náisiúnta  
Forbartha Tuaithe.  
Gidh nach bhfacthas  
mórán den 'tíogar' fá  
Ghaeltachtaí na tíre,  
is cinnte gur mhéadaigh  
an bearna idir an  
rathúnais agus an  
míbhuntáiste.  
Dá bharr sin, is  
feicealaí i bhfad na  
spriocghrúpaí agus  
'sea is fusa dáileadh  
orthu dá réir. Tá an  
dúshraith tógtha le  
tabhairt faoi  
fhadhbanna na  
míbhuntáisteachta agus  
tá súil agam go leanfar  
le tacaíocht chun  
bearna an ghanntanais  
a mhaolú.

**Bearnaí ó Gallachóir**

*Earnáil Pobail agus deonach,  
Cathaoirleach MFG Teo*



**C**ollaboration between statutory and voluntary agencies  
is the most effective method of creating solutions to  
complex social problems. In Dundalk, the Coxe's Demesne  
Youth Initiative employment project is a positive example of  
interagency collaboration. FÁS, Dundalk Town Council and  
Dundalk Employment Partnership collaborated with the Coxe's  
Demesne Youth Project to ensure the success of an initiative  
to tackle long-term employment among young male adults.

**Denis Cahalane**, *Statutory sector, Chair of Dundalk Employment Partnership*



**A**s elected representatives, Councillors know their local areas well  
and have been mandated by the public, so are duty-bound to  
work as best they can on their behalf. I believe that working with and  
through the Partnership is one of the most  
beneficial ways of making a difference to people's  
lives and fulfilling that mandate. Because the  
LDSIP programmes deliver on a very practical  
level, you can see real benefits in your community.

**Cllr Mary Roche**, *Public elected representative,  
Chair of Waterford Area Partnership*



**B**efore joining the Board, I participated for almost 30 years  
in rural development and grew more and more frustrated at  
the decline in our rural region. Through the LDSIP and LEADER,  
the Partnership has achieved more over the past 12 years than we  
ever dreamed would happen. My community sector colleagues and  
I have heightened the Board's awareness of the needs and potential  
of marginalised and weak communities. By providing local  
leadership from the bottom-up, we have shown what can be  
done when communities are given resources and support.

**Jack Roche**, *Community sector and President of the European LEADER  
Association for Rural Development, Chair of IRD Duhallow*



The Local Development Social Inclusion Programme (LDSIP) has operated from 2000 to 2006 under Ireland's National Development Plan. Pobal manages the programme on behalf of the Department of Community, Rural and Gaeltacht Affairs.

The core objective of the programme has been to counter disadvantage and promote social inclusion, through the actions of local Partnerships - 38 Area-based Partnerships, 31 Community Partnerships and two Employment Pacts - which operate in the areas of greatest need in the country, both urban and rural.

Working together with a wide range of partners - and working for change in the lives of disadvantaged individuals and communities - the achievements of the Local Development Social Inclusion Programme have been wide in range and far-reaching.

As the current programme draws to a close, this report reflects on those achievements and on the lessons that have been learnt over the last six years. The report is intended to provide a useful resource for the future.

