

**Office of the First Minister and Deputy First Minister**

**Interim Evaluation of New TSN**

**Summary & Synthesis Report**

**August 2003**

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**Northern Ireland**

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## 1. INTRODUCTION

Deloitte & Touche was appointed by the Office of the First Minister and Deputy First Minister (OFMDFM) to undertake the Interim Evaluation of New TSN. The terms of reference were based on a consultation document entitled “Interim evaluation of New Targeting Social Need”. Following consultation by OFMDFM, four distinct evaluation threads were identified for review:

- an evaluation of Departmental New TSN Action Plans;
- an evaluation of the implementation of New TSN (process focused); and
- an area analysis of the complementarity and effectiveness of Departmental New TSN actions; and
- review of additional evidence on poverty indicators.

This report, in line with terms of reference reporting requirements, represents a summary and synthesis of our evaluation findings. It details the extent to which the policy has been implemented, the efficacy of Departmental Action Plans and the extent to which complementarity of departmental activities is evidenced through an area analysis. An outline of the terms of reference and our approach to addressing your requirements is detailed below.

This evaluation represents one strand of an ongoing review of the policy and our assessment is limited to the three areas noted above. As a result of wider consultation on the policy, we have not made recommendations on the future direction of New TSN although this review set out to raise issues that might be addressed in the development of the policy.

### 1.1 Terms of Reference

#### 1.1.1 Evaluation of Departmental Action Plans

The evaluation of Departmental Action Plans was concerned with the extent to which core New TSN principles were articulated and delivered through Departmental plans including arrangements put in place for ongoing monitoring and annual reviews. In view of the sheer number of New TSN objectives across NICS, the onus for selecting the objectives for evaluation rested with individual departments. Departments were asked to select objectives that demonstrated the following impacts:

- reducing unemployment;
- increasing employability;
- targeting resources (i.e the direction of resources towards greatest need);
- effecting significant impact within the policy areas of the Department;
- the number of people affected;
- the degree to which the target can effect change, especially amongst individuals, groups or areas experiencing deprivation; and

- the link the target has with operational services – i.e the extent to which the target impacts directly ‘on the ground’.

Specifically, the terms of reference identified a series of key questions to be examined, namely:

- the extent of implementation of Action Plan objectives and targets;
- factors which have facilitated or impeded the implementation of objectives and targets; and
- the extent to which New TSN has been embedded in the culture of the organisation.

We were also asked to identify and review the following in respect of actions identified:

- the indicators used to objectively identify individuals, groups or areas for targeting purposes;
- the method used for redirecting resources towards the most disadvantaged individuals, groups or areas (including social needs weightings in funding formulae);
- the extent to which resources and efforts within programmes have been redirected toward people, groups and areas objectively defined as being in greatest social need;
- the resulting benefits to disadvantaged people, groups or areas (impact and outcome or output indicators); and
- the extent to which Departments have established information systems to support achievement of New TSN objectives.

### **1.1.2 Evaluating the Implementation of New TSN (Process Evaluation)**

The process evaluation aimed to assess the effectiveness of the arrangements in place to drive forward and support the implementation of the policy. In particular, we were asked to include an examination of:

- the central roles of OFMDFM and DFP in driving forward implementation of the policy –including the role of the New TSN Unit, the Research Branch of OFMDFM and NISRA in promoting data collection, analyses and research in support of the policy;
- the roles of the cross-Departmental groups through which OFMDFM, NISRA and Departments work together to ensure effective implementation of the policy;
- the roles of the Units responsible for driving forward New TSN within their respective Departments and for representing their Departments on the relevant cross-Departmental groups; and
- the approach to Promoting Social Inclusion (PSI) and arrangements for its implementation.

### **1.1.3 Area Analysis**

The final area for review was concerned with examining the extent to which departmental actions has been targeted at areas of multiple deprivation. We were asked to assess the complementarity and effectiveness of departmental actions. The terms of reference indicated that the area analysis should include three strands:

- identification of areas to be examined;
- identification and collation of Departmental actions targeted at those areas; and
- qualitative investigation within the areas selected on the perceived effectiveness of New TSN.

### **1.1.4 Additional Analysis**

The terms of reference also indicated that the successful contractor needed to take into full consideration the outcome of additional evidential work on:

- developing socio-economic indicators;
- gini co-efficient analysis of components of the Noble measures of multiple deprivation;
- examination of worst 2% of wards;
- relevant research commissioned by OFMDFM and set out in OFMDFM 12.

### **1.1.5 Key Evaluation Issues**

In undertaking this evaluation, we were asked to be mindful of the following key issues arising from the consultation:

- The difference between ‘Old’ and New TSN;
- The skewing of resources and ‘re-badging of existing expenditure’; and
- additionality – it was note that the reallocation of resources and efforts (whether financial or staffing) can only be identified as relating to New TSN if it represents ‘additionality’, in other words that which would not have occurred in the absence of New TSN.

## 1.2 Our Approach

Our approach to meeting your terms of reference is detailed in Table 1.1 below.

Table 1.1  
**Our Approach**

Stage	Key Activities
Document Review and Key Informant Interview	<ul style="list-style-type: none"> <li>■ review of key documents; and</li> <li>■ interviews with senior officials in OFMDFM</li> </ul>
Evaluation of Departmental Action	<ul style="list-style-type: none"> <li>■ categorisation of New TSN Objectives</li> <li>■ preliminary interviews with departmental officials</li> <li>■ review of departmental evidence</li> <li>■ follow-up interviews and requests for additional analysis/information from departments</li> <li>■ critique of Action Plans (Performance Against Targets)</li> <li>■ assessment of evidence</li> <li>■ summary of evidence</li> <li>■ stand alone report</li> </ul>
Implementation of New TSN	<ul style="list-style-type: none"> <li>■ review of process relation to New TSN Actions</li> <li>■ interviews with members of Equality &amp; Social Need Steering Group</li> <li>■ focus groups with middle managers (n=6)</li> <li>■ review of working papers, minutes of meetings</li> <li>■ review of policy statistical guidance issued</li> <li>■ stand alone report</li> </ul>
Area Analysis	<ul style="list-style-type: none"> <li>■ identification of options</li> <li>■ meeting to select options</li> <li>■ production of base information return</li> <li>■ interviews with NDPBs</li> <li>■ focus groups with voluntary/community sector (n=6)</li> <li>■ qualitative research within areas</li> <li>■ area based report</li> </ul>
Assessment of Additional Work and Comparative Assessment	<ul style="list-style-type: none"> <li>■ review and critique of work undertaken by NISRA</li> <li>■ comparative assessment of UK Anti-Poverty Policies</li> </ul>
Validation Workshop Report	<ul style="list-style-type: none"> <li>■ summary and presentation of findings</li> </ul>
Reporting Arrangements	<ul style="list-style-type: none"> <li>■ Stand alone reports on each key stage</li> <li>■ Interim Report on Indicators</li> <li>■ Final report</li> </ul>

### **1.3 Structure for Reporting**

The terms of reference stated that a final report was to be produced to synthesise the various elements of the evaluation and comprise the overall evaluation of the policy. This report was to detail the extent to which the policy has been implemented, the efficacy of Departmental Action Plans and the extent to which complementarity of departmental activities was evidenced through an area analysis. It was not part of our terms of reference to make recommendations on the future direction of the policy although we were asked to identify issues that might be addressed in the development of the policy.

In addition, standalone evaluation reports on the three separate strands of the evaluation were to be provided.

As a result, we have structured reporting as follows:

- Summary and Syntheses of Findings Report;
- Appendix I – Report on Evaluation of Process;
- Appendix II – Report on Evaluation of Departmental Action Plans; and
- Appendix III – Report on Evaluation of Area Assessment.

## **2. BACKGROUND TO NEW TSN AND KEY CONTEXTUAL ISSUES**

### **2.1 Background to New TSN**

In June 1997, the Standing Advisory Commission on Human Rights (SACHR) published a comprehensive analysis on Employment Equality within Northern Ireland. In addition to making specific recommendations on the operation of Fair Employment legislation, SACHR also reviewed the effectiveness of Targeting Social Need (TSN). TSN, which was first launched by the then Secretary of State, Peter Brooke, in February 1991 sought ‘to examine carefully the impact of major policies and programmes...even more sharply on areas and people in greatest need’ (Feb 1991). TSN was underpinned by a number of key principles, notably the reduction of community differentials and the identification of TSN as a public expenditure priority that required government departments to skew expenditure towards areas, groups and individuals in greatest need. SACHR’s independently commissioned research concluded that TSN was a ‘principle awaiting definition, operationalisation and implementation’ (Quirk & McLaughlin, 1996).

### **2.2 Partnership for Equality**

The Partnership for Equality White Paper of March 1998 – New Labour’s response to the SACHR Review – accepted that TSN had not been ‘applied to date with the vigour and effectiveness which a policy of this importance should warrant’ (p 29). The White Paper indicated that New TSN would have a particular focus on combating the problems of unemployment and employment as well as inequalities in other areas such as health, housing and education. The White Paper stressed that no Department can argue that New TSN is irrelevant to its activities.

Responsibility for the political direction and overseeing New TSN rested with the Secretary of State for Northern Ireland with departmental implementation being the responsibility of individual ministers. The White Paper set out that CCRU would have responsibility for training, advice and monitoring and evaluation in respect of New TSN and if necessary challenging the Departments. It also had responsibility for the publication of an annual report on New TSN to enhance the public accountability of Government in relation to New TSN.

While the White Paper contained a commitment to ‘look closely at TSN spending programmes and the scope for skewing resources towards disadvantaged groups’ it also said that there was a need for realism on the possibilities of future additional resources for the New TSN Initiative due to other programmes and that the best opportunities for increasing funding lay in internal redistribution within programmes.

Following on from the development of the Cabinet Office Social Exclusion Unit in England a new initiative, Promoting Social Inclusion (PSI) was created alongside New TSN to promote cross Departmental policies and programmes which transcended departmental boundaries where multi dimensional action is required.

### **2.3 Launch of New TSN**

New TSN was formally launched in July 1998. Every Northern Ireland Department and the Northern Ireland Office (NIO) would be required to develop an Action Plan showing how it intended to implement New TSN over a 3 year period and Departments would consult on their New TSN Action Plans before adopting them. In addition there would be consultation about the first issues to be tackled under PSI. Reports arising from PSI would be published and progress on all aspects of New TSN would be covered in Annual Reports.

### **2.4 Vision into Practice**

‘Vision into Practice’ was launched in 1999 prior to devolution in Northern Ireland. This document set out draft action plans for each of the six direct rule departments. The public were invited to comment on the document and the draft plans. Subsequently the document was revised and updated to take account of both the consultation responses and the creation of 11 new Northern Ireland Departments under the devolved institutions.

In Vision into Practice the overall objective of New TSN was defined as ‘tackling social need and social exclusion in Northern Ireland by targeting its efforts and available resources on people, groups and areas in greatest social need’ and the document reiterated the core elements of New TSN as:

- focusing on unemployment and employability;
- tackling social need in other policy areas; and
- promoting social inclusion.

The Vision into Practice document reiterated that New TSN was not a spending programme and that special funds would not be set aside for the programme and nor was there any commitment that they would be in the future. Examples of New TSN actions were:

- building New TSN principles into the formulae used for funding service provision for the statutory sector and the criteria for support to the voluntary and community sector;
- taking appropriate account of new TSN in economic appraisals;
- setting aside part of a programme budget to provide additional assistance to those in greatest need; and
- focusing the availability of grants and services more closely on those in greatest social need.

Within Vision Into Practice the rationale behind Promoting Social Inclusion appears to be slightly altered as it focuses on the fact that the factors, which cause social need and exclusion do not always fit comfortably within the areas of responsibility of individual Departments. In Partnership for Equality there was a clear focus on PSI tackling not only exclusion related to joblessness but, also identifying that social exclusion can be unrelated to employment status.

## **2.5 Making it Work**

The Government of the new Northern Ireland Executive, promoted New TSN as its major policy for combating social exclusion and poverty. *‘Making it work: the New TSN Action Plans* set out the Programme for Government commitments and retained the key elements of the previous policy aims of ‘tackling social need and social exclusion by targeting efforts and available resources within Departmental programmes towards people, groups and areas in greatest objective social need’. As before, it emphasised that New TSN is not a programme with its own budget and it also noted that the policy should ‘over time, contribute to the erosion of these (community differentials) inequalities’.

## **2.6 Programme for Government**

In 2001 the Northern Ireland Executive published the Executive’s plans and priorities for the Government of Northern Ireland in the three years from April 2001 in *‘Making a Difference’*. The Executive highlighted five priority areas for action. ‘Growing as a Community’ is one of these priority areas and includes a commitment to focus on:

- the promotion of equality and human rights;
- tackling poverty and social disadvantage;
- the renewal of the most disadvantaged neighbourhoods;
- sustaining and enhancing local communities, particularly in the most disadvantaged urban and rural areas; and
- improving community relations and tackling the divisions in our society.

In tackling poverty and social disadvantage the Executive focuses on the New TSN policy and its aim of focusing the activities and departments to address deprivation. Executive targets include:

- publishing a new Index of Deprivation for Northern Ireland’s electoral wards;
- implementing all New TSN action plan targets;
- completing an evaluation of New TSN by December 2002;
- consulting on future priorities under PSI; and
- publishing a response to the PSI working group on travellers.

The Executive also announced the creation of Five Executive Programme Funds to support projects and programmes, which are of major importance to the Executive. Two of the funds (Social Inclusion/Community Regeneration) are aimed at tackling poverty, particularly amongst children and young people at risk. Other objectives include:

- to combat social exclusion and poverty, with a particular emphasis on children; and
- to work to ensure that everyone has opportunity to access decent, affordable housing in the tenure of their choice.

## 2.7 Key Contextual Issues

Our assessment on the development and implementation of New TSN since 1998 has identified the following key catalysts and constraints:

- **Political environment** – during the period under review, Northern Ireland witnessed fundamental and significant changes to governing structures, principally the creation of a cross-party Executive and fully functioning 108 member Assembly. Devolution resulted in the restructuring of the 6 direct rule government departments to 11 departments. The New TSN policy, which was formally launched to cover the 6 direct rule departments, was restructured in *Making it Work* to reflect the new administration. The ‘stop-start’ nature of the political environment has had a negative effect on the how New TSN was both planned and implemented. At the same time, devolution resulted in a re-focusing of the policy in relation to local ministerial commitments as demonstrated through the Programme for Government;
- **Socio-economic environment** – during the period under review, the Northern Ireland economy has witnessed sustained economic growth as measured through GDP, higher employment rates and significant reductions in unemployment rates. Although there have been positive developments on the economic front, the Programme for Government also recognised that gaps between rich and poor have not lessened and inequalities in relation to earnings have widened. Levels of long term unemployment remain persistently high and economic inactivity rates are amongst the highest in the UK. It should be noted that the absence of high level policy objectives in relation to income, unemployment rates or other inequalities has meant that it has not been possible to attribute positive or negative socio-economic changes directly to New TSN. A summary of key socio-economic trends are highlighted in Figure 2.1;

Figure 2.1  
**Key Statistics for Northern Ireland**

***Employment***

- Lower rates of economic activity for those of working age than in all other regions of the UK with the exception of the North East (72.7 per cent) (NI 73.9 per cent - UK 78.6 per cent – LFS Winter 2002/03)
- 20 per cent of persons in employment are part-time employees but 38 per cent of women in employment are part time employees compared with just five per cent of men (LFS Winter 2002/03)

***Unemployment***

- Higher levels of long term unemployment (39% of total unemployed compared with UK 21 per cent across the UK);
- The overall Roman Catholic unemployment rate (8 per cent) was substantially higher than the rate for Protestants (4 per cent) between NI two communities (Catholics unemployment rates twice that of Protestants).<sup>1</sup>

***Education***

- 58 per cent of economically active qualified to GCE ‘A’ level or above (LFS Winter 2002/03)
- But 17 per cent of economically active with no formal qualifications and 30 per cent of unemployed have no formal qualifications (LFS, Winter 2002/03)

***Economic Inactivity***

- Higher rates of seasonally adjusted economic inactivity<sup>2</sup> for those of working age than in all other regions of the UK with the exception of the North East (NI 26.1 per cent - UK 21.4 per cent LFS Winter 2002/03);
- Estimated 46,000 males registered as sick or disabled.

***Household Characteristics***

- Proportionately more lone parent households in NI than in the UK (12.5 per cent compared with 9.5 per cent);
- Lower level of work-rich working households (48 per cent in NI as against 55 per cent in the UK); and
- Higher level of work-poor working households (19 per cent of all working households compared with 15 per cent in the UK as a whole).

Source: Deloitte & Touche

<sup>1</sup> LFS Religion Report 2001

<sup>2</sup> These headline figures are based on Interim 2001 Census adjusted LFS data. Final analysis due for completion by November 2003.

- **policy environment** – as a result of devolution, public policy making within Northern Ireland has been largely driven through the Northern Ireland Executive’s Programme for Government (PfG). Devolution has resulted in the introduction of new departmental planning processes, notably through Public Service Agreements (PSA) and Service Delivery Agreements (SDA). New TSN pre-dated the introduction of PfG, PSA and SDA and arguably the approach employed to deliver New TSN (i.e. Action Plans) coupled with these other planning processes has resulted in duplication within planning cycles. Through the course of this evaluation, questions have been raised in relation to the location of New TSN within current planning structures;
  
- **UK wide policy initiatives** - there have been a number of significant UK wide developments in relation to policies for tackling poverty and also in relation to the measurement of poverty. The election of the Labour government resulted in the development of policies focused on the reduction of poverty and social exclusion and a number of NI departments have played a leading role in delivering a range of UK wide initiatives including:
  - a focus on getting people into work as a way of escaping from poverty. As a result, it has been argued that the mainstay of Northern Ireland’s socio-economic policies and poverty reduction measures are largely determined and driven by U.K wide policy imperatives such as taxation, the minimum wage and major employment initiatives (e.g, New Deal). The parity issue and the additionality question for New TSN have featured heavily in our assessment of evidence.
  - a range of policies designed to address health and education inequalities (e.g, Health Action Zones, Healthy Living Centres and Sure Start) as well as income and work;
  - an emphasis on social exclusion as well as poverty, recognising that the problems in part relate to people’s ability to participate in society as well as their lack of material possessions;
  - a focus on area-based initiatives in deprived areas - strategy for Neighbourhood Renewal, the Education and Health Action Zones, and the continuation of various regeneration initiatives.
  
- **European funding** – in undertaking this evaluation review, we have noted that a significant number of New TSN interventions and activities were funded through European structural funds. The EPEC report found that 95.1% (£82m out of £86m in 2001/02) of expenditure classified as having very high relevance to New TSN came through European funding sources. There is little doubt that European funding has significantly contributed to the flexibility of departments to undertake activity that has been classified as having a focus on social need; and
  
- **NI research** – The publication of Noble data on Multiple Deprivation in Northern Ireland in June 2000 has resulted in the development and application of new targeting approaches for most NI departments. At a policy level, OFMDFM commissioned research on measuring poverty, skewing resources and community differentials has provided information in critical areas of the policy. In addition, the Research Unit of OFMDFM and NISRA

branches across NICS have usefully brought together data for the purpose of developing potential indicators for New TSN. Significant research and consultation has also been undertaken on options for developing a social exclusion strategy for Northern Ireland that has included a series of recommendations for New TSN (A Regional Strategy for Social Inclusion, Civic Forum Report of May 2002, the Institute of Public Governance Conference Papers on New TSN (November 2002) and NICVA's Review of New TSN, June 2002).

External research has been critical of New TSN and a common theme has emerged in relation to proposals for developing a regional strategy for social inclusion. A series of recommendations have been suggested ranging from those supporting fundamental changes to the tax raising powers of the NI administration to improving the structures for delivery within government and beyond. In assessing external evidence, there is a need to distinguish between recommendations directly relating to the current policy-operating environment from those proposing changes requiring significant amendments to legislative and devolved structures. Recommendations arising out of externally published reports have tended to underplay a range of ongoing initiatives within Departments and any assessment of these recommendations needs to be set in the context of ongoing policies set out in Programme for Government.

### 3. FINDINGS AND CONCLUSIONS OF PROCESS REVIEW

Our assessment of processes developed for New TSN drew a distinction between how the policy was defined and translated and the mechanisms developed to implement it. The key findings and conclusions are summarised below.

#### 3.1.1 Policy Definition

Whilst social need was defined in Making it Work as ‘poverty in all its forms’, evidence suggests that a number of Departments struggled to define social need in respect of poverty. There are wide definitions of social need throughout Departments as evidenced through the ‘social need to be tackled’ identified in action plans. Without a central definition of social need, most departments have a general interpretation and identify the social need to be tackled as ‘*social disadvantage among people, groups and areas in Northern Ireland*’. There are also examples of social need given by Departments in their action plans which do not seem closely linked to general understanding of social need and exclusion including ‘*animal disease in disadvantaged areas*’ and ‘*poor community relations among the most disadvantaged*’.

In our view, the absence of policy objectives and targets in relation to the three core strands of the policy (employability, unemployment, and inequalities) resulted in the development of a policy that was variously interpreted within individual departments. Whilst understanding the logic of allowing departments to define social need according to individual business units or service provision, in practice, how this rolled out across departments would suggest that more work was required prior to the publication of Action Plans and that more detailed policy discussions on New TSN was needed.

This evaluation has also found that New TSN was largely perceived by Departments to have been focused on employability and unemployment. It was noted that the relationship between the three strands of New TSN was not always clear. For departments with a focus on employability and unemployment, defining social need was clear-cut and the critical evaluation issue for DEL, DE, DSD, DHSSPS and DETI was demonstrating the additionality of activities as a result of New TSN.

This question of additionality, as defined in the terms of reference as ‘that which would not have occurred in the absence of New TSN’, does need to be set against the relevance of New TSN to individual departments. The ‘TSN before New TSN’ argument has been an important issue for the ‘social need’ Departments whose activities are highly relevant to the New TSN concepts of employability, unemployment, tackling inequalities and promoting social inclusion (DEL, DSD, DE, DHSSPS, DETI). Our review has shown that it was difficult for these Departments to further skew resources and efforts to the most disadvantaged when it was clear that many business units already allocated resources in this way. So, while these departments’ New TSN actions demonstrated low additionality according to the definition in the terms of reference, this does not reflect inaction on their part.

For example, DEL has a central focus on unemployment and employability, so New TSN was highly relevant to this Department. The range of training

and employment programmes it has delivered were as much driven by welfare to work policies as by New TSN and would have been delivered in any event. However, these programmes have undoubtedly had an impact in terms of New TSN's key objectives.

Other Departments with less direct relevance to employability (DCAL, DARD, DSD, DoE) tried to frame action plan targets around improving employability and reducing unemployment although there was an acceptance that demonstrating the impact of their action was problematic. DoE for example identifies '*the lack of availability of jobs*' as a social need to be tackled although it also acknowledges that its scope for impacting on this area is limited.

Over and above the additionality question, a number of departments were also constrained by parity considerations and argued that they had limited scope to tailor policies for New TSN, notably DARD, DSD's SSA and DEL. Evidence gathered demonstrates the degree (s) of policy flexibility that existed for a number of Departments in relation to New TSN, notably DETI and less so for DE and DHSSPS. Closeness and control over current delivery structures, either through NDPBs, boards and trusts, had a direct bearing on a department's ability to deliver on New TSN. Table 3.1 summarises our assessment of the relevance of New TSN to Departments and we have also included an assessment of the additionality (ie, what activities/initiatives were a direct consequence of the New TSN policy and would they have happened without the policy). In relation to our categorisation of relevance, high relevance relates to being able to have a direct impact on areas, groups and/or individuals and low relevance means that there is limited potential to directly impact on areas, groups and individuals.

**Table 3.1**  
**Assessment of Relevance and Additionality**

<b>Department</b>	<b>Relevance</b>	<b>Additionality</b>
DARD	Employability- Low Unemployment – Low Other Inequalities - Low PSI – Medium	Low
DCAL	Employability- Low Unemployment – Low Other Inequalities - Low PSI – Medium	Low
DE	Employability- High Unemployment – High Other Inequalities - High PSI – High	Medium
DETI	Employability- High Unemployment – High Other Inequalities - Medium PSI – Medium	High
DOE	Employability- Low Unemployment – Low Other Inequalities - Low PSI – Medium	Low
DFP	Employability- Low Unemployment – Low Other Inequalities - Low PSI – Low	Medium
DEL	Employability- High Unemployment – High Other Inequalities - High PSI – High	Low
DHSSPS	Employability- Medium Unemployment – Medium Other Inequalities - High PSI – High	Medium
DRD	Employability- Medium (Transportation only) Unemployment – Low Other Inequalities - Low PSI – Medium	Low
DSD	Employability- Medium Unemployment – Medium Other Inequalities - High PSI – High	Low (SSA) – High (Other)
OFMDFM	Employability- Low Unemployment – Low Other Inequalities - Low PSI – High	High

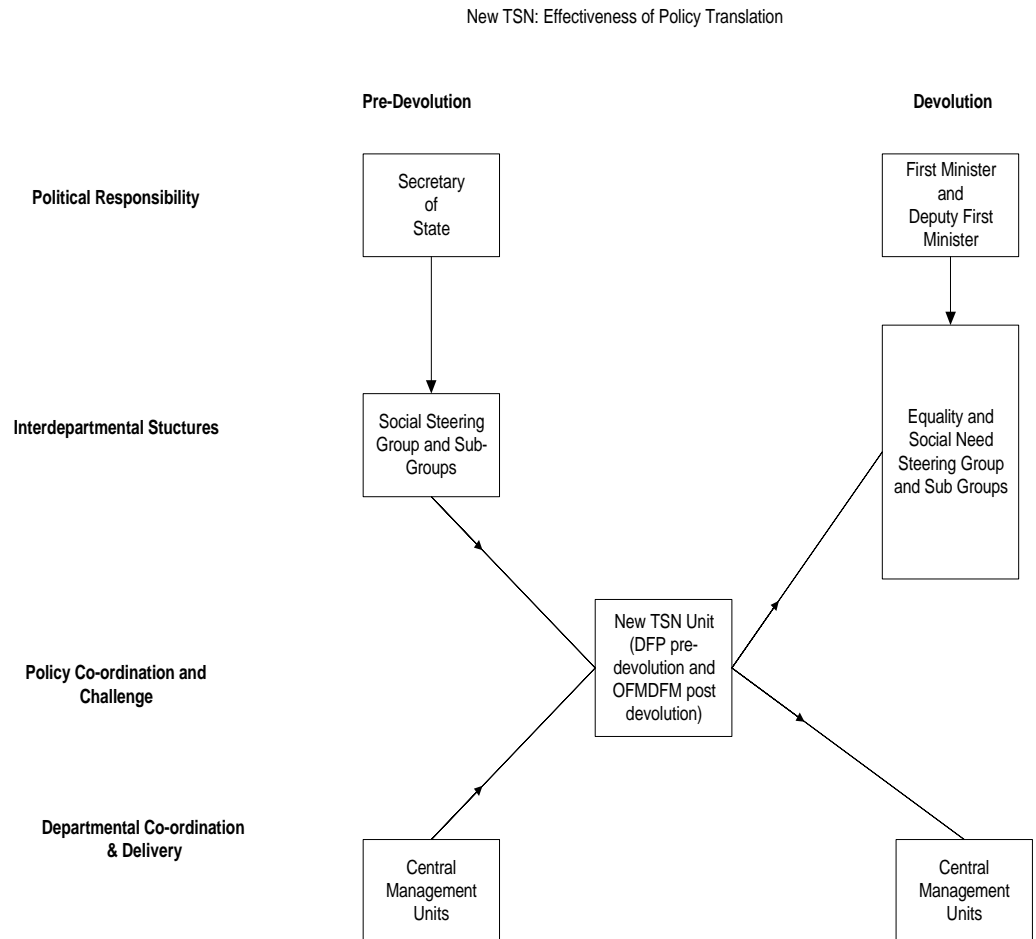
Source: Deloitte & Touche

### 3.1.2 Policy Translation

Policy translation is concerned with assessing how the message of New TSN was delivered through the range of inter-departmental and departmental policy structures. Figure 3.2 summaries the relationships between the key structures set in place to drive New TSN forward across the NICS. Our assessment of evidence has shown that the effectiveness of Inter-Departmental Working groups, particularly in the early stages of New TSN, was limited to the production of Action Plans and that there was limited opportunity for advising Central Secretariat (and latterly the New TSN Unit) on implementation issues. The tight timetables for the production of plans hindered opportunities for providing a forum for tackling issues relating to the development and implementation of New TSN. The SSG Action Plan Sub Group played a critical role in developing and producing action plans, Vision into Practice and Making It Work. The full SSG, which only met on 3 occasions between 1997 and 1999, played a limited role in promoting and co-ordinating New TSN in the early stages. The streamlining of Inter-Departmental Groups and the reduction in the number of sub-groups was perceived positively by Departments, largely on the grounds that Action Plans were in place and that the policy was effectively bedding down within Departments. A number of departments noted that the establishment of the Equality and Social Need Steering Group had resulted in more effective working arrangements although there was a perception that OFMDFM tended to dominate policy discussions on the implementation and development of the policy.

In terms of PSI processes , the identification of priorities and the selection of a 'lead' department has created a successful mode of operation for actively encouraging joined up working and it has lessened the perceived dominance role of OFMDFM, placing an onus on 'lead' departments to work with other departments and key stakeholders.

Figure 3.2  
**New TSN: Key Structures for Policy Translation**



Source: Deloitte & Touche

In relation to the roles and responsibilities of Interdepartmental Working Groups and the New TSN Unit, definitional tensions existed in respect of what constituted policy and executive responsibility and how the policy was promoted. Our evidence would suggest that Inter-departmental working groups had a limited role in relation to critical policy discussions on what New TSN sought to achieve.

A view was expressed that the literal and rigid adherence to the White Paper stymied the early development of the policy and the decision to include all departments within New TSN Action Planning diminished the potential impact of the policy. The New TSN Unit, whilst playing a critical role in the promotion and co-ordination of the policy, was much less effective in relation to challenging departments on key issues such as the identification of New TSN objectives, quality of targets and the absence of progress against targets. There was a perceived absence of clarity in relation to the challenge role *vis a vis* the New TSN Unit and central management divisions of departments. Middle managers, for example, felt that corporate units and the New TSN Unit did not have sufficiently detailed knowledge of individual business areas on the application on New TSN (focus group findings).

Our assessment found that all departments had broadly fulfilled their responsibilities in relation to original Central Secretariat guidelines. However, evidence on the effectiveness of translating New TSN within Departmental structures was hugely variable. Once again, the issue of relevance tended to shape approaches taken and a number of key departments (DE and DEL) introduced minimal changes by way of training and new top-level management structures. DETI and DHSSPS demonstrated evidence of good practice in relation to strengthening mechanisms through the establishment of working groups that included NDPBS and other key stakeholders. DETI, for example, invited representatives of the New TSN Unit within their Equality Working Group.

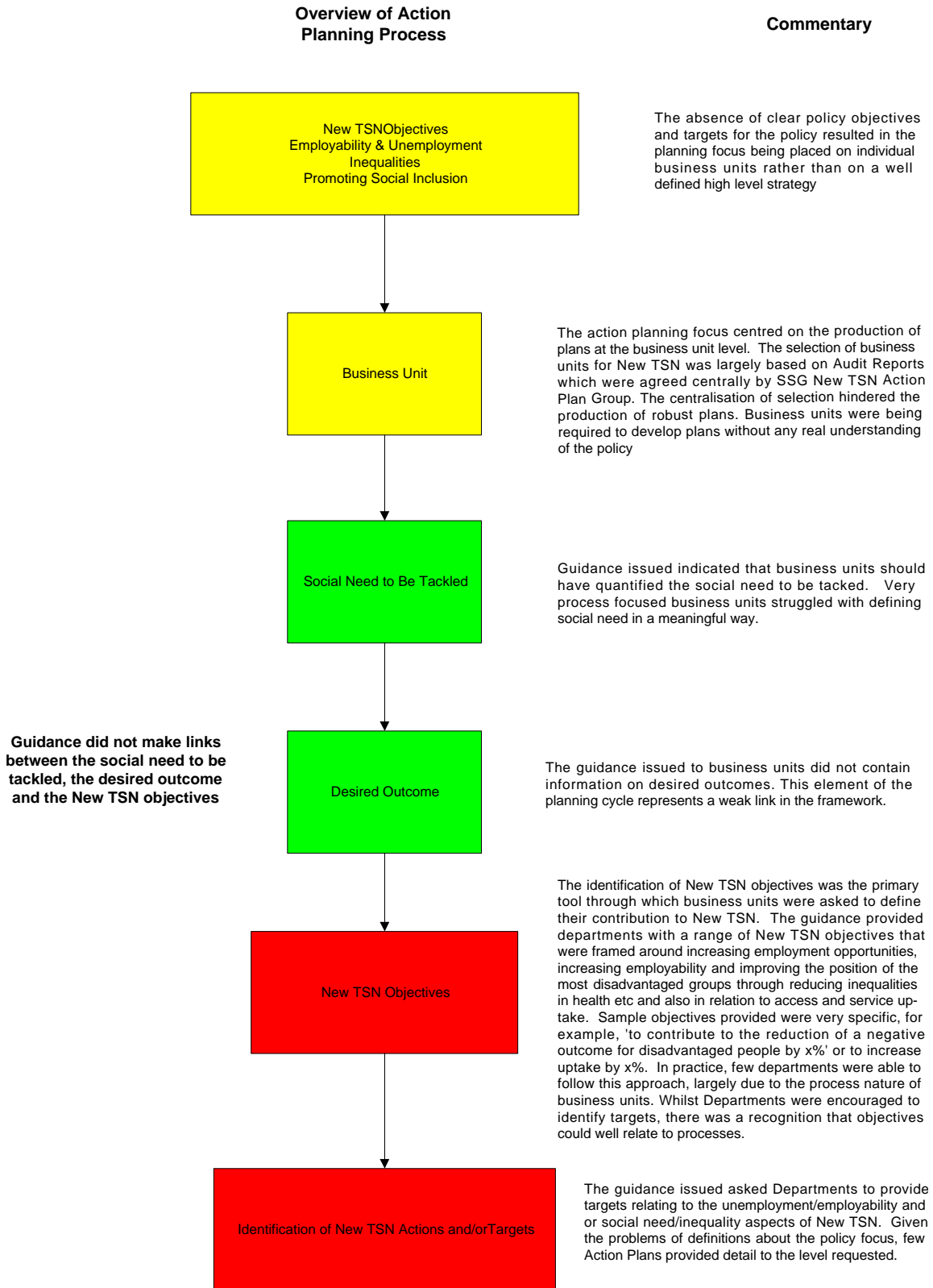
For the majority of departments, central responsibility for New TSN tended to be located within central or corporate management units and a range of internal working groups were developed. In relation to the provision of training – which represented a core plank to embedding New TSN – the actions of Departments were variable and training targets slipped considerably. For the most part, training tended to focus on awareness raising rather than on depth training. Focus group participants felt that training could be improved and it was noted that it was difficult to make policy commitments on New TSN grounds without detailed policy training.

## **3.2 Conclusions and Findings on Policy Implementation**

### **3.2.1 Action Planning**

In terms of our process evaluation, implementation related to assessing the design and structure of the action planning process as opposed to how the actions themselves were implemented. The decision to employ an action plan approach emerged from recommendations arising out of the previous review of Targeting Social Need. The Equality White Paper further recommended that departments could not opt out of New TSN unless a clear case could be made for exclusion. It was felt that this particular stipulation resulted in the production of Action Plans that included business units with limited capacity to contribute the core aims of New TSN. In our view, the actual design and structure of the action plans had a number of critical flaws and resulted in the production of plans that were overly bureaucratic, complex in language and presentation and too heavily focused on processes rather than outputs. Our assessment of the action planning process is provided in Figure 3.3. This assessment needs to be set against the conclusions made in relation to how the policy was both defined and translated, notably the absence of policy objectives and targets and the absence of clarity in respect to ‘challenging’ and/or understanding the nature of business units within Departments. In essence, the early action planning process did not provide business units with sufficient detail on what New TSN sought to achieve and ‘buy in’ to the policy was not, in a number of cases, fully achieved. It should be noted that as the policy has evolved, Action Plans have been incorporated into planning mechanisms.

Figure 3.3  
Overview of Action Planning Process



Source: Deloitte & Touche

### 3.2.2 Tracking and Reporting

The design of action plans resulted in the production of 11 departmental plans containing 196 objectives and 562 individual actions or targets (Making It Work). Whilst most plans focused on business units within departments, the DHSSPS plan combined directorates for planning purposes and DEL opted to produce plans on the basis of both themes (eg, Lifelong Learning) and key programmes (eg, New Deal, Worktrack etc). In addition to different units of analysis across plans, the content and quality varied considerably in relation to the setting of New TSN objectives and the inclusion of timeframes and target dates. A number of departments, for example, detailed actual completion dates for actions whilst other simply stated that actions would be completed in a calendar year or ‘in each year of the plan’. The above inconsistencies coupled with ambiguous language and the sheer number of objectives presented considerable difficulties in relation to tracking and monitoring the progress of New TSN within Departments.

A number of issues were raised in relation to current reporting on New TSN. In the first instance, a number of departments noted that there were time lags between the submission of reports and their eventual publication. The considerable time lags, it was argued, undermined the credibility of policy and gave rise to external criticism in relation to action planning. Table 3.2 compares due publication dates with actual release dates although it should be noted that delays in publications were viewed as beyond the control of departments and subject to wider political pressures, including suspension of the NI executive. The critical point being made by a number of departments was that delays in publication created unnecessary suspicion about a policy that was already not well received externally.

Table 3.2  
New TSN Reports

Publication	Due Date	Date Published	Gap
Vision into Practice,	June 1999	November 1999	4 Months
Making It Work	September 2000	March 2001	5 Months
Revised Action Plans	April 2001	September 2001	4 Months
Annual Report,	September 2001	March 2002	5 Months
Revised Action Plans	September 2002	December 2002	2 Months
Annual Report	September 2002	December, 2002	2 Months

Source: Deloitte & Touche

The final issue raised in relation to reporting concerns current arrangements in respect of quarterly reporting. A range of views were expressed in relation to the burden placed on departments with respect to reporting for New TSN particularly in relation to reporting commitments arising out of PfG and SDA, PSAs. The majority of departments felt that quarterly reporting was not appropriate given the process focus of actions and the fact that change was rarely discernible over three monthly cycles. In a number of cases, however, it was argued that the discipline of reporting ensured that New TSN was kept 'alive' within Departments.

## **4. FINDINGS AND CONCLUSIONS ON IMPLEMENTING ACTION PLANS**

### **4.1.1 Implementation of Action Plans - Process versus Output**

Our assessment of action plans found that 41% of all objectives were process related. In some cases, process objectives accounted for more than 60% of departmental actions (OFMDFM, DCAL, DoE and DRD). It is of particular note that while central administration and co-ordinating units with responsibility for New TSN are included in all action plans, their primary role related to embedding New TSN within Departments and ensuring that New TSN achievements could be monitored and reported. While the importance of this function is recognised in ensuring that New TSN is embedded within the ‘lifeblood’ of Departments, such administrative actions will not of themselves result in a reduction in social need among groups, individuals and areas. On the other hand and as would be expected, Departments with a high relevance rating produced plans that were mostly output focused (DE, DEL, DETI, DHSSPS, DSD). Our examination of performance against targets found the following:

- there were 532 targets in total contained within the eleven Departmental action plans. Our evaluation found that 36.5 per cent of these have been achieved with a further 30.5 per cent that are ongoing targets; and
- 175 of the action plan targets have not been achieved. While recognising that many of the action plan targets were focused on processes and in many cases were designed to be ongoing, the deferred/revised targets represented 33 per cent of all New TSN targets.

### **4.1.2 Implementation of Action Plans – Assessment of Desired Outcomes**

The majority of Departments demonstrated links between the desired outcome and the objectives identified in their New TSN Action plans i.e. achievement of the target actions would lead to the desired outcome. However throughout all Departments there were instances where the link between the social need to be tackled and the desired outcome was clearly mismatched. This was most prevalent when the objectives were framed around internal processes. For example both OFMDFM and DFP aimed to ‘*tackle disadvantage experienced by people, groups and areas in Northern Ireland*’ through their New TSN action plans. The vast majority of New TSN objectives in both plans related to internal processes that would impact on Departments or improve targeting and monitoring systems rather than impacting on disadvantaged groups, people and areas.

## **4.2 Key Achievements: Improved Systems for Targeting and Monitoring**

A key strength of the New TSN policy has been the development of systems and the gathering of base-lining information to inform the development of New TSN actions and to improve the identification of impacts arising from them. Almost all Departments have engaged in research and systems development for New TSN,

improving the base of information available on disadvantaged groups, individuals and areas. Key Departmental activities have included:

- DFP (NISRA) has played a leading role in driving forward the introduction of a range of data sources that have (or will have) improved the capacity of Departments to objectively target areas, groups and individuals in greatest need. The Noble Indicators represent the most visible contribution to improving systems for targeting and these indicators have been used by a number of departments. A number of departments have used Noble to further refine targeting, notably DHSSPS, DSD and DoE. The Capitation Formula used by DHSSPS further advances the targeting of resources and builds on some of the limitations of Noble (eg, Noble can only rank by wards and does not take account of how health and social care resources varies with deprivation levels). The introduction of new surveys to Northern Ireland, including the Family Resources Survey and the British Household Panel survey, represent significant efforts towards improving systems for targeting and monitoring;
- OFMDFM has conducted research, particularly in relation to the measurement of poverty and the use of poverty indicators, community differentials in Northern Ireland and on minority ethnic communities and the Northern Ireland Traveller Community;
- DCAL has developed specific indicators for social disadvantage and exclusion in the culture, arts and leisure sector;
- DARD has conducted a social survey to establish baseline information and inform analysis of future New TSN action.

Whilst the above provide evidence of improved systems for New TSN, a distinction needs to be drawn between information gathered on targeting and monitoring. Our assessment has shown that the focus of actions at this point in time related more to improved targeting tools (use of Noble) rather than on monitoring for the key elements of New TSN. In other words, monitoring mechanisms for demonstrating that a department has contributed to increased employability, reducing unemployment, tackling inequalities or promoting social inclusion were not, for a number of departments, readily available. In relation to monitoring for the key elements of New TSN, the issue of relevance was once again found to be critically important. For departments with a limited relevance to New TSN, a view was expressed that it was not feasible to gather data on the employability and unemployment effects of New TSN actions. In the case of highly relevant 'social need' departments, DETI represents an example of a department that has, as a direct result of New TSN, set in place a series of actions in relation to improved targeting, improved monitoring and additional research. The Enhanced Monitoring arrangements introduced by DETI gather background information on new employees recruited by companies as a result of financial assistance from the department and its agencies. Details gathered on new employees include home postcode, previous economic status, gender, disability and community background. This enables DETI to measure the impact of its job creation activities on the labour market and, in particular, on the unemployed. Clearly, the usefulness of such a system is only relevant to a number of departments.

#### 4.2.1 Monitoring Community Differentials

An important dimension of New TSN relates to the erosion of community differentials in a number of key policy areas, notably the unemployment differential. Our assessment of action plans found limited evidence of additional activities being undertaken in relation to either the measurement or monitoring of community differentials. For a number of departments, monitoring data readily existed on community background by virtue of the nature of services provided (education) and also a result of holding data on individuals that could be analysed using postcodes as a proxy of religion (DEL) and key findings included:

- DE's submission of evidence, for example, contained an assessment of key educational trends by community background. The evidence reviewed found that the proportion of pupils at Catholic schools achieving 5+ GCSEs at Grades A\*-C is almost identical to that at other schools. But the gap between pupils at Catholic and other schools in terms of low achievement - 5+ GCSEs Grades A\*-G or no GCSEs - has increased slightly between 1998/99 and 2000/01 to 2.7 for 5+ GCSEs A-G and 1.7 for no GCSEs.
- DEL reported that the New Deal 18-24 evaluation found that Catholic participation in New Deal 18-24 (59 per cent) was broadly in line with their share of the ILO unemployed (58 per cent). However, it also found that Protestants were more likely than Catholics to have left the programme because they found work, suggesting that there was greater success amongst Protestant participants.

In relation to monitoring, additional data on community differentials was gathered by DETI and DARD although both departments noted that this information was not used for targeting. DETI's Enhanced Monitoring System represents an important development in measuring the impact of job creation policies by community background. In relation to DARD's Farming Survey, which included a question on community background, it is too early to assess how DARD intended to use the results. Our assessment of Action Plans in relation to community differentials is broadly in line with Dignan<sup>3</sup>'s assessment that found 'Departmental Action plans pay little attention to the issue of community differentials, notwithstanding the importance of this issue for the initiative and the potential equality implications of alternative skewing strategies'.

#### 4.2.2 Skewing of resources

The skewing of resources lies at the heart of New TSN and can be achieved at a number of different levels:

- **Across Departments** – this would effectively mean according a higher priority to New TSN relevant Departments. The Partnership for Equality White Paper noted that this form of skewing was unlikely, 'major additions to the NI block, or fundamental resource shifts within the Block, are equally unlikely'. The introduction of the

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<sup>3</sup> Measuring Community Differentials, October 2001

NI Executive and the Programme for Government has resulted in much greater autonomy in relation to budget allocations and the argument was made that expenditure shifts between departments which are based on PfG priorities resulted in additional resources to, for example, health and education; and

- **Within Departments, between policy and programme areas** – this could be accomplished through the movement of expenditure within Departmental allocations from one service area to another; and
- **Within policy and programme areas** – this form of skewing represents the primary skewing mechanism used by Departments for New TSN. As noted in the White Paper, this might involve ‘a higher priority for TSN within programme objectives or the inclusion of social needs weightings in funding formulae’.

### 4.2.3 Evidence of Skewing of Resources

Our assessment of evidence has found that considerable resources were being skewed by a number of departments. In addition to the general budget allocation, DFP and OFMDFM initiated actions that sought to identify the New TSN impact of bids for funding through the Executive Programme Funds and they also attempted to categorise New TSN expenditure within the PE process. In relation to the latter, OFMDFM demonstrated that New TSN considerations were important in changing allocations to the Executive Programme Social Inclusion fund.

In terms of categorising public expenditure for social need, the proposed OFMDFM/DFP methodology was found to have a number of shortfalls. A good example of the shortfalls relates to the treatment of NISRA which is defined as having high relevance to New TSN. In other words, it is argued that there is a strong link between NISRA resources and New TSN. NISRA’s total budget of £7.6m, which is mostly made up of salaries, is counted as highly relevant New TSN expenditure yet NISRA can have no direct impact on New TSN areas, groups or individuals. Our assessment of the methodology has highlighted problems with how units of business are categorised for New TSN and the appropriateness of designating departmental running costs, including salaries, as social need expenditure. It would seem that a distinction needs to be drawn between expenditure that directly impacts on New TSN areas, groups and individuals. Similarly, a considerable portion (95.1 per cent) of very highly relevant expenditure relates to European funding streams which are short term and additional to mainstream provision and this also raises questions over the usefulness of the proposed model. The concluding section of this report provides options for measuring the impact of skew at the macro-level.

As for skew within programme, DE and DHSSPS both demonstrated that social need has been integrated into funding formulae for deciding allocations to local education and library boards and health and social services boards. In the case of DHSSPS, the capitation formula currently allocates approximately £1.6Bn and it has redirected around £29m of resources between Boards on the basis of social need. At a district and electoral ward level, the total re-

distributive effect is even greater (Table 4.1). The re-distributive effect at a district or ward level is only indicative because Boards and Trusts have control over funding at this level and generally do not use a formulaic approach. That said, the Eastern Board in particular has applied the formula at a sub-Board level and the creation of the new Local Health and Social Care Groups should provide a further vehicle for devolved and targeted funding.

Table 4.1  
**Re-distributive Effect of the Capitation Formula**

Boundary Level	Re-distributive Effect	
	Funding	Percent
Board	£ 29m	0.02%
Local Government District	£ 61m	0.04%
Electoral Ward	£ 118m	0.07%

*Note: percentage based on £1.6Bn*

The majority of other Departments were able to identify examples where resources had been skewed within existing programmes towards disadvantaged groups areas or individuals. Through the Rural Development Programme for example DARD specifically targets the most disadvantaged rural areas and DCAL commits 60 per cent of annual expenditure of the Angling Development Programme and Inland Waterways to disadvantaged areas. The methodology used by DoE for allocating resources to District Councils within Northern Ireland will result in a movement of £ 1.5m of funds to councils with higher levels of social need.

In summary, whilst the concept of skewing of resources was well understood and applied within a number of department, the critical ‘next step’ must relate to demonstrating the impact of the movement of resources in relation to improvements in health or educational outcomes or employability and unemployment. As currently defined, the impact of skew is not easily identified and work needs to be undertaken (for selected department only) on judging the added value of skewing (ie, top slice 5% of funds, how are cut off points determined and what would the impact of higher/lower slices). At the same time, there needs to be an acceptance that changes arising from skewing are not short term, that they can be influenced by wider economic and policy developments and that increased funding is not necessarily the only solution.

### 4.3 Skewing of Efforts

The skewing of efforts was a new concept and provided opportunities for departments with limited ability to skew resources to make a contribution through changing working practices in order that ‘policies, programmes and services are

more beneficial to disadvantaged people'. Making It Work identified a range of skewing of effort actions including:

- ensuring that people in greatest need are aware of services and benefits;
- provision of adequate advice and information;
- use of 'outreach' and actions designed to make service provision more accessible; and
- making special efforts to ensure that public information, education and prevention campaigns were designed and communicated effectively with and targeted towards groups and areas in social need.

Evidence produced by Departments would suggest that the skewing of efforts concept was less well understood although a number of departments contributed to a range of direct outreach actions. A number of key departments, with limited potential to skew resources, demonstrated significant skewing of efforts in relation to accessibility and the uptake of key services. DSD is notable in this respect and included a series of actions including research into benefit take up and the re-branding of Income Support for Pensioners that resulted in over 8,000 new claims for the Minimum Income Guarantee and an 11 per cent increase in participation rates to the New Deal for Lone parents. In addition to pensioners and lone parents, SSA has also undertaken research into the needs of other disadvantaged groups including the following:

- review of services to people affected by the troubles: Victims;
- review of services to people affected by the troubles: Ex-prisoners;
- literacy and Social Security;
- People Living in Isolated and Deprived Areas;
- New TSN Strategy for the elderly; and
- Disability Audit;
- New TSN for people with Disabilities; Summary of feedback from Discussion Groups; and
- review of services to Minority Ethnic Communities.

In discharging its inward investment function, DETI seeks to encourage at least 75% of all new inward investment projects to locate in New TSN areas by taking potential investors to visit New TSN areas where possible and by retaining the facility to offer enhanced rates of assistance to projects locating in those areas. Similarly, the Rates Collection Agency provided outreach actions in relation to housing benefit claims and it used Noble as a means for selecting key council areas.

#### **4.3.1 Summary of Key Achievements**

Table 4.2 summaries key achievements identified **through the submission of evidence** within Departments. In assessing achievements, reference should be made to the issue of relevance, additionality, parity and the configuration of actions within Departments between processes and outputs.



Table 4.2

**Summary of Achievements**

<b>Department</b>	<b>Key Achievements</b>
<b>OFMDFM</b>	<ul style="list-style-type: none"> <li>■ Negotiating for an increase in allocation to the social exclusion fund to ensure New TSN relevant bids were not penalised by an over-subscription to the fund</li> <li>■ Working with DFP to ensure that the New TSN impact of bids to Executive Programme funds were identified by Departments</li> <li>■ Consulting on and establishing priorities for PSI working groups</li> <li>■ Engaging in consultation with the voluntary and community sector in relation to promoting social inclusion and the PSI report on travellers</li> <li>■ Conducting and publishing New TSN related research on poverty, community differentials, barriers to essential services and employability</li> <li>■ Significant contribution to the development of poverty and social exclusion indicators for Northern Ireland</li> </ul>
<b>DARD</b>	<ul style="list-style-type: none"> <li>■ Completion of the Social Survey of Farmers and Farm Families</li> <li>■ Greater weighting given to New TSN in the assessment of applications from (agriculturally) disadvantaged areas by the Countryside Management Scheme and Processing and Marketing Scheme</li> <li>■ Allocation of additional milk quota to small active producers effectively skewing resources towards disadvantaged individuals and areas</li> <li>■ Targeting of disadvantaged areas and groups through the 2001-2006 Rural development Programme</li> </ul>
<b>DCAL</b>	<ul style="list-style-type: none"> <li>■ The development of specific indicators of social disadvantage in respect of DCAL activities</li> <li>■ Skewing of resources from two of its funding programmes so that 60% of expenditure from the Inland Waterways and Inland Fisheries Programmes is in New TSN areas</li> <li>■ Five per cent of public library expenditure is skewed towards areas of disadvantage using Noble deprivation data</li> <li>■ Heightened efforts to ensure the accessibility of the culture, arts and leisure sectors</li> </ul>

<b>DE</b>	<ul style="list-style-type: none"> <li>■ The proportion of school leavers entitled to FSM achieving 5+ GCSE Grades A*-C has increased at a higher rate than for school leavers in general since 1998/99</li> <li>■ The performance of pupils at the lowest achieving schools in terms of attainment of 5+ GCSE Grades A*-C has improved more than the average</li> <li>■ A rise in pre-school participation rates from 56% in 1998/99 to 86% in 2001/02</li> <li>■ An improvement in their GCSE results of 30 of the 32 secondary schools in the School Support Programme</li> <li>■ Establishment of a database to monitor the educational achievements of looked after children</li> <li>■ The establishment of School Ages Mothers Programme which 28 young women had participated in and 15 received home tuition by February 2002</li> <li>■ The establishment of pilot programmes to identify the needs of and barriers faced by young people with disabilities in relation to youth services provision</li> </ul>
<b>DETI</b>	<ul style="list-style-type: none"> <li>■ Development of the Robson + framework and the associated definition of New TSN areas</li> <li>■ Definition of social need based on area assessment of Noble</li> <li>■ Retention of the Community Business Programme</li> <li>■ Introduction of targets for companies in receipt of assistance to recruit from the long term unemployed</li> <li>■ Location of Inward investment projects and job creation in New TSN areas</li> <li>■ Development of Enhanced Monitoring Arrangements to monitor and report on performance against targets with initial evidence showing that of the 1,500 new recruits (April 2000 and September 2001):</li> <li>■ 20% of all those gaining employment (from former LEDU &amp; IDB companies) were previously unemployed and 12% had been in full-time education;</li> <li>■ 53% were Roman Catholic, 38% were Protestant and 9% were of another religion;</li> <li>■ Significantly exceeding targets for the number of first time investments in New TSN areas and for LEDU support to businesses in New TSN areas</li> </ul>

<b>DOE</b>	<ul style="list-style-type: none"> <li>■ Review of the formula for the calculation of the resources element of General Exchequer Grant to District Councils (£1.5m skewed to areas of disadvantage)</li> </ul>
<b>DRD</b>	<ul style="list-style-type: none"> <li>■ Allocation of vehicles under the Rural Transport Fund based on Robson</li> <li>■ Targeting of jobseekers and people with limited mobility through the rural transport fund</li> <li>■ Monitoring of rural community transport partnerships by means of monthly statistical returns</li> </ul>
<b>DEL</b>	<ul style="list-style-type: none"> <li>■ Introduction of widening participation and access measures in FE and HE</li> <li>■ Skewing of resources to HE and FE institutions based on New TSN considerations</li> <li>■ Improved monitoring of participants on New Deal programmes;</li> <li>■ Allocation of funding directly to colleges through the FE Funding Formula which is based on a measurement of student activity and achievement called a Student Powered Unit of Resource (SPUR) which includes a weighting for New TSN, such that colleges receive additional funding for disadvantaged students who are enrolled and who participate in learning</li> <li>■ An increase of £1,000,000 to the Access Initiative Fund, under which Colleges bid for additional funding to support actions that aim to attract students from disadvantaged backgrounds and from groups with traditionally low participation rates in further education</li> <li>■ The provision of a premium for students from disadvantaged backgrounds to universities that will amount to £1.14m in 2002/03.</li> <li>■ Introducing new support for FE and HE students. The key features of the new support structure are: <ul style="list-style-type: none"> <li>■ the introduction of means tested bursaries of up to £1,500 for HE students from September 2001</li> <li>■ the introduction of means tested bursaries of up to £1,500 for FE students from September 2002</li> <li>■ the raising of the parental threshold at which a contribution to HE tuition fees is required from £17,805 to £20,000</li> </ul> </li> <li>■ Introduction of childcare grant for HE students from September 2001</li> <li>■ an increase of 5,500 in full time HE places</li> </ul>

	<ul style="list-style-type: none"> <li>■ The initiation and publication of the Employability and Long Term Unemployment Taskforce</li> <li>■ completion of DEL research such as tracking study examining the employability outcomes of young people not in education or employment ('Status O')</li> <li>■ Achievement of New Deal targets for 18-24 year olds, 25+ including evaluations on effectiveness that found that over half of participants on 18-24 New Deal lived in areas of multiple deprivation</li> <li>■ 53% of Jobskills participants transferred to employment or training opportunities by March 2002 and 50% of Jobskills trainees progressed to Modern Apprenticeship training in March 2002</li> <li>■ Achievement of job brokering targets that assisted 8,270 claimants in 2000/01</li> <li>■ Partial Achievement of Worktrack targets that resulted in 29% of participants in 2000/01 progressing into employment with an 87% retention rate for employed participants after 13 weeks</li> <li>■ Funding of Worktrack Outreach programme</li> </ul>
<b>DHSSPS</b>	<ul style="list-style-type: none"> <li>■ Development of innovative methodologies for targeting of social need which extended the use of Noble (Capitation formula)</li> <li>■ The work of the <i>Capitation Formula Review Group</i> which illustrated how resources are indicatively reallocated toward high need areas and how this formula reallocates resources towards Boards (results in a shift of resources)</li> <li>■ extension of <i>Health Action Zones</i> into the Northern and Western Boards</li> <li>■ Building of additional <i>Residential Care Places</i></li> <li>■ Identification of the health needs of travellers through <i>The Traveller's Programme</i></li> </ul>
<b>DFP</b>	<ul style="list-style-type: none"> <li>■ The development of the Noble indices for multiple deprivation</li> <li>■ Introduction of key surveys that will assist with the identification and monitoring of poverty, notably the FRS Survey and the British Household Panel Survey</li> <li>■ The provision by NISRA of research and statistical guidance on the measuring and monitoring of New TSN through its role within Interdepartmental Working Groups</li> </ul>

	<ul style="list-style-type: none"> <li>■ Development of a process that aims to quantify the extent to which public expenditure is relevant to New TSN</li> <li>■ Development of an outreach programme to increase uptake of Housing Benefit and the Disabled Person's Allowance benefit through the Rate Collections Agency</li> </ul>
<b>DSD</b>	<ul style="list-style-type: none"> <li>■ The development of an urban regeneration strategy for NI including the allocation of £12m PEACE II money to 12 deprived communities under Measure 2.11 Area based Regeneration</li> <li>■ The development and implementation of URBAN II</li> <li>■ a review of Community Services Programme and development of New TSN based funding formula</li> <li>■ revision of categorisation of new build social housing to enable greater focus on groups and areas facing specific housing needs</li> <li>■ allocation of new build funding to priority groups – North Belfast, Travellers, Rural Housing, West Bank</li> <li>■ introduction of Minimum Income Guarantee for pensioners resulting in average payments of £23.41 per week to 8148 successful claimants</li> <li>■ promotion of the New Deal for Lone Parents resulting in participation of 4565 individuals in the programme</li> <li>■ completion of 1,850 new social housing units since introduction of the Action Plan in March 2001</li> <li>■ SSA has also undertaken research into the needs of disadvantaged groups (victims, ex-prisoners, people with disabilities)</li> <li>■ overall improvement in housing conditions including improvements in seven of the 10 most deprived district councils, four of which saw improvements greater than the NI average</li> <li>■ introduction of the Warm Homes Scheme offering energy efficiency grants to disadvantaged individuals. £4.38m was spent on 4,500 households between July 2001 and March 2002</li> </ul>

## **5. FINDINGS AND CONCLUSIONS ON AREA ANALYSIS**

A common public perception of New TSN is that the policy has tended to be spatially focused at the expense of individuals and groups. To this end, it was decided to undertake an area-based assessment within three areas of multiple deprivation (Inner West Belfast, Outer West Belfast and Castleterragh). Each Department was asked to identify actions that related to New TSN and to demonstrate how these activities impacted on employability, reducing unemployment and Promoting Social Inclusion. Departments were also asked to identify how resources or efforts had been skewed towards the three areas in question. In addition to information from departments, we also undertook focus groups and interviews with representatives from the voluntary/community sector and a number of NDPB to assess their perception of how New TSN was working 'on the ground'. Table 5.1 below provides a summary of the responses received from Departments and an assessment of evidence provided is also undertaken.

DE, DEL and DETI responses accounted for 86 per cent of all actions which highlights their prominent role in relation to New TSN. Of the nine Departments that responded to the Base Information Return, six did not see a key role for them in reducing unemployment and increasing employability although three of these were able to identify where their actions may have contributed to this aim.

Table 5.1  
**Summary of Departmental BIR Responses**

<b>Department</b>	<b>No. of actions identified</b>	<b>Summary of Response</b>
<b>DEL</b>	<b>36</b>	Information provided on Jobskills, Worktrack, New Deal, participation in further and higher education and other DEL programmes in the three areas.
<b>DETI</b>	<b>25</b>	Information provided on Invest NI and NITB activities in each of the three areas.
<b>DE</b>	<b>32</b>	Information provided on Schools, Youth Service and Pre School activities in each of the three areas.
<b>DSD</b>	<b>13</b>	Information provided on the warm home scheme and property refurbishment in each of the three areas. Additional information provided by DSD was not in a format where the impact on specific areas could be isolated.
<b>DRD</b>	<b>3</b>	One action relating to a door to door bus service identified in each area.
<b>DARD</b>	<b>7</b>	Actions relating to subsidy payments and the Rural Development Programme identified in respect of Castleberg and Glenderg.
<b>DHSPPS</b>	<b>5</b>	Information relating to progress made on DHSSPS New TSN action plan and actions in relation to capitation formula for funding health boards.
<b>DOE</b>	<b>0</b>	No actions identified in respect of the three areas.
<b>DCAL</b>	<b>6</b>	Information in respect of Libraries, PRONI and New Opportunities Fund provided across the three areas.

*Source Deloitte & Touche*

### **5.1.1 Assessment of Evidence Provided**

A number of Departments found it difficult to isolate specific actions taken in respect of the three areas chosen. Whilst a number of reasons were given in relation to the difficulties of isolating impact, the key difficulty related to departmental planning mechanisms that were simply not designed to operate at such a low level of analysis (DOE, DRD, DETI). At the same time, a number of other departments noted that wards were not the most appropriate unit of measurement because they targeted individuals regardless of ward

(DEL) or they held data that was more appropriate to service delivery (school based information). Interestingly, the recently published Employability Report suggests that DEL's focus needs to change to take account of the dynamics of local labour markets.

With the exception of areas based programmes, we found that disadvantaged wards were not being specifically targeted or that the impact of action on disadvantaged wards is not generally being monitored. For example:

- DRD identified a transport service in each area but were unable to identify the degree to which the service was used within the selected wards.

Where Departments were able to identify specific actions that had been taken place in relation to the three areas, the impact of the actions on reducing inequalities, reducing unemployment and increasing employability and promoting social inclusion could often not be determined. Examples include:

- DE identified that the creation of additional pre-school places '*increased parents ability to undertake study or training or avail of employment opportunities,*' but evidence was not provided to demonstrate that this had in fact been the case in any of the selected areas (see DE report which shows that up-take had not been greater among disadvantaged families);
- DEL recorded significant increases in the number of client interviews held in each of the three areas over the past five years, however, the specific impact of these on reducing unemployment and increasing employability could not be identified; and
- The activities DETI identified largely demonstrated an impact on reducing unemployment through job creation although it was not possible to identify the degree to which the reduction in unemployment had impacted on the three selected areas.

A number of Departments were able to identify actions in the selected areas that were targeted specifically at areas of disadvantage in Northern Ireland. Examples include:

- the DARD Rural Development Programme support for projects in the Castleberg area. The Rural Development Programme is targeted at the most disadvantaged rural wards in Northern Ireland;
- the DE School Support Programme (SSP) to support low & underachieving schools & implement strategies for self-improvement provided £ 300k to 2 schools in Inner West and £ 819k to 7 schools in Outer West Belfast between 1999/00-2002/03;
- the DE Pre-school places initiative provided 33 places to Outer West and 8 places to Castleberg in 2002/03;
- the entirety of the DSD Belfast Regeneration Office budget; and

- Invest NI activity aimed at encouraging investment in the most disadvantaged areas.

Other Departments found it difficult to identify actions that were additional across the three areas i.e. that they were focused on these areas because of the levels of social disadvantage and were in addition to what would have happened in the absence of the policy. For example:

- DEL does not target on a geographical basis, instead focusing on individuals regardless of location making it difficult to identify an increased focus on the three areas that are the subject of the analysis; and
- the DHSSPS return included details of core statutory services making it difficult to determine the impact that New TSN has had.

### **5.1.2 Resources to Areas**

The majority of Departments did not specifically identify where resources or efforts had been skewed towards the three selected areas. Both DE and DHSSPS demonstrated that targeting social need was a factor in skewing funds to target disadvantage. DETI furnished evidence on the amount of funding provided the three areas and it also noted that nearly 1000 jobs had been created in the areas of Inner and Outer West Belfast. In relation to Castleterg, DETI had invested £1.3 million and created 30 jobs. DSD supplied information indicating that it had provided £1.2m to the Inner West Team of BRO in 2001/02.

### **5.1.3 Monitoring & Measuring**

This area analysis has highlighted a number of important issues in relation to monitoring and measuring the effectiveness of New TSN at a local level. In general, current-monitoring systems used by departments are not effective in isolating area impacts of New TSN. In a number of cases, departments noted that they had no need to monitor at such a small area level and their planning processes worked at district council or health/education board level. In the case of DEL, evidence would suggest that an area focus is required and the Taskforce report on Employability makes recommendations on this issue. As a model of good practice, DETI's enhanced monitoring system provided the department with reliable area based data on New TSN outputs. In relation to assessing the impact on reducing inequalities, reducing unemployment and increasing employability and promoting social inclusion in small areas, Departments were not in a position to provide outcome measures of impact. The issue of limited outcome data is perhaps more a function of government generally (although significant developments have been made in this area) yet it remains critical to assess impact at the local level in relation to the core elements of New TSN.

## **5.2 Findings from Consultation with Statutory Bodies**

### **5.2.1 Effectiveness of Policy**

Statutory agencies raised a number of issues in relation to the effectiveness of the policy. Although generally supportive of the sentiments of the policy, a

number of agencies felt that New TSN was not sufficiently focused and that it was unclear what the policy sought to achieve. The absence of clarity made it difficult for agencies to identify actions and appropriate baselines for the policy. As service delivery agents, translating New TSN activity into direct and tangible impacts on the ground was difficult to demonstrate. The absence of additional resources for New TSN and the focus on working within current budgets limited the overall effectiveness of the policy. A number of statutory agencies argued that New TSN gave them additional responsibility without the necessary additional funding.

Tackling social need, it was argued, required a levelling up of funding historical levels of under-funding within particular areas rather than reconfiguring within a 'pot' that was under-funded. A strong view was expressed that without additional resources, New TSN will only ever be '*tinkering at the margins*'. Paradoxically, New TSN was also perceived as a useful means by which extra resources for programme funds, particularly in relation to European resources, could be accessed.

In terms of impact of New TSN, NDPBs noted that timeframes for achieving reductions in inequalities needed to be realistic and that limited evidence was available to suggest that the areas in question had witnessed any significant reductions. The issue of linkages, for example, between reductions in the levels of unemployment within areas and New TSN was questioned and most noted that the policy required meaningful indicators against which progress could be measured. The absence of a clear policy focus meant that it was difficult to attribute change to New TSN. NDPBs, like a number of key Departments, also raised the issue of additionality and they noted that some activities that are currently presented as New TSN would have happened anyway because of particular concentrations of problems in a given area. NDPBs also argued that their focus on social need pre-dated New TSN. For a number of agencies, New TSN increased community expectations beyond a realistic level and service delivery agents had to deal with raised expectations.

### **5.2.2 Action Planning**

NDPBs felt that while parent departments provided guidance and played a co-ordinating role, the planning and monitoring processes were not necessarily effective. Action Plans were perceived as very bureaucratic and considerable duplication existed between NDPB and departmental plans. NDPBs felt that their action planning processes were more inclusive and had involved significantly more consultation with the voluntary/community sector than had occurred in relation to Departmental plans. It was also felt that Departmental plans lacked visibility on the ground and this in turn created a confused message in respect of New TSN. This was especially the case in relation to the skewing of resources, NDPBs argued that the impact of skew was not readily understood within the voluntary and community sector.

## **5.3 Findings from Consultation with Community/Voluntary Sector**

There was a general level of understanding of New TSN and the voluntary/community sector were supportive of the basic premise of the policy. In practice however, the sector was very critical of New TSN in relation to actual

changes on the ground, particularly in relation to the three areas in question. A series of reasons for the perceived ineffectiveness were identified as:

- the absence of additional New TSN related resources, coupled with reduced Departmental budgets;
- failure to address key issues of social need at a local/area based level, due to a lack of meaningful consultation by the public sector;
- the removal of mainstream government services (e.g. social security offices, police) from areas; and
- additional bureaucracy and administration associated with New TSN, which was perceived as impacting negatively on the delivery of services to the citizen.

In terms of funding, the voluntary and community sector tended to view New TSN more in relation to grant aiding rather than being concerned with mainstream service provision. For example, the issue of gap funding and the issue of community groups not receiving such funding, whilst being located in areas of high deprivation, was a constant recurring theme. In relation to skewing of resources, very few groups had any familiarity with the primary skewing mechanisms used, for example, by DHSSPS, DE and DETI. In the case of West Belfast, it was noted that if government was committed to New TSN it would fully implement the West Belfast Taskforce recommendations and it would provide support to the Springvale Campus. On a similar issue, focus group participants in Castleberg did not believe that New TSN had addressed the East/West split in Northern Ireland. There was a strong view that mainstream government service provision had been eroded in areas west of the Bann, particularly in relation to economic development and developing the infrastructure of the area.

#### **5.4 Suggested Improvements to New TSN**

The sector identified a wide range of unmet needs within their localities. These ranged from sector specific requirements (e.g. the lack of incentives for 16-18 year olds to participate in training, the need for parental education etc) through to wider social and economic infrastructure needs (e.g. the poor quality of transport infrastructure in rural areas and the lack of affordable housing in urban areas). Although accepting of the sentiment of the policy, the voluntary and community sector did not perceive New TSN as having a positive impact on addressing the social and economic needs within their community and they identified the following suggestions for improvement:

- meaningful and ongoing engagement and consultation with the community/voluntary sector;
- a dynamic, co-ordinated and interdepartmental approach to tackling specific needs within defined geographical areas;
- effective sharing of information, particularly in relation to the development of best practice;
- development of clear strategies addressing key themes/target groups (e.g. housing, educational attainment, access to employment, poverty strategy and

strategies/implementation plans for meeting the needs of Travellers, youth and parents);

- specific/ring fenced funding for New TSN activities;
- the development of long term funding initiatives; and
- development of transparency in the application of New TSN (vis à vis other criteria) in the assessment of funding awards.

## **5.5 Conclusions on Area Analysis**

Through the area analysis, the different views of NDPB's, the voluntary and community sector and Departments in relation to how New TSN plays out in local areas were evident. NDPB's and voluntary and community organisations suggested that there were often inconsistencies between the objectives of New TSN and other government policy including distribution of funding and the development and implementation of locally based strategies e.g. the West Belfast Task Force on Unemployment. The area analysis has found that Departmental New TSN actions are often not seen to complement other government policy in local areas, reducing the effectiveness of the policy and calling into question the extent to which skewing of resources is mainstreamed throughout Departments.

The degree to which New TSN is supported by interdepartmental working, was also questioned through consultation with NDPB's and the voluntary and community sector. It was suggested that in the absence of interdepartmental strategies for specific areas, multiple deprivation is unlikely to be effectively tackled. The Base Information returns from Departments provided limited evidence of integrated approaches to tackling disadvantage and largely did not demonstrate evidence of targeting specific areas.

It is clear from the consultation that there is a demand for area focused strategies to tackle multiple deprivation. The area analysis has found that while the objectives of New TSN are largely welcomed at a local level that there is a perception that the policy has to date made little visible difference to disadvantaged areas.

The area analysis has also highlighted the difficulties with identifying how New TSN impacts on specific areas. While the ability of Departments to effectively extract information relating to areas varied widely, in all cases it was evident that monitoring systems could be improved to facilitate better extraction of area based data.

## 6. OPTIONS FOR THE DEVELOPMENT OF POVERTY INDICATORS

This section of our report is concerned with issues relating to the future monitoring and measuring of New TSN. As noted in our findings section above, the absence of policy objectives or targets for New TSN placed an onus on business units to find actions that fitted with New TSN without really understanding what the policy aimed to achieve. A number of important developments have occurred in relation to the measurement and monitoring of both poverty and social exclusion at European and UK government level. In relation to UK measures, Opportunity for All (OFA) and the Monitoring Poverty and Social Exclusion reports produced by the New Policy Institute have been widely used to monitor and measure poverty gaps. Both of these reports identified, using UK datasets, a series of poverty indicators against which government could be measured. In recognition of the importance of both pieces of work, the Research Branch of OFMDFM provided the evaluation team with Northern Ireland indicator data based on the approaches used within OFA and MPSE. The indicator set was organised by life cycles and included data from a range of Northern Ireland Departments. The data included indicators across a range of areas including work, housing, health and education (see Appendix I). We were asked to critique the data in relation to their potential as a vehicle for monitoring the effectiveness of New TSN and as a set of indicators for monitoring the nature and extent of poverty and social exclusion in Northern Ireland. It should, however, be noted that OFA and MPSE represent one particular approach to defining and measuring poverty. Important NI based research (Dignan, 2002, Dignan & McLaughlin, 2002 and more recently Hillyard et al 2003) has critiqued and evaluated the range of approaches to defining and measuring poverty and this research needs to be considered as part of the process on developing NI based measures and indicators.

### 6.1.1 Monitoring Effectiveness of New TSN

As noted above, a key weakness of New TSN relates to the absence of policy objectives and outcome indicators and a monitoring and evaluation framework. As currently designed, the aggregate effect of the policy cannot be determined in spite of positive or negative changes in employment and/or unemployment. The current New TSN action plans fail to provide an assessment of the sum of the parts. However, the list of subject areas in New TSN (unemployment, employment, educational and health inequalities, etc) provides an important checklist of at least some of the subjects that the set of poverty and social exclusion indicators should cover, although the absence of income is a serious omission. The lack of overall outcomes or targets in New TSN mean that, of itself, it does not drive or even suggest the particular indicators that should be used. Furthermore, any set of indicators would not naturally resonate with, or have an obvious association with, New TSN unless some firmer connection between the two was established. The data provided by the research branch of OFMDFM represents a critical first step in developing a set of indicators against which New TSN could in actual fact be monitored. In this context, there appear to be two broad options for the way forward:

- aim to achieve a closer association between New TSN and a set of indicators to monitor its aggregate effect, starting with a review of the objectives and desired outcomes that New TSN is aiming to achieve; and

- keep the set of poverty and social exclusion indicators as a largely separate initiative from that of New TSN, at least for the time being. Even in this scenario, it would make sense to create links between the two where possible and this is one reason for organising the indicators by subject rather than by age group. It would also seem beneficial to discuss the relevant indicators with the relevant department to see how they fit.

Although the indicators identified by NISRA are capable of monitoring the aggregate effect of New TSN, the question of their potential as a set of indicators for monitoring the nature and extent of poverty and social exclusion requires further consideration. Experience of developing poverty and social indicators in England, Scotland and the Republic of Ireland highlight the importance of ensuring that indicators are developed to reflect local conditions. The rurality issue, for example, was viewed as central to the development of indicators in both Scotland and the Republic of Ireland. In this context, a direct lift of either Opportunity for All and/or MPSE indicators would not be appropriate for Northern Ireland. In assessing the data provided by NISRA, we would suggest the following additions/amendments/changes:

- income indicators should be developed (using Continuous Household Survey data in the first instance and moving to Family Resource Survey/Households Below Average Income data when available);
- indicators should be organised by subject rather than age group;
- indicators should be more focused on differences between groups and should cover longer timeframes;
- indicators should be capable of examining the incidence of key trends by a range of population groups including Section 75 groups, social class, vulnerable/disadvantaged groups and geography; and
- indicators should be capable of examining the incidence of trends and differences between the two communities in Northern Ireland.

Table 6.1 summarises how the indicators proposed by NISRA could be re-organised along the lines suggested above and to include macro-level income and household indicators. Table 6.1 includes two references of indicators, our reference relates to indicators as set out in MPSE reports and the NI reference refers to the data set provided by NISRA and detailed in Appendix I.

Table 6.1

**Reorganisation of NISRA Indicators**

Age Group	Subject	Our Ref	NI Ref	Indicator
Macro Indicators	income	1.1	5.01	The sources of household income by quartile of gross weekly household income
Older People	income	1.2	4.1	The proportion of pensioners with no income other than state retirement pension and state benefits
Older People	income	1.3	4.2	Pensioners' household weekly spend on necessities
Macro Indicators	income	1.4a	5.02	The number of working age people in receipt of a key benefit
Children	income	1.4b	1.03	The number of children living in families claiming a key benefit
Adults	work	2.1a	3.1	The proportion of working age adults who are in employment
Adults	work	2.1b	3.2	The proportion of working age adults who are unemployed
Adults	work	2.1c	3.8	The proportion of working age people who would like paid work but do not have it
Adults	work	2.2a	3.4	The proportion of working age adults with disabilities in employment
Adults	work	2.2b	3.5	The proportion of working age lone parents in employment
Adults	work	2.2c	3.6	The proportion of those aged over 50 in employment
Young Adults	work	2.3	2.1	The proportion of young adults aged between 16 – 24 unemployed
Macro Indicators	work	2.4a	5.03	The number of individuals claiming JSA or IS for a period of 2 years or more
Macro Indicators	work	2.4b	5.07	The proportion of economically active working age people who are long-term unemployed
Children	work	2.5a	1.02	The proportion of children living in workless households
Adults	work	2.5b	3.3	The proportion of working age adults living in workless households
Macro Indicators	work	2.5c	5.04	The proportion of households which are workless
Macro Indicators	work	2.5d	5.10	The proportion of workrich households
Adults	work	2.6	3.9	The proportion of workless households where the head of household is long-term unemployed
Children	education	3.1a	1.05	The proportion of children achieving no GCSE's
Children	education	3.1b	1.06	The proportion of children not achieving 5+ GCSE's (A*-G)

Age Group	Subject	Our Ref	NI Ref	Indicator
	n			G)
Children	education	3.1c	1.07	The proportion of children not achieving 5+ GCSE's (A*-C)
Children	education	3.2	1.04	The proportion of school leavers achieving no qualifications
Young Adults	education	3.3	2.2	The proportion of young adults aged between 16 – 24 who do not have a basic education (NVQ level 2 or equivalent)
Adults	education	3.4	3.7	The proportion of working age people without a qualification
Macro Indicators	health	4.1	5.08	Life expectancy at birth
Macro Indicators	health	4.2	5.09	Self perceived general health status
Children	health	4.3	1.01	Incidence of low birth weight babies
Children	health	4.4	1.08	The number of births to mothers aged under 16
Macro Indicators	housing	5.1a	5.05	The proportion of households that live in homes that are unfit
Children	housing	5.1b	1.09	The proportion of households with at least one child that live in homes that are unfit
Older People	housing	5.1c	4.3	The proportion of households where the head of the household is aged 60 or over that live in homes that are unfit
Macro Indicators	housing	5.2	5.06	The proportion of households that live in homes below the bedroom standard
Children	housing	5.3	1.10	The proportion of children that live in homes that are below bedroom standard
Children	other	6.1	1.11	The number of children aged under 16 in residential care
Macro Indicators	other	6.2	5.11	The proportion of lone parent households

Source: Deloitte & Touche

## 6.2 Measuring Community Differentials

The issue of reducing differentials between the two communities in Northern Ireland has been a central element of both TSN and New TSN. In theory, New TSN should, on the basis that it targets need objectively, contribute to the erosion of the inequalities that exists between the Catholic and Protestant community. Our assessment of evidence has noted that the majority of departments paid limited attention to monitoring the impact of their policies between the two communities (although Section 75 of the Northern Ireland Act is changing this situation). However, the Research Branch of OFMDFM commissioned work that sought to examine the impact that New TSN had on community differentials (Dignan, 2002).

This research found that ‘community differentials in areas such as health, housing and education tend to be shaped by the interplay between demographic and social need factors, and mediated by the scale of public provision’ (Dignan). The report noted that the labour market continues to be the primary source of disparities between the two communities (e.g, employment and unemployment rates) and it was found that ‘Catholics are at greater risk of living in lower income households and/or being dependant on benefits for their income’. The report, whilst noting that Catholics are at a greater risk of experiencing multiple deprivation, noted that ‘it is also important to reflect that the problems of low income and multiple deprivation are not confined to the Catholic community’ and that ‘available data on adults living in lower income households suggest that there is an approximate balance between the two communities in the numbers living in such households’. Dignan concluded that it was not possible to assess the impact of New TSN on community differentials and that there were wider factors at play in relation to this assessment.

Dignan’s work raises a number of issues concerning the measurement of community as they apply to the development of poverty and social exclusion indicators. Whilst it is not the function of this report to comment on and critique the debate on what lies behind community differentials, a number of points are worth noting.

Evidence reviewed on community differentials, particularly in relation to unemployment, indicate that such differentials are a clear measure of disadvantage between the two communities. As a measure of disadvantage, there is a requirement to monitor the impact of New TSN in order to assess if differential unemployment rates are being eroded.

Measuring the impact on community differentials raises questions in relation to the appropriateness of using a ratio of rates (incidence of unemployment in one community expressed as a ratio of the incidence in the other) or the gap in unemployment rates between both communities. Both ways of monitoring provide extra information on the different employment and unemployment experiences between the two communities within Northern Ireland and whilst they should be routinely monitored, additional research will be required to understand the relationship between differentials and policy interventions used to tackle issues of employability and unemployment. It should also be noted that the recently published Taskforce Report on Employability and Long Term Unemployment identified a series of indicators relating to reducing the employment and unemployment rate gap between groups that included community differentials, gender and disability. Whilst accepting that the debate on poverty is much broader than community differentials, there is a need to ensure that mechanisms are in place to chart changes over time in relation to this dimension of social disadvantage and to ensure that Programme for Government commitments are met.

### **6.3 Examination of NISRA Indicator for Monitoring the Nature and Extent of Poverty**

Whilst we have provided suggestions on how the NISRA indicators could be amended, experience from Scotland and RoI has emphasised the importance of consultation and developing partnerships between government and other interested parties in the production of poverty and social exclusion indicators. The consultation exercise on the development of the Noble indicators of multiple deprivation

represented an important model of good practice and provide possible ready made mechanisms for partnership arrangements for NI specific indicators. The selection and categorisation of indicators varies considerably across the three countries in question and Table 6.2 details the different approaches used (full indicators are set out in Appendices II-IV). For the most part, the indicators can be constructed from NI based datasets, although it should be recognised that key data from FRS is not available until 2004. The information in Table 6.2 provides a possible framework for consultation on the development of NI indicators. This framework should also be set against recent NI based research on defining and measuring poverty in Northern Ireland as detailed above.

Table 6.2

**Options for NI Indicators: Key Themes Used in England, Scotland and ROI**

<b>Republic of Ireland Themes</b>	
Unemployment & Work	Education & Qualifications
Children	Women
Health	Housing
Urban	Rural
Income	Older People
<b>England Themes</b>	
Income	Children
Employment	Crime
Education	Health
Housing	
<b>Scotland Themes</b>	
Every Community Matters	Every Young Person Matters
Every Family Matters	Every Older Person Matters
Every Child Matters	

Source: Deloitte & Touche

In addition to the options identified above, a number of important policy documents have been published setting out a series of performance indicators for employability, literacy and health inequalities (eg, Investing for Health). The recently published Taskforce on Employability and Long Term Unemployment Report usefully provides a working definition of employability and it has set out a series of relevant performance indicators and targets that will provide a barometer for measuring progress on employability. The indicators have been sub-divided between primary, and secondary and they also include a series of sub-regional indicators related to community, gender and disability differentials on employment and unemployment. Any assessment on the development of indicators for NI will need to ensure that due

consideration is given to the indicators and targets for poverty and social exclusion already in use by key NI departments.

### **6.3.1 Key Process Issues for Developing Poverty and Social Exclusion Indicators**

Recognising the importance of partnerships in developing poverty and social exclusion indicators and accepting that there are distinctive issues of substance in relation to Northern Ireland indicators (notably community differentials), we have summarised, using our comparative experience in Scotland, RoI and England, key issues for consideration in relation to the development of poverty and social inclusion indicators. Research from the New Policy Institute (our partners in this evaluation) identified a number of key themes in relation to the development of the Social Justice Milestones in Scotland, notably:

- attention should be given to the processes that cause and reinforce poverty, inequality and exclusion, as well as just the outcomes (in practice, this means a greater focus on work and jobs);
- there was a need to look behind figures for the country as a whole by drawing attention to variations between different areas within Scotland (partly a rural/urban issue);
- there was a need to cover subjects reserved to the UK government as well as those devolved to the Scottish Executive (e.g. income, tax and benefits);
- indicators needed to reflect some popular and community concerns (e.g. what communities want more of – such as space, facilities and other local authority services as well as what they want less of – e.g. crime); and
- there was a need for information on ethnic minorities who otherwise tend to be neglected (data limitations actually prevent this being done via indicators).

### **6.3.2 Use of Targets**

The UK experience is that targets are a useful device for both clarifying government intentions and for focusing the debate. For example, the government's goal of halving child poverty over a ten-year period both illustrates the scale of the Government ambition and its focus (children rather than working-age adults). Clear targets on education and health inequalities mean that these will feed through into the performance management processes of the relevant services. As the Republic of Ireland experience illustrates, having an indicator does not imply having to have an associated target. But the list of indicators can (and should) form the basis for the formulation of any targets.

### **6.3.3 Income, Tax And Benefits**

It is noticeable that the Scottish Social Justice Report does not focus much on matters of income, tax and benefits even though much relevant data exists on these issues. One obvious reason why this might be the case is that such matters remain at UK government level rather than being devolved. From an

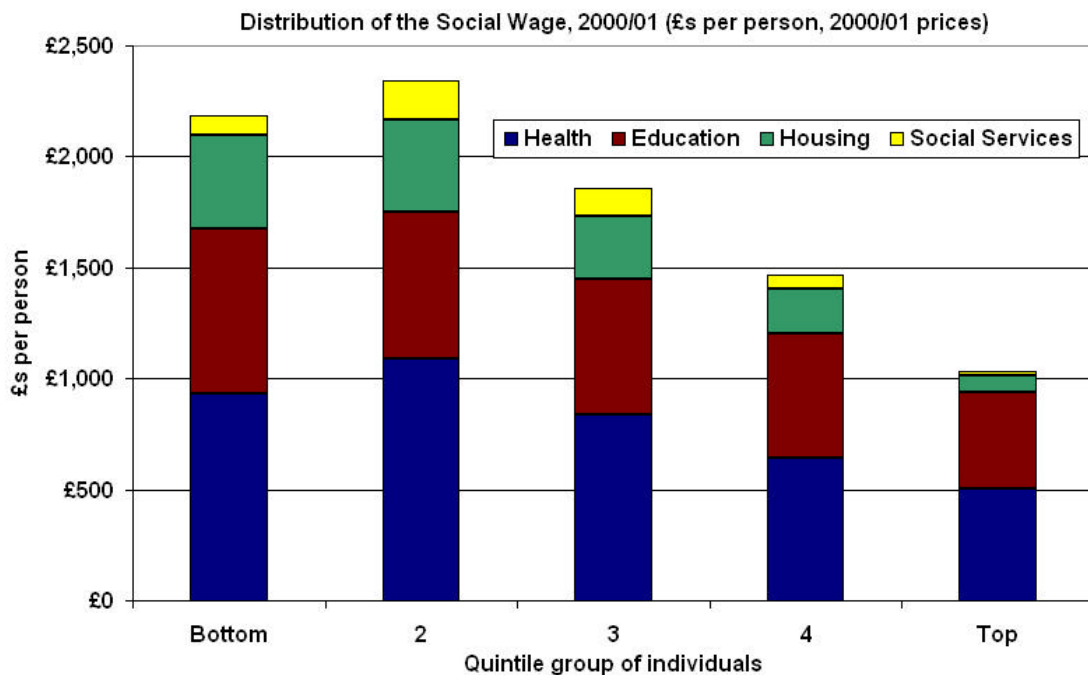
indicator perspective, however, there is no obvious reason why such matters should not feature as prominently in country specific analyses.

## 6.4 Research Options

The range of new data sources now available for New TSN (which also result from the policy itself) present opportunities to streamline and move more towards research based on the analysis of NI based survey sets. In particular, our review on the skewing of resources highlighted a number of methodological issues in relation to actually measuring the impact of skew on individuals, areas or groups. We also stated that assessing the impact of skew in the area of health and education are long term and we concluded that the current methodology to classify the skew of the NI block was problematic in relation to how social need expenditure was classified. It did not answer the critical question of impact to either areas, groups or individuals.

In some respects, the proposed introduction of poverty and social indicators reduces the need to monitor the impact of skew in that ‘success’ will be measured through the achievement of targets and positive trends within indicators. However, it is our view that the skewing of resources and the internal mechanisms and methodologies put in place by department have contributed to the incorporation of social need factors within decision making that would not otherwise have happened. Given the introduction of key poverty monitoring datasets within Northern Ireland (FRS and Household Panel Survey), it would be possible to develop indicators to cover resource allocation, for example monitoring levels of resource to those most in need over time and/or levels of resource to those most in need compared with the rest of the population. The graph below illustrates a possible type of analysis that could be undertaken, using the concept of social wage and FRS data.

Figure 6.1  
**Research Option for Measuring the Skewing of Resources**



Source: CASE

The above analysis requires information about who is receiving which services and information can come from either administrative data (e.g. if the service providers collect information about the income, social class etc of their recipients) or survey data (e.g. for any surveys which collect information about both services received by the respondents and their income, social class etc). The above analysis could be used to validate the impact of skewing across a number of key departments and it would provide a more visible and comprehensible assessment of the benefits of skewing resources.

## 6.5 Use and Application of Gini Co-efficient

There are a number of different statistical approaches that can be used to measure the impact and implementation of the New TSN programme. A paper by the OFMDFM Equality Directorate and Research Branch outlined a number of approaches focusing on the use of the Gini coefficient analysis. The paper was structured into two sections:

- measurement of income inequalities using data for the Family Expenditure Survey; and
- measuring inequalities in the take up of social security benefits using spatial analysis at a ward level.

The results of the analysis illustrate that over a three-year period from 1998/9 to 2000/1 income inequality remained relative static, although, given the short time period is difficult to draw firm conclusions. The method is a well validated approach to measuring income inequalities and the OECD uses a similar approach to compare income inequalities across countries.

The second half of the paper presents spatial inequalities in the receipt of various social security benefits. It illustrates that benefits such as those for the disabled and incapacity benefits are more equitably distributed across Northern Ireland relative to income support benefits which tend to be more concentrated in a small number of wards. This approach provides a general measure that could be used to track the progress of New TSN although there are validity issues around the adoption of this measure at intra-country level.

Overall, the Gini coefficient is a reasonable measure of inequality (especially income) and could be used as an indicator, subject to testing the validity of its application at an intra-country level and testing the reliability and validity of using income as a proxy for hardship deprivation and need. The Civic Forum report on Social Exclusion recommends that the Northern Ireland Executive adapts the Gini co-efficient to measure income inequalities. It should be also noted that other methods, however, for measuring the inequality 'gap' between rich and poor or affluent and deprived areas are available including, for example, using a decile ratio (the gap between the 90% percentile and the 10% percentile of a distribution).

**7. ANALYSIS OF STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS**

The final section of our summary report is based on an assessment of all evidence gathered and we have summarised this through the evidence gathered through a SWOT analysis.

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Table 8.1  
SWOT Analysis of New TSN

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### Strengths

- The underlying philosophy and aims of the policy are regarded as sound.
- There is a good awareness of the New TSN policy throughout government Departments.
- There is evidence of skewing of resources and efforts by Departments
- New TSN provides good framework for policy/project appraisal
- There is evidence that New TSN has been incorporated within the Lifeblood of Departments and is an integral element of business and corporate planning processes.
- There are improved mechanisms for targeting New TSN activity through the wealth of baseline information and indicators that have been gathered by Departments.
- Research that has been carried out through New TSN has informed policy development.

### Weaknesses

- Absence of universally used indicators and high level targets
- No clear definition of social need / disadvantage and a variety of indicators being used by different Department.
- Lack of clarity between social need to be tackled, desired outcome, objectives and targets.
- Difficulty in identifying additionality has limited evidence of achievements
- Variable Departmental commitment to employability and unemployment
- Duplication with current planning mechanisms
- Lack of intra and inter-departmental co-ordination on action planning and policy.
- Does not provide a framework for identifying and meeting sector/area based needs.
- Process focused action plans focused not always relevant to a number of business units and/or Departments

Table 8.1 (continued)  
SWOT Analysis of New TSN

<b>Opportunities</b>	<b>Threats</b>
<ul style="list-style-type: none"> <li>■ Use NISRA indicator data on monitoring poverty and social exclusion to produce relevant NI indicators</li> <li>■ Use indicators and baseline information gathered by Departments to provide a coherent understanding of the areas/ groups that New TSN is targeting.</li> <li>■ Refocus and streamline the policy and action plans following the evaluation to develop smaller numbers of targets that will impact tangibly on disadvantaged groups and areas.</li> <li>■ Draw on best practice from other jurisdictions e.g. ROI anti poverty strategy to further develop policy.</li> <li>■ Further engagement with community and voluntary sector to strengthen the policy.</li> <li>■ Reframe the action plans to ensure that those Departments and business units with the greatest potential for New TSN Impact are included.</li> <li>■ Potential to streamline New TSN actions within Departmental planning processes</li> <li>■ Findings from Employability Taskforce Report and other relevant documents (eg, West Belfast Taskforce)</li> </ul>	<ul style="list-style-type: none"> <li>■ Absence of high level targets means that New TSN achievements may not be recognised.</li> <li>■ Recent political instability may result in a loss of impetus and local accountability</li> <li>■ Perception by the voluntary and community sectors that the policy is ineffective.</li> <li>■ Reduced funding/no additional funding for NTSN activities may undermine New TSN action in Departments.</li> <li>■ Absence of visible New TSN ‘champions’ within Departments may prevent further integration into Departments bloodstream.</li> <li>■ Reform of the New TSN policy might erode the policy strengths while retaining the weaknesses.</li> </ul>

## **APPENDIX I**

### **NISRA INDICATORS**

Group	Indicator	Source	Trend	Variation across groups
<b>Children</b>				
1.1	Incidence of low birth weight babies	DHSS&PS	Stable	Proportion of low birth weight babies higher amongst still births than amongst live births
1.2	The proportion of children living in workless households	DETI: Labour Force Survey	Stable	Higher amongst households whose head of household is Catholic compared to Protestant
1.3	The number of children living in families claiming a key benefit	DSD	Increased from 1998 to 1999 Decreased from 1999 onwards	
1.4	The proportion of school leavers achieving no qualifications	DE	Stable	Higher amongst those entitled to free school meals compared to all Slightly higher amongst Catholic managed schools compared to those under other management types, and amongst males compared to females
1.5	The proportion of children achieving no GCSE's	DE	Quite stable between 1997/98 and 1998/99 with increase in 1999/00 and 2000/01	Higher amongst those entitled to free school meals compared to all, and amongst males compared to females Slightly higher amongst Catholic managed schools compared to those under other management types
1.6	The proportion of children not achieving 5+ GCSE's (A*- G)	DE	Stable	Higher amongst those entitled to free school meals compared to all, and amongst males compared to females
1.7	The proportion of children not achieving 5+ GCSE's (A*- C)	DE	Stable	Higher amongst those entitled to free school meals compared to all, and amongst males compared to females
1.8	The number of births to mothers aged under 16	DHSS&PS	Stable	1 birth to mothers aged 13 per annum; 6-10 births to mothers aged 14; 47-56 births to mothers aged 15
1.9	The proportion of households with at least one child that live in homes that are unfit	NIHE: House Conditions Survey	Decreased	
1.10	The proportion of children that live in homes that are below bedroom standard	NISRA: Continuous Household Survey	Stable	Increases with age of child categorised by five-year age bands

<b>1.11</b>	The number of children aged under 16 in residential care	DHSS&PS			Stable	
<b>Young Adults</b>						
<b>2.1</b>	The proportion of young adults aged between 16 – 24 unemployed	DETI: Survey	Labour	Force	Slight decrease between 1998 and 1999 Stable between 1999 and 2000	
<b>2.2</b>	The proportion of young adults aged between 16 – 24 who do not have a basic education (NVQ level 2 or equivalent)	DETI: Survey	Labour	Force	Decreased, particularly from 1998 to 1999	Higher for males than females in 1998 and 2000 Decreased amongst those with a disability, between 1998 and 1999
<b>Group</b>	<b>Indicator</b>	<b>Source</b>			<b>Trend</b>	<b>Variation across groups</b>
<b>Adults</b>						
<b>3.1</b>	The proportion of working age adults who are in employment	DETI: Survey	Labour	Force	Stable	Higher for: males compared to females; Protestants than Catholics; those aged 25-34 or 35-44 compared to other ten-year working age bands; and married people compared to single people.
<b>3.2</b>	The proportion of working age adults who are unemployed	DETI: Survey	Labour	Force	Stable	Higher for: males compared to females; Catholics than Protestants; those aged 16-24 compared to other ten-year working age bands; and single people compared to married people.
<b>3.3</b>	The proportion of working age adults living in workless households	DETI: Survey	Labour	Force	Is higher in 2000 and 2001 compared with 1998 and 1999	Higher amongst households whose head of household is Catholic compared to Protestant
<b>3.4</b>	The proportion of working age adults with disabilities in employment	DETI: Survey	Labour	Force	Stable between 1998 and 1999	Higher for: males compared to females; Protestants than Catholics; and married people compared to single people in 1999 and 2000.

	disabilities in employment	Survey			Increased from 1999 to 2000	people compared to single people in 1999 and 2000. Decreases with age
3.5	The proportion of working age lone parents in employment	DETI: Survey	Labour	Force	Stable	Decreasing amongst households whose head of household is Catholic Increasing amongst households whose head of household is Protestant
3.6	The proportion of those aged over 50 in employment	DETI: Survey	Labour	Force	Stable	Higher amongst those without a disability compared to those with a disability; males compared to females; married people compared to single people; and Protestants compared to Catholics
3.7	The proportion of working age people without a qualification	DETI: Survey	Labour	Force	Stable	Higher amongst married people compared to single people; Catholics compared to Protestants Increases with age Higher for those with a disability compared to those without, although proportion decreasing amongst those with a disability
3.8	The proportion of working age people who would like paid work but do not have it	DETI: Survey	Labour	Force	Stable	Higher amongst single people compared to married people, although decreasing amongst single people and increasing for married people Higher amongst Catholics than Protestants; and for those with a disability compared to those without Decreases with age
3.9	The proportion of workless households where the head of household is long-term unemployed	DETI: Survey	Labour	Force	Decreased	
<b>Older People</b>						
4.1	The proportion of pensioners with no income other than state retirement pension and state benefits	NISRA: Expenditure Survey		Family	Stable	
4.2	Pensioners' household weekly spend on necessities	NISRA: Expenditure Survey		Family	Decreased	Higher for pensioner households than all households

Group	Indicator	Source	Trend	Variation across groups
4.3	The proportion of households where the head of the household is aged 60 or over that live in homes that are unfit	NIHE: House Conditions Survey	Decreased	
<b>Macro Indicators</b>				
5.1	The sources of household income by quartile of gross weekly household income	NISRA: Family Expenditure Survey	Not applicable	The main source of income in the lowest 2 quartiles are social security benefits, whilst the main source of income in the highest 2 quartiles are wages and self-employment
5.2	The number of working age people in receipt of a key benefit	DSD	Decreased	
5.3	The number of individuals claiming JSA or IS for a period of 2 years or more	DSD	Decreased from 1998 to 2000 Increased in 2001	
5.4	The proportion of households which are workless	DETI: Labour Force Survey	Stable	Little difference between households with Catholic head and those with Protestant head
5.5	The proportion of households that live in homes that are unfit	NIHE: House Conditions Survey	Decreased	
5.6	The proportion of households that live in homes below the bedroom standard	NISRA: Continuous Household Survey	Stable	Differences related to marital status  Higher amongst those with no illness compared to those with long-standing illness; households where the head is Catholic compared to Protestant; and amongst those with dependent children compared to no dependent children  Decreases with age
5.7	The proportion of economically active working age people who are long-term unemployed	DETI: Labour Force Survey	Stable	Higher for males than females;  Higher amongst Catholics than Protestants, although decreasing amongst Catholics  Higher for single people than married people, although declining amongst single

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					people
5.8	Life expectancy at birth	NISRA: GRO		Stable	Higher for females than males
5.9	Self perceived general health status	NISRA: Household Survey	Continuous	Stable	Differences related to marital status Perceived health status declines with age  Poorer perceived health amongst those with a long-standing illness compared to those with no illness; and amongst those without dependent children compared to those with dependent children
5.10	The proportion of workrich households	DETI: Survey	Labour Force	Stable from 1998 to 2000 Increased in 2001	Higher amongst households where the head is Protestant compared to Catholic
5.11	The proportion of lone parent households	DETI: Survey	Labour Force	Lower in 2001	Higher amongst households where the head is Catholic compared to Protestant

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## **APPENIDX II**

### **UK INDICATORS**

## **APPENDIX II – UK GOVERNMENT PUBLIC SERVICE AGREEMENT 2002 (FOR ENGLAND)**

The material below lists those targets from the Public Service Agreement which have something to do with poverty and social exclusion.

### **Income**

- reduce the number of children in low-income households by at least a quarter by 2004, as a contribution towards the broader target of halving child poverty by 2010 and eradicating it by 2020;
- double the proportion of Parents with Care on Income Support and income-based Jobseekers' Allowance who receive maintenance for their children to 60% by March 2006; and
- by 2006, be paying Pension Credit to at least 3 million pensioner households.

### **Children**

- reduce the proportion of children in households with no one in work over the 3 years from Spring 2003 to Spring 2006 by 6%;
- in fully operational programmes, achieve by 2005-06:
  - an increase in the proportion of young children aged 0-5 with normal levels of personal, social and emotional development for their age;
  - a 6 percentage point reduction in the proportion of mothers who continue to smoke during pregnancy;
  - an increase in the proportion of children having normal levels of communication, language and literacy at the end of the Foundation Stage and an increase in the proportion of young children with satisfactory speech and language development at age 2 years; and
  - a 12% reduction in the proportion of young children living in households where no one is working.

### **Education**

- raise standards in English and maths so that:
  - by 2004 85% of 11 year olds achieve level 4 or above and 35% achieve level 5 or above with this level of performance sustained to 2006; and
  - by 2006, the number of schools in which fewer than 65% of pupils achieve level 4 or above is significantly reduced.
- raise standards in English, maths, ICT and science in secondary education so that:
  - by 2004 75% of 14 year olds achieve level 5 or above in English, maths and ICT (70% in science) nationally, and by 2007 85% (80% in science);

- by 2007, the number of schools where fewer than 60% of 14 year olds achieve level 5 or above is significantly reduced; and
- by 2007 90% of pupils reach level 4 in English and maths by age 12.
- by 2004 reduce school truancies by 10% compared to 2002, sustain the new lower level, and improve overall attendance levels thereafter.
- raise standards in schools and colleges so that:
  - between 2002 and 2006 the proportion of those aged 16 who get qualifications equivalent to 5 GCSEs at grades A\* to C rises by 2 percentage points each year on average and in all schools at least 20% of pupils achieve this standard by 2004 rising to 25% by 2006; and
  - the proportion of 19 year olds who achieve this standard rises by 3 percentage points between 2002 and 2004, with a further increase of 3 percentage points by 2006.
- improve the basic skill levels of 1.5 million adults between the launch of Skills for Life in 2001 and 2007, with a milestone of 750,000 by 2004.
- reduce by at least 40% the number of adults in the UK workforce who lack NVQ 2 or equivalent qualifications by 2010. Working towards this, one million adults already in the workforce to achieve level 2 between 2003 and 2006.

## **Health**

- reduce substantially the mortality rates from the major killer diseases by 2010: from heart disease by at least 40 % in people under 75; from cancer by at least 20% in people under 75;
- improve life outcomes of adults and children with mental health problems through year on year improvements in access to crisis and CAMHS services, and reduce the mortality rate from suicide and undetermined injury by at least 20% by 2010;
- improve the quality of life and independence of older people so that they can live at home wherever possible, by increasing by March 2006 the number of those supported intensively to live at home to 30 % of the total being supported by social services at home or in residential care;
- improve life chances for children, including by:
  - improving the level of education, training and employment outcomes for care leavers aged 19, so that levels for this group are at least 75% of those achieved by all young people in the same area, and at least 15% of children in care attain five good GCSEs by 2004;
  - narrowing the gap between the proportions of children in care and their peers who are cautioned or convicted; and
  - reducing the under-18 conception rate by 50% by 2010.

- by 2010 reduce inequalities in health outcomes by 10% as measured by infant mortality and life expectancy at birth;
- increase the participation of problem drug users in drug treatment programmes by 55% by 2004 and by 100% by 2008, and increase year on year the proportion of users successfully sustaining or completing treatment programmes; and
- reduce the harm caused by drugs by: reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people; and · reduce drug related crime, including as measured by the proportion of offenders testing positive at arrest.

### **Employment**

- by 2006, working with all departments, bring about measurable improvements in gender equality across a range of indicators, as part of the Government's objectives on equality and social inclusion;
- reduce the gap in productivity between the least well performing quartile of rural areas and the English median by 2006, and improve the accessibility of services for rural people;
- demonstrate progress by Spring 2006 on increasing the employment rate and reducing the unemployment rate over the economic cycle;
- over the three years to Spring 2006, increase the employment rates of disadvantaged areas and groups, taking account of the economic cycle - lone parents, ethnic minorities, people aged 50 and over, those with the lowest qualifications, and the 30 local authority districts with the poorest initial labour market position, and significantly reduce the difference between their employment rates and the overall rate; and
- in the three years to 2006, increase the employment rate of people with disabilities, taking account of the economic cycle, and significantly reduce the difference between their employment rate and the overall rate. Work to improve the rights of disabled people and to remove barriers to their participation in society.

### **Housing**

- achieve a better balance between housing availability and the demand for housing in all English regions while protecting valuable countryside around our towns, cities and in the greenbelt - and the sustainability of existing towns and cities - through specific measures to be set out in the Service Delivery Agreement;
- by 2010, bring all social housing into decent condition with most of this improvement taking place in deprived areas, and increase the proportion of private housing in decent condition occupied by vulnerable groups; and
- reduce fuel poverty among vulnerable households by improving the energy efficiency of 600,000 homes between 2001 and 2004.

## **Crime etc**

- reduce crime and the fear of crime; improve performance overall, including by reducing the gap between the highest crime Crime and Disorder Reduction Partnership areas and the best comparable areas; and reduce:
  - vehicle crime by 30 % from 1998-99 to 2004;
  - domestic burglary by 25 % from 1998-99 to 2005;
  - robbery in the ten Street Crime Initiative areas by 14% from 1999-2000 to 2005; and maintain that level.
- increase voluntary and community sector activity, including increasing community participation, by 5% by 2006; and
- bring about measurable improvements in race equality and community cohesion across a range of performance indicators, as part of the government's objectives on equality and social inclusion.

**APPENDIX III**

**SCOTTISH SOCIAL JUSTICE MILESTONES**

## **APPENDIX III – SCOTTISH SOCIAL JUSTICE MILESTONES**

### **Every Child Matters**

- reducing the proportion of our children living in workless households;
- reducing the proportion of our children living in low income households;
- increasing the proportions of our children who attain the appropriate levels in reading, writing and maths by the end of Primary 2 and Primary 7;
- all our children will have access to quality care and early learning before entering school;
- improving the well-being of our young children through reductions in the proportion of women smoking during pregnancy, the percentage of low birth-weight babies, dental decay among 5 year olds, and by increasing the proportion of women breastfeeding; and
- reducing the number of households with children, living in temporary accommodation.

### **Every Young Person Matters**

- halving the proportion of 16-19 year olds who are not in education, training or employment;
- all our young people leaving local authority care will have achieved at least English and Maths Standard Grades and have access to appropriate housing options;
- bringing the poorest-performing 20 % of pupils, in terms of Standard Grade achievement, closer to the performance of all pupils;
- reducing by a third the days lost every year through exclusion from school and truancy;
- improving the health of young people through reductions in smoking by 12-15 years old, teenage pregnancies among 13-15 year olds and the rate of suicides among young people; and
- no one has to sleep rough.

### **Every Family Matters**

- reducing the proportion of unemployed working age people;
- reducing the proportion of working age people with low incomes;
- increasing the employment rates of groups, such as lone parents and ethnic minorities, that are relatively disadvantaged in the labour market;
- increasing the proportion of students from under-represented, disadvantaged groups and areas in higher education compared with the overall student population in higher education;

- increasing the proportion of people with learning disabilities able to live at home or in a 'homely' environment; and
- improving the health of families by reducing smoking, alcohol misuse, poor diet and mortality rates from coronary heart disease.

### **Every Older Person Matters**

- reducing the proportion of older people with low incomes;
- increasing the proportion of working age people contributing to a non-state pension;
- increasing the proportion of older people able to live independently by doubling the proportion of older people receiving respite care at home and increasing home care opportunities;
- increasing the number of older people taking physical exercise and reducing the rates of mortality from coronary heart disease and the prevalence of respiratory disease; and
- reducing the fear of crime among older people.

### **Every Community Matters**

- reducing the gap in unemployment rates between the worst areas and the average rate for Scotland;
- reducing the incidence of drugs misuse in general and of injections and sharing of needles in particular;
- reducing crime rates in disadvantaged areas;
- increasing the quality and variety of homes in our most disadvantaged communities;
- increasing the number of people across communities taking part in voluntary activities; and
- accelerating the number of households in disadvantaged areas with access to the Internet.

## **APPENDIX IV**

### **POSSIBLE REPUBLIC OF IRELAND INDICATORS**

## APPENDIX IV – POSSIBLE REPUBLIC OF IRELAND INDICATORS

Subject	Topic area	Possible indicators
Income	Relative low income (moving thresholds)	numbers below thresholds (40%/50%/60%, mean/median); income at the Nth percentile, and the ratio between this and average incomes
	Absolute low income (fixed thresholds)	as for relative income, but using thresholds fixed in time (adjusted for inflation)
	Deprivation	lacking basket of necessities; lacking particular necessities; lacking access to particular essential services
	Combination	the ESRI index (with either a fixed basket of goods and/ or one which is changed over time depending on society norms)
	Intensity	persistently on low income
	Reliance on benefits	numbers of people solely reliant on benefits; levels of basic state benefits
	Financial difficulties	numbers in debt; numbers with self-reported financial difficulties
Unemployment and work	Unemployment	ILO unemployment, numbers who want work; long-term unemployed; benefit levels
	Low pay at work	below minimum wage; below X% of average hourly earnings
	Quality of work	lack of access to training; job insecurity
	Polarisation of work	by geography, family type, housing tenure, qualifications, etc
Education and qualifications	School leavers	lacking basic qualifications, numeracy skills or literacy skills
	Younger children	lacking basic qualifications, numeracy skills or literacy skills
	Adults	lacking basic qualifications, numeracy skills or literacy skills
	Disrupted education	early leavers; excluded from school; truancy; bullying
Health	Overall mortality	concentrations of premature mortality
	Quality of life	long-standing illnesses or disabilities; other measures of morbidity
	Healthy lifestyles	obesity; drug/solvent/alcohol mis-use; smoking (or cancer rates)
	Children's health	low birthweight babies; nutrition; accidental deaths; infant mortality; respiratory illnesses; immunisation take-up rates

	Mental health	depression / anxiety; mental illness; suicides
	Access to healthcare	unclear, but should be outcome-oriented rather than input-oriented
Housing	Quantity	homelessness; temporary accommodation; affordable housing
	Quality	damp; over-crowding
	Fuel poverty	costs of essential utilities
	Risk	re-possession; mortgage arrears
Children	Health	the relevant health indicators, some of which are child-specific
	Education	the relevant health indicators, some of which are child-specific
	Income	the relevant income indicators for households with children
	Work	the relevant work indicators for households with children
	Social stability	in care; in institutions (criminal/non-criminal); convicted of a criminal offence; under-age pregnancies; parents divorce
Women	All	other indicators, split by gender or by group of concern (e.g. lone parents, female-headed households)
Older people	All	other indicators, split by age (e.g. income, health, housing)
	All	other indicators, split by pensioner type (singles/couples, younger/older)
	Isolation	numbers who lack social interactions with others, including relatives; numbers of undiscovered accidents; numbers who lack a telephone
	Anxiety	numbers afraid of going out; numbers who worry about being burgled; numbers who worry about paying bills, e.g. for essential services
	Support	coverage of social care; waiting times for essential operations
Urban	All	relevant indicators, split by type of district electoral division by size of conurbation or by geography
Rural	All	relevant indicators, split by geography (rural/urban, large town/small town/village, remote/accessible rural, etc)
	Access to services	access to banks; access to village shops; time taken to reach essential services (e.g. health services)
	Isolation	lack of car ownership; access to public transport; levels of participation in civic society