

# Local and Community Development Programme Guidelines



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## Foreword

The Local and Community Development Programme (LCDP) has been developed by Government as a key strategic response to reducing the poverty and social exclusion faced by individuals and communities in Ireland. It is one of a range of measures implemented by this Department to target those who are at greatest risk of social exclusion and to meet Ireland's commitment to reduce the number of those experiencing consistent poverty.

The Local Development Social Inclusion Programme and the Community Development Programme bring upwards of twenty years experience of working with those who are at greatest risk of social exclusion. The LCDP builds upon the wealth of knowledge of expertise developed within these predecessor programmes and utilises new evidenced-based approaches in the design and implementation of the new programme.

This document, developed on behalf of my Department by Pobal, provides clear guidance on how the National Programme will be implemented locally. The Guidelines are published following significant consultation with stakeholder groups. The Department would like to thank all those who have contributed feedback and comments on the guidelines and I look forward to LCDP building on work already undertaken by predecessor programmes to improve the life and circumstances of disadvantaged groups and communities in Ireland.



Minister Pat Carey TD.  
Department of Community,  
Equality and Gaeltacht Affairs



# Executive Summary

The Local and Community Development Programme (LCDP) is a key element of the Department of Community, Equality and Gaeltacht Affairs' (the Department) commitment to reducing consistent poverty in Ireland.

The Programme has four goals and aims to:

1. Promote awareness, knowledge and uptake of a wide range of statutory, voluntary and community services;
2. Increase access to formal and informal educational, recreational and cultural development activities and resources;
3. Increase peoples' work readiness and employment prospects; and
4. Promote active engagement with policy, practice and decision making processes on matters affecting local communities.

The Programme is delivered through Local Development Companies (LDCs). LDCs have a track record of up to twenty years of delivering innovative responses to social inclusion issues and with the additional support of Community Development Programme resources, are best placed to respond to the local needs of the community. Each company will, through consultation and planning with the local community, translate the goals above into a series of local objectives and actions. Each year actions such as life-long learning initiatives, employment supports and other community-based initiatives will be delivered, embedded within effective strategies to reduce social exclusion and consistent poverty in the locality. In many cases LDCs will carry out actions themselves, using dedicated LCDP resources. In other cases, LDCs will lead or operate within wider partnerships of local organisations. Pobal will have responsibility for managing implementation and monitoring of the LCDP on behalf of the Department.

This document provides guidance for Local Development Companies and others in implementing the Programme.

- It explains the context of the Programme.
- It lays out the range of methods available to the companies to define their priorities for action.
- It provides advice on implementation strategies to assist companies in meeting their LCDP objectives.
- It explains the national targeting framework which helps them define where within areas should be prioritised and who within their areas should be targeted.
- It gives details on the types of actions which are available as options to companies in delivering their strategies.
- It provides guidance to assist LDCs in monitoring and assessing their own work.
- It (along with its associated planning guideline document) provides guidance to LDCs on how to complete their strategic planning process.

# Introduction to the Local and Community Development Programme



## Policy Background

The Local and Community Development Programme (LCDP) has been developed by the Department of Community, Equality and Gaeltacht Affairs (DCEGA) in response to the issues and priorities highlighted in the National Strategic Framework for Social Inclusion. This framework is made up of the following policy documents<sup>1</sup>:

- The Partnership Agreement 'Towards 2016'
- The National Report on Strategies for Social Protection and Social Inclusion (NSSPI)
- The National Action Plan for Social Inclusion (NAPS Inclusion)
- The National Development Plan 2007–2013 (NDP)

The LCDP is identified as a key Programme within the strategic policy framework which will contribute to the goals for social inclusion—both those identified in Towards 2016 and those identified subsequently. The NDP recognises the economic dimensions (support of employment/ self employment, and training) and social dimensions (community mobilisation or equality initiatives) of the Programme to enable socially excluded groups to fully participate in the development of initiatives that will positively impact on their lives. The objectives of the Programme locally applied, will support the Govern-

ment's commitment to reduce the number of those experiencing consistent poverty.

From a social policy perspective, the most significant feature of the new agreements is the development of the life cycle approach developed by the National Economic and Social Council in its report 'The Developmental Welfare State' and adopted in Towards 2016 where a number of stages of the life cycle are identified (*Children, People of Working Age, Older People and People with Disabilities*). The NAPSInclusion develops a series of high level goals and priority actions based on the life cycle stages. Both the NDP and NAPSInclusion emphasise labour market activation, client-centred 'active case management' and lifelong learning as important areas of activity in addressing social exclusion. Key targets for a number of NAPSInclusion goals that have been set which will influence the theme of LDC operational plans.

Also of note to LDCs is the emergence and continuance of a number of horizontal themes and priorities within the LDC. The LCDP is required through the NDP to report impact on the following themes:

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1 Policy Documents available in the resource pack for LDCs on the Pobal website

### **Gender Equality**

The mainstreaming of gender equality continues to be a priority in the NDP and hence continues its focus as a horizontal issue. The NDP outlines a range of positive actions which invest in preparing women for the labour market and in all levels of decision making in order to promote gender equality in Ireland. The '*National Women's Strategy 2007-16*' obliges LDCs to apply a gender mainstreaming strategy to plans and actions by actively and openly taking into account at the planning stage their possible effects on the respective situations of men and women (see appendix 2).

### **Balanced Regional Development**

The LCDP will continue to support those areas of the country that experience the greatest concentrations of economic and social disadvantage, both urban and rural and Programme impact will in the main be defined in terms of positive impact on the lives of the most disadvantaged communities which is often related to geographic location.

### **Development of the Rural Economy**

The Programme's contribution to the development of the rural economy will primarily reflect the actions carried out by LDCs in rural areas. Whilst development of the economy is not the primary focus of the Programme, the LCDP aims to impact positively on the rural economy, including: enterprise supports, development of social enterprise or other initiatives aimed at regeneration or job creation in remote or marginalised rural areas. A significant number of LDCs deliver the Rural Development Programme alongside LCDP and this will allow for quality joint work to both develop the rural economy and reduce poverty and social exclusion.

### **Environmental Sustainability**

While environmental sustainability is not a focus of the Programme, it is a cross cutting theme. Its relevance to LDCs will strengthen as a focus on SMART economy objectives is prioritised and may be of particular note in the development of labour market and social enterprises, in line with SMART economy objectives.

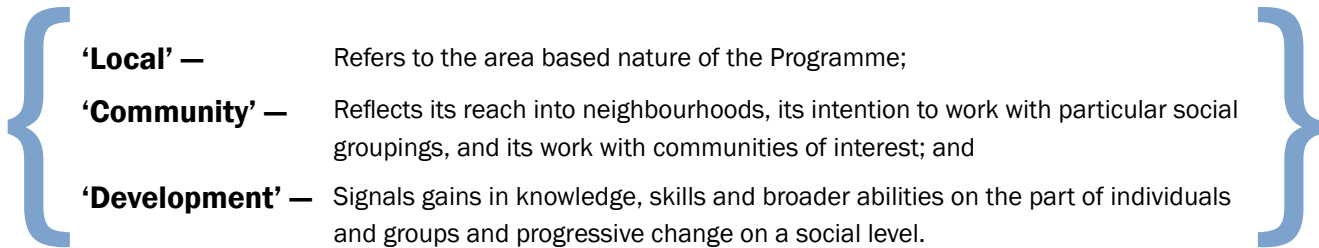
### **All Island Cooperation**

The period of these operating guidelines provides a historic opportunity for cross-border and all-island economic and social cooperation. LDCs, mainly in border counties, have strong links with development bodies in the North and have in the past developed a range of collaborative cross-border actions.



# The Local and Community Development Framework

The Local and Community Development Programme (LCDP) aims to deliver a real and substantial impact on disadvantaged individuals and communities who are living in poverty.

- 
- ‘Local’** — Refers to the area based nature of the Programme;
  - ‘Community’** — Reflects its reach into neighbourhoods, its intention to work with particular social groupings, and its work with communities of interest; and
  - ‘Development’** — Signals gains in knowledge, skills and broader abilities on the part of individuals and groups and progressive change on a social level.

## Programme Aim

To tackle poverty and social exclusion through partnership and constructive engagement between Government and its agencies and people in disadvantaged communities.

## Programme Goals

1. Promote awareness, knowledge and uptake of a wide range of statutory, voluntary and community services;
2. Increase access to formal and informal educational, recreational and cultural development activities and resources;
3. Increase peoples’ work readiness and employment prospects; and
4. Promote active engagement with policy, practice and decision making processes on matters affecting local communities.

## Programme Principles

The distinctive contribution of the LCDP can be expressed in a set of overarching principles:

- Prioritising marginalised people and social groupings within the most disadvantaged communities, targeting those furthest from access to education, training and employment, and those at highest risk of social exclusion;
- Promoting active and constructive engagement between the State and disadvantaged communities about the development and enactment of public policy priorities at local level; and
- Fostering integrated and coordinated work in disadvantaged communities by bringing together people, groups, agencies, voluntary and statutory bodies to make a positive difference to endemic or temporary social problems and issues.

Programme principles inform the eligibility requirements of local plans, strategies and actions that LDCs will deliver.

## Programme Logic Model

The key elements of the LCDP can be expressed as a 'Logic Model'. A logic model graphically represents the relationship between these elements in terms of how the Programme will work, what the anticipated outcomes will be and what inputs, processes and activities need to be undertaken to ensure the desired outcomes are achieved. You will note that each Programme goal has a number of objectives and outcomes. LDCs will apply the framework and identify a small number of local objectives and associated actions. The achievement of local objectives, set over the course of the Programme, will contribute to the achievement of national Programme objectives.

## Programme Delivery

LDCs<sup>2</sup> have been chosen by the Department as the main LCDP delivery agents. Representatives from a range of voluntary, statutory and community sectors, and social partners constitute the Board of Directors who work collaboratively to affect change locally. This integrated delivery of social inclusion responses will allow the LCDP harness local skills and resources to empower individuals and groups to support progressive change.

## LCDP Definitions

A number of key definitions are required in order to interpret the Programme appropriately. As already broadly outlined, local development refers to a change in local circumstances. The Programme relies on the interpretation of four further concepts, the definition of Social Exclusion, Poverty, Community Development and Partnership approaches.

## Defining Tackling Poverty

The concept of poverty means essentially that individuals or communities are *deprived* of resources both material and non-material. These resources can be for example income, housing, education or personal within the family or community. The definition of poverty adopted by Government in 1997 is:

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

This definition continues to be valid and underpins the Government's strategic response to tackling poverty and social exclusion as set out in the National Action Plan for Social Inclusion 2007–2016 (NAPInclusion). For further information on poverty, please refer to Poverty Impact Assessment requirements (see appendices).

Although definitions of poverty and social exclusion are often used interchangeably, they do have different meanings.

- Poverty is *deprivation* due to a lack of resources, both material and non-material, e.g. income, housing, health, education, knowledge and culture. It requires a threshold to measure it;
- Social exclusion is being *unable to participate* in society because of a lack of resources that are normally available to the general population (see below).

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<sup>2</sup> The Local and Community Development Programme sees the integration of the former Local Development Social Inclusion Programme and the Community Development Programme both funded by the Department of Community, Equality and Gaeltacht Affairs. An integration process is underway and due to be completed by end 2010.

### Defining Tackling Social Exclusion

Social exclusion has a broader meaning than poverty. Social exclusion is a process whereby certain groups are *excluded from participating* fully in society by virtue of their poverty (see opposite), education status or other life skills. The process of social exclusion has been defined as:

*Cumulative marginalization from production (employment), from consumption (income poverty), from social networks (community, family and neighbours), from decision-making and adequate quality of life*<sup>3</sup>

Social exclusion is a reality for many individuals and communities in Ireland today. An individual may be socially excluded without living in poverty, for example Lesbian, Gay, Bisexual, Transgender (LGBT) young people living in rural areas may experience social exclusion in terms of victimization and harassment at school, or social isolation from their family. The effects of these experiences may contribute to high incidence of drug use or mental health issues. And therefore these individuals may be socially excluded without necessarily being at risk of poverty.

### Defining Community Development

Community Development has long been accepted as an approach which is about enabling socially excluded people to work together in shaping a more just and equal society. It involves tackling inequalities by forming groups (collectivising individual needs), developing knowledge and awareness and working towards the achievement of agreed goals (strategic action). It is therefore a key strategic approach evident both in the goals of the Programme and eligible actions defined later in this document. The DCEGA defined Community Development as being:

*“about promoting positive social change in society in favour of those who benefit least from national and global social and economic developments... (it*

*seeks to challenge the causes of poverty and disadvantage and to offer new opportunities for those lacking choice, power and resources”*<sup>4</sup>

Pobal has defined community development as:

*“..a developmental activity composed of both a task and a process. The task is the achievement of social change linked to equality and social justice, and the process is the application of the principles of participation, empowerment and collective decision making in a structured and coordinated way”*.<sup>5</sup>

### Stages of Community Development

In order to provide LDC and community groups with a basis for engagement the Community Development Stages Matrix was devised<sup>6</sup>. This provides a benchmark for assessment of the current development status of the general community sector and/or subsets of communities of interest—e.g. Travellers, lone parents, disadvantaged women etc. The Matrix relates these levels to the development task facing community workers—the first stage necessitating pre-development work, the second indicating the need for enhanced capacity and the third pointing towards agenda-setting strategic work.

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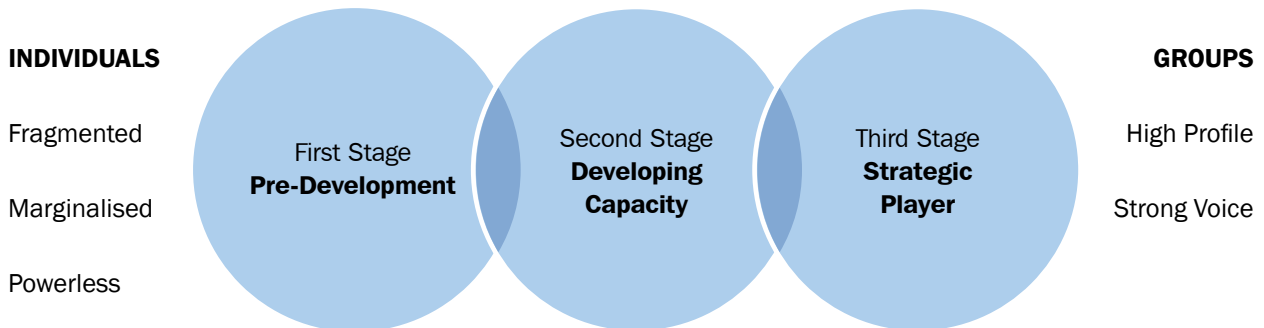
3 Partnership 2000

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4 Department of Community, Rural and Gaeltacht Affairs (2007). National Development Plan 2007–2013, Consultation Process for the New Programme Period – Background Paper. Community Development Unit, Dublin.

5&6 ADM (1999). Community Development Strategies and Actions within the Integrated Local Development Programme, Insights No. 11. Pobal, Dublin

**Figure 1. Stages of Community Development**



**Figure 2. Community Development Matrix**

Stage*	Description of Stage	Context	Action or Focus
3	National Policy Level	<ul style="list-style-type: none"> <li>Highly developed sector</li> <li>Coherent local social partnership structures</li> <li>Networked nationally</li> </ul>	Feeding into national, European and global policy agendas. Influencing local, regional and national development, strategies and initiatives.
2	Developing Capacity and Coherence	<ul style="list-style-type: none"> <li>Strong community organisations involving target groups</li> <li>Some fully funded community development projects</li> <li>A number of integrated initiatives</li> <li>Substantial coherence across the local community sector</li> </ul>	Building strong organisational capacity: networks, participatory structures, joint working, developing area-wide programme proposals etc.
1	Pre-development  Building Community action	<ul style="list-style-type: none"> <li>No strong community development structures</li> <li>Community groups in existence but no/low levels of target group involvement</li> <li>Little primary activity</li> <li>Voluntary focus is on service provision</li> </ul>	Building capacity on the ground by targeting key individuals and forming groups.

\*These stages can overlap

The stages will be used to define the progress of community groups in Pobal's action indicators.

## Defining Partnership

The aim of the LCDP is to utilise partnership approaches to tackle poverty and social exclusion. The importance of partnership working is reflected in the chosen mechanism of delivery through the LDC governance structure and in the chosen approach to work. The following models have been defined as approaches to partnership by LDCs.

### Delivery/ Service Provider

This refers to where an LDC takes on the actual delivery of a programme/ service. A gap in programme/ service delivery is identified by the LDC and a response is piloted with a view to having the action mainstreamed at a later date if it is viewed as successful. This approach generally occurs where there is a lack of developmental activity. This approach requires careful monitoring so that the LDC is not left with sole responsibility for actions on an ongoing basis.

### Agency

This approach refers to situations where an LDC identifies the need to enhance existing local services. The LDC in negotiation with an existing local service provider, agrees to contract further services to be provided by them. This model usually coincides with the existence of a good delivery structure locally and results in value being added to existing services, while acknowledging the expertise of other organisations. In this model, the catalytic role is shared, with the LDC maintaining a strategic monitoring role, while the contracted agencies address the development issues/ needs directly.

### Broker

This approach refers to situations where the LDC, in conjunction with local communities, identifies needs and lobbies existing state agencies for changes and more focused delivery. This approach can often result in the LDC bringing together agencies and communities in order to agree new services or development. This model operates in collaboration with communities and implies strong

community organisation and participation. In social inclusion terms, this approach is usually indicative of partnership operating at a level of optimum impact.

Because partnership is a crucial determinant of effectiveness in community development, LDCs will be required to identify the partnership role that they are taking in each action identified. These roles are outlined as:

- a) Working in the role of initiating a response to social exclusion. In this role, LDCs are actively engaged in **initiating** a response to local need but responsibility for implementation of the agreed response rests with another stakeholder.
- b) Working in the role of **lead** agency in both a strategic and operational capacity. In this role, LDCs have overall responsibility for the delivery of the response to local need and its evaluation.
- c) Working in the role of **participant**. In this role, LDCs are active contributors to partnership processes initiated and led by other stakeholders.

LDCs will identify their role in any actions using the definitions above. LDCs should use the strategic planning process to reflect and evaluate carefully their present work, commitments and engagements at a local and regional level to ensure that involvement in partnership actions continues to meet local objectives and are providing quality outcomes for communities.





**Figure 3. Local and Community Development Programme National Framework**

AIM: To tackle poverty and social exclusion through partnership and constructive engagement between Government and its agencies and people in disadvantaged communities.

Goal	Objectives	Outcomes	Example indicators:	Q = Quantitative q = qualitative	Example activities
1. Promote awareness, knowledge and uptake of a wide range of statutory, voluntary and community services.	1. Raise awareness and knowledge of services in the local community.	1. Increased awareness, knowledge and willingness to use local services.	1. Increase in awareness of services in a local area. Q		Joint strategy to tackle identified local issue, e.g. joyriding
	2. Develop and sustain strategies and mechanisms for improved access to local services.	2. Increased uptake of a wide range of services within local communities.	2. Increase in understanding of what local services do, or provide. Q and q		Older peoples' health initiative
	3. Develop and sustain strategies and mechanisms for better coordination of local services.	3. Increased and improved joint planning and delivery between local service providers.	3. Improvement in quality of joint planning. Q		One stop information shops
2. Increase access to formal and informal educational, recreational and cultural activities and resources.	1. Work with providers and stakeholders to raise awareness of a wide range of opportunities for educational, recreational and cultural development.	1. Increased accessibility of educational, recreational and cultural activities.	1. Increase in number of accessible educational, recreational and cultural activities available to local people. Q		Breakfast clubs and after school projects
	2. Work with providers and stakeholders to improve access to a wide range of opportunities for educational, recreational and cultural development.	2. Increased uptake of a wide range of educational, recreational and cultural opportunities.	2. Increase in number of residents participating in local educational, recreational and cultural activities. Q and q		Intercultural groups
	3. Increase people's work readiness and employment prospects.	3. Develop and sustain strategies to increase local self-employment prospects.	3. Increase in number of new participants in local educational, recreational and cultural activities. Q and q		Community arts and recreational activities
3. Increase people's work readiness and employment prospects.	1. Develop and sustain a range of services to support, prepare and assist people to enter the labour market.	1. People are better prepared for the labour market.	1. Increase in number of local residents attending and participating in local activities designed to improve preparation for work. Q and q		Education Fairs
	2. Develop and sustain strategies with local enterprises to increase local employment prospects.	2. Local strategy in place to develop local employment and self-employment prospects.	2. Increase in number of new participants in activities designed to improve preparation for work. Q		One-to-one support
	3. Develop and sustain strategies to increase local self-employment prospects.	3. Develop and sustain strategies to increase local self-employment prospects.	3. Improved employer perceptions of the employability of local people. Q		Job clubs and enterprise centres
4. Promote active engagement with policy, practice and decision making processes on matters affecting local communities.	1. Promote dialogue between funders, providers and local communities	1. Effective structures and processes in place for dialogue between policy makers, providers and local communities.	1. Increase in numbers of local residents feeling prepared for work. Q and q		Work experience and placements
	2. Develop and sustain opportunities for communities of place and interest to identify issues and voice concerns.	2. Greater engagement in policy and decision making processes by the community	2. Increase in strategies and initiatives by local employers to enhance employment prospects. Q		Up-skilling, training, mentoring
	3. Develop and sustain strategies to increase local self-employment prospects.	3. Improved understanding of local community concerns and priorities by policy makers and service providers.	3. Increase in perceptions of local groups and residents of greater engagement. Q		Local jobs fair
4. Promote active engagement with policy, practice and decision making processes on matters affecting local communities.	1. Promote dialogue between funders, providers and local communities	1. Effective structures and processes in place for dialogue between policy makers, providers and local communities.	1. Increase in mechanisms promoting information sharing and dialogue effectively. Q		Support for community forums
	2. Develop and sustain opportunities for communities of place and interest to identify issues and voice concerns.	2. Greater engagement in policy and decision making processes by the community	2. Increase in number and diversity of local people participating effectively in local committees and other decision-making forums. Q		Establishing new groups around issues
	3. Develop and sustain strategies to increase local self-employment prospects.	3. Improved understanding of local community concerns and priorities by policy makers and service providers.	3. Increase in perceptions of local groups and residents of greater engagement. Q		Community leadership programme
4. Promote active engagement with policy, practice and decision making processes on matters affecting local communities.	1. Promote dialogue between funders, providers and local communities	1. Effective structures and processes in place for dialogue between policy makers, providers and local communities.	1. Increase in number and range of local service providers participating in local community fora. Q		Youth participation project
	2. Develop and sustain opportunities for communities of place and interest to identify issues and voice concerns.	2. Greater engagement in policy and decision making processes by the community	2. Increase in understanding of local issues by policy makers and service providers. Q		Debates, visiting speakers
	3. Develop and sustain strategies to increase local self-employment prospects.	3. Improved understanding of local community concerns and priorities by policy makers and service providers.	3. Increase in local peoples' understanding of policy, practice and decision-making processes. Q		Political literacy programmes
4. Promote active engagement with policy, practice and decision making processes on matters affecting local communities.	1. Promote dialogue between funders, providers and local communities	1. Effective structures and processes in place for dialogue between policy makers, providers and local communities.	1. Increase in perceptions of local groups and residents of greater engagement. Q		Volunteer training
	2. Develop and sustain opportunities for communities of place and interest to identify issues and voice concerns.	2. Greater engagement in policy and decision making processes by the community	2. Increase in number and range of local service providers participating in local community fora. Q		
	3. Develop and sustain strategies to increase local self-employment prospects.	3. Improved understanding of local community concerns and priorities by policy makers and service providers.	3. Increase in local peoples' understanding of policy, practice and decision-making processes. Q		

# LCDP Beneficiaries

LCDP resources will be targeted to those who are at **greatest risk of social exclusion**. In order to facilitate appropriate Programme targeting, the following beneficiary groups for LCDP have been identified:

**Figure 4. Table of LCDP Beneficiaries**

LCDP Beneficiaries	
<ul style="list-style-type: none"><li>• Individuals who are unemployed</li><li>• The underemployed (seasonal workers/ low income farm families etc)</li><li>• Low income families</li><li>• Disadvantaged Women</li><li>• Disadvantaged Men</li><li>• Lone parents</li><li>• People with disabilities<sup>7</sup></li><li>• Travellers</li><li>• Disadvantaged young people</li></ul>	<ul style="list-style-type: none"><li>• Early school leavers</li><li>• Homeless people</li><li>• Drug/ alcohol misusers</li><li>• Offenders/ ex-offenders</li><li>• Older people</li><li>• Family carers</li><li>• Lesbian, Gay, Bisexual and Transgender People</li><li>• Non-Irish Nationals</li><li>• Refugees/ Asylum seekers</li></ul>

Whilst the Programme names beneficiary groups, the cumulative nature of disadvantage must also be recognised here. LDCs in deciding their priorities should be especially conscious of the multiple identities factor in selecting particular beneficiary group themes—for instance addressing the needs of Travellers without recognising the gender dimension will, in all probability, not meet the needs of Traveller Women.

## The Role of City & County Childcare Committees (CCCs) in Local Early Childhood Care and Education Service Planning & Coordination.

The Office for the Minister for Children & Youth Affairs has a full national network of CCCs who are charged with coordinating the development and delivery of quality early childhood care and education services in each county. The CCCs are positioned to promote local coherence to national early childhood care and education objectives. LDCs should consult with their local CCC regarding their early childhood care and education related actions and work to ensure an engaged ongoing partnership with the CCC.

<sup>7</sup> Definition as per the Disability Act 2005 “Disability in relation to a person means a substantial restriction in the capacity of the person to carry on a profession, business, or occupation in the State or to participate in social or cultural life in the State by reason of an enduring physical, sensory, mental health or intellectual impairment”

## Rural Development Programme

The Rural Development Programme 2007–2013 (RDP) is structured around three core Axes which aim to (a) improve the competitiveness of agriculture, (b) improve the environment and (c) improve the quality of life in rural areas. Activities delivered are varied and include diversification into non-agricultural activities, support for business creation, encouragement of tourism activities, basic services for the economy and rural population, village renewal and development, conservation and upgrading of rural heritage and training and information. There are potential synergies within RDP and LCDP which must be encouraged in order to boost the activity of the rural economy and thus promote poverty reduction and social inclusion.

# Spatial Disadvantage

Patterns of disadvantage are not only present within groups, but are also clearly present on a spatial basis. Deprivation and social exclusion are more visible in identified rural and urban areas throughout the country.

## Urban Disadvantage

Urban disadvantage in Ireland is primarily associated with local authority housing estates, including decaying inner city housing and flat complexes and housing estates within or on the periphery of towns and cities. Whilst the scale of the problem and its visibility may differ according to the given area, levels of disadvantage are often very similar. Urban disadvantage is often characterised by:

- Multiplicity of disadvantage where educational underachievement, long-term unemployment, welfare dependency, inadequate services and infrastructure are all prevalent;
- A concentration of disadvantage in relatively compact areas as a result of the correlation between tenant-occupied public housing and disadvantage/ low income; and
- Particular target groups experiencing disadvantage in different ways i.e. women, older people and ethnic minorities.

This cumulative disadvantage is further exacerbated by the inter-generational nature of urban disadvantage which intensifies the experience of social exclusion.

To address the issue of urban disadvantage, the RAPID Programme (Revitalising Areas through Planning Investment and Development) was established in 2002. This provides for the targeting of supports and resources to 51 designated urban areas focused on seven strategic themes (Family Support,



Community Safety and Anti Social Behaviour, Health, Physical Environment, Youth Support, Education & Employment and Training). Where there is a RAPID area within an LDC catchment area, LDCs will evidence the targeting of resources and supports to RAPID.

## Rural Disadvantage

The incidence of unemployment is regionally uneven, lack of public transport in rural areas, multiple disadvantage (older age profile, isolation amongst women, lack of lone parent supports etc), remoteness from services and employment opportunities are key factors that are often identified with rural exclusion and disadvantage. The CLÁR programme (Ceantair Laga Ard-Riachtainais) launched in 2001 by the Government was introduced to address the incidence of rural depopulation and CLÁR status can sometimes be a marker for rural disadvantage. Again, LDCs will evidence the targeting of resources to areas of rural disadvantage, particularly areas with CLÁR status.



# Translating Programme Goals into Action

This section deals **with moving from theory to practice**. It should be read in conjunction with the LCDP programme planning guidelines<sup>8</sup>. It outlines eligibility requirements of the Programme and looks in more detail about work under each of the four Programme goals. It is worth restating here the requirement for LDCs to apply the national Programme framework and to translate it into a limited number of local objectives. Strategies and actions to meet the objective will be developed by LDCs. Pobal will monitor Programme actions, LDCs will self evaluate Programme actions as well as progress towards achieving the objective identified. Pobal will, at the end of the Programme, work with the LDC to consider the extent to which objectives have been met.

At this point it is important to define what Pobal means by an 'action'. Actions are sometimes referred to as 'activities' in logic model definitions.

## Figure 5. Definition of an action

An action is any individual company, task or project that contributes to a Programme goal. An action can encompass a number of specific interventions and while an action can somewhat achieve a number of goals (in some cases all) it is necessary to relate an action to one primary goal.

An action is distinct from a strategy. A strategy is a broad definition of 'how do we get from here to there?' It is a statement in broad terms of what an LDC intends to do, so for example raise awareness, or provision of support to provide pathways

<sup>8</sup> LCDP Programme Planning and Assessment Process Guidelines have been developed as a separate guidance note and are available on the Pobal website

into work. An action will be a clearly defined project. LCDP funding will be allocated either to specific actions that are exclusively funded by LCDP or to elements of bigger projects where the LCDP element is separately identifiable and clearly defined. In the latter case the LDC must be able to show that LCDP funding makes a meaningful impact on the overall project.

Actions will be informed by:

- Focus on named target groups (groups of individuals, communities);
- Focus on geographic areas that are identified as the most disadvantaged (RAPID, CLÁR); and/or
- Focus on issues that have been identified as affecting those at greatest risk of social exclusion.

They will demonstrate clearly:

- Identified need based on a needs analysis of named target groups and/or disadvantaged areas;
- A targeted approach to named target groups and/or disadvantaged areas;
- Outputs and outcomes that are verifiable, measurable and/or quantifiable;
- Outputs that are clearly designed to achieve objectives;
- Accessibility and reasonable accommodation to maximise participation for people with disabilities;
- Measurable impact on named target groups and/or disadvantaged areas;
- Added value to the implementation of the LCDP;
- Value for money;
- Provision of complementary funding (public, private); and
- That the action is sustainable.

### Setting of Quarterly Milestones

Local Development Companies will be required to set quarterly milestones for the year or duration of each action. LDCs will indicate whether the milestone set has been achieved, achieved partially or not achieved when completing their quarterly returns to Pobal. The milestone set must be realistic, measurable and reflect the level of work and effort put into realising the action and the achievement of its targets over its duration.

### Actions Implemented by Third Party Organisations

Where actions are being implemented on behalf of the company by a third party organisation, there should be demonstrable evidence of need, cost effectiveness and sustainability of this approach, particularly where these actions are funding administration/running or staffing costs. The LDC will remain the contracted body with Pobal and report on progress of this action and therefore, appropriate monitoring arrangements/ audit compliance arrangements will need to be in place. The LDC will also be required to provide a contract for services/ memorandum of understanding with the third party organisation agreeing terms of arrangement. LDCs are required to consult with Regional Case Officers to check eligibility of such actions.

### Actions relating to networks/ collaborations

In order to be considered eligible actions which relate to involvement in networks/ collaborations must:

- Clearly relate to the strategic plan developed; and
- Have clearly defined objectives and outcomes.

LDCs will report on the type of network/ collaboration that they are involved in as per the definition identified in 'Defining Partnership' section of this document.

### Joint Delivery of Actions/Collaborative Actions

Where an action is partly funded by the LCDP but is implemented and delivered by another organisation (e.g. FÁS or VEC) agreement should be made between the organisations involved that the delivery organisation will hold information on the individual beneficiaries—e.g. beneficiary group, gender, etc. This information should be available for examination/audit by the LDC/Pobal if required. The LDC will record a percentage (based on their contribution) of the total number of beneficiaries (male/female—no individual details are required) in their outputs under the appropriate indicator headings e.g. 'Numbers participating in certified education funded by LCDP'. The delivery organisation should reduce their figures accordingly so that there is no duplication of outputs.

Where an action is implemented/delivered and funded/partly funded by the LCDP, the LDC should only record a percentage of outputs based on their contribution to the delivery of the action. However, in cases where the individuals have received initial one-to-one supports (i.e. they are already a client of the LCDP) then their progression outcomes can be counted as outputs of the LCDP. Pobal will identify these jointly funded actions through the collaborating organisations associated with an action.

LDCs should ensure that actions delivered in collaboration with other agencies/organisations are targeting the most disadvantaged people and areas. It is also important that the risk of double counting the same outputs by different agencies/organisations is minimised.

## Ineligible Actions

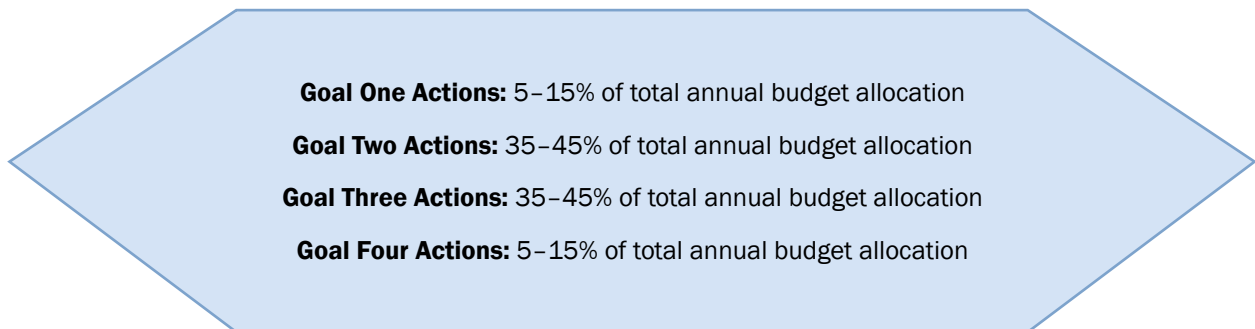
1. Consultancy costs, external publication costs or costs for transnational travel (unless pre approved by Pobal) have been defined as ineligible by the DCEGA.
2. In addition to the above restriction, Pobal may deem actions ineligible if:
  - They do not fulfil the characteristics of actions detailed above; or
  - They do not meet with the defined criteria set out under each of the goals in the eligible actions section, unless prior approval is sought and received from Pobal.

Please refer to financial guidelines for other materials relevant to this issue.

# Funding Allocations

In developing actions to meet LDC objectives, the Department have developed the allocation model below. This provides for an outline allocation as a percentage of funding under each goal with some flexibility as to how this is translated locally.

**Figure 6. Programme funding allocations**



# Guidance on the application of the four National Programme Goals



## Goal One

Promote awareness, knowledge and uptake of a wide range of statutory, community and voluntary services.

Goal One actions will focus on the provision of accessible and appropriate services to individuals who experience social exclusion.

### Goal Objectives:

1. Raise awareness and knowledge of services in the local community
2. Develop and sustain strategies and mechanisms for improved access to local services
3. Develop and sustain strategies and mechanisms to better coordinate local services.

### Equality Principles of Goal One

1. Recognition of the need to provide awareness of and access to services provided by the statutory, voluntary and community sector. It allows for the provision of appropriate services where none exist.
2. Recognition that for many, the awareness of and access to services will not come about without individuals and social groupings having the ability and resources to exercise their right of access. The LCDP will support disadvantaged individuals and communities to participate in and benefit from appropriate services provided.

3. It recognises that services provided may not be adequate to meet the needs of target groups. Therefore, the Programme aims, through partnership and constructive engagement both locally and nationally to improve the quality of services provided so that people from disadvantaged communities can achieve the same outcomes as those who currently benefit the most from such services.

### Implementation Strategies that may be useful in the local application of Goal One

**Information, advice and guidance** services to disadvantaged individuals and/or groups to support access to, and participation in statutory, voluntary and community services;

**Support** to disadvantaged individuals and groups to fully avail of and participate in service provision;

**Support** accessibility and/or reasonable accommodation initiatives to maximize the participation of beneficiary groups;

**Development and maintenance of service networks/ collaborations** aimed at improving the quality of service provision;

**Compilation of data** to identify the needs and situation of particular target groups in relation to service provision;

**Access initiatives** to promote awareness of health/ social/cultural issues and services, for example mental health awareness, drugs awareness etc.; and

**Small scale environmental and community infrastructure projects** to facilitate access to services (this should be in the minority of cases where a community entity cannot be identified and supported to take on the management of projects themselves).

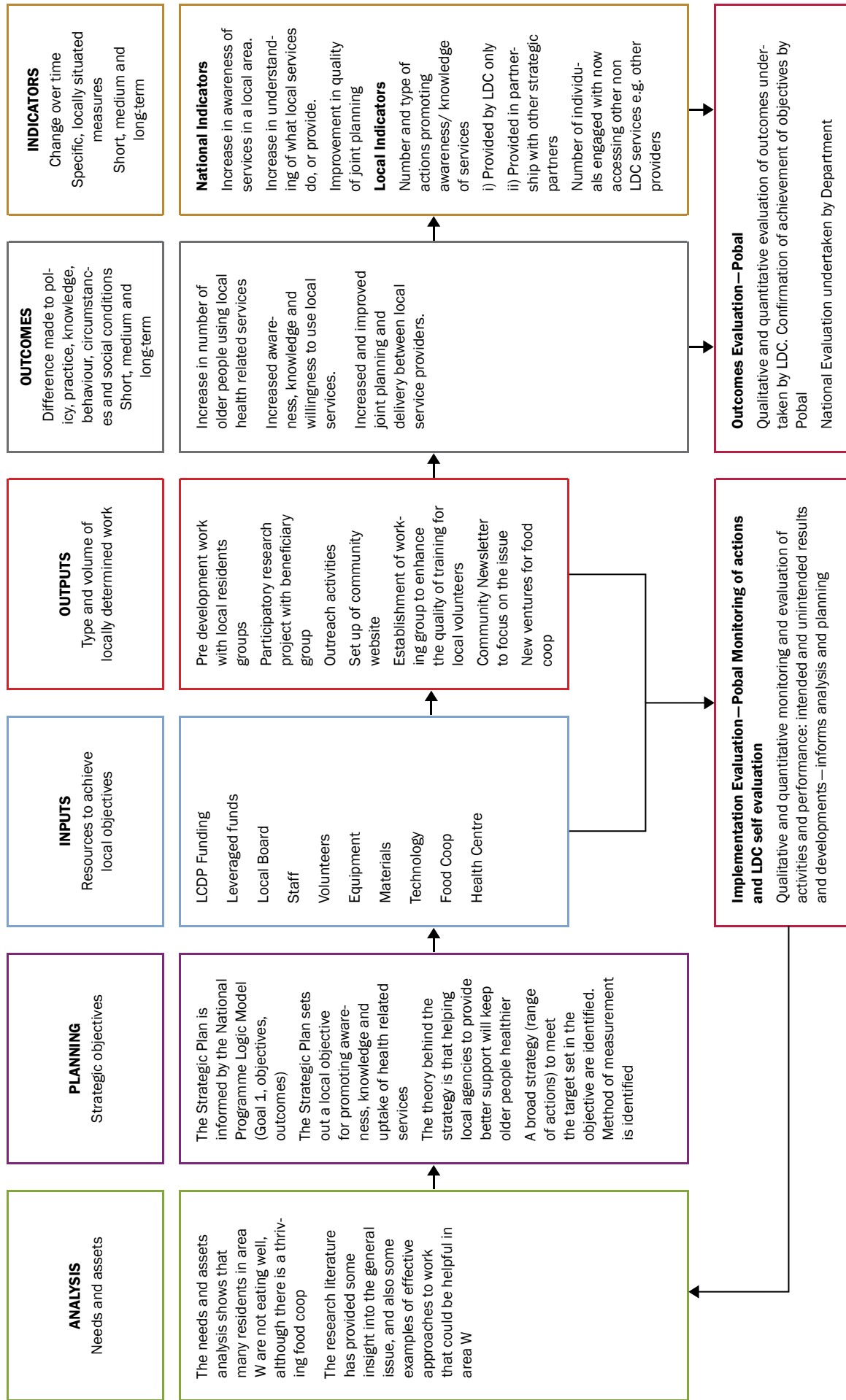
### **Goal One Eligible Actions**

Eligible actions identified for goal one may include:

- Information Seminars
- Involvement in interagency initiative to improve service for a beneficiary group
- Community Websites
- Translation Services
- Access and/ or reasonable accommodation to maximize the participation of beneficiary groups
- Childcare to support access to services
- Support for small scale infrastructure projects
- Newsletters, in-house publications or other locally distributed information
- Running of resource centre
- Awareness raising events
- Involvement in networks/ collaborations with clearly defined outcomes
- Outreach events
- Developmental support to improve access to a service by a beneficiary group

**Figure 7. Example area logic model for Goal 1**

To increase the use of health and healthy eating related services for older people from estate w by 25% by the end of 2013



## Goal Two

### Increase access to formal and informal educational, recreational and cultural activities and resources.

Links between low educational achievement, unemployment, crime, and social deprivation continue to be identified. Following the economic downturn, the importance of access to, participation in and benefits from lifelong learning opportunities cannot be overstated. The Government's strategic framework for promoting social inclusion, action plans for educational inclusion and access to higher education and priorities for lifelong learning all identify a series of high level goals and measures aimed at prioritizing the educational, recreational and cultural needs of disadvantaged individuals throughout the life cycle that experience social exclusion and disadvantage.

This Goal aims to enhance collaboration, partnership and cooperation in the provision of lifelong learning opportunities, recreational and cultural actions to combat and address educational inequality.

LDCs will develop and support innovative actions that meet needs identified in the National Skills Strategy, Government Smart Economy objectives, Irish Lifelong Learning Priorities, Compliment DEIS (Delivering Equality of Opportunity in Schools) activities, add value to the National Plan for Equity of Access to Higher Education and build on early years care and education National Policy frameworks.

*It is important that LDCs note that every effort must be made to ensure that training provided under this goal is accredited under the National Framework of Qualifications.*

### Goal Two Objectives

1. Work with providers to improve access to a wide range of opportunities.
2. Increase awareness and support access to opportunities for educational, recreational and cultural development.

### Equality Principles of Goal Two

Educational inequality continues to be identified with lack of educational achievement, low self esteem and, most importantly, social exclusion. For the purposes of these guidelines educational equality is defined as:

*'a situation whereby low income, poorer and socially excluded groups and communities participate in, achieve in and benefit from education to equivalent levels as higher income and less marginalised groups and communities across all levels and sectors of education'<sup>9</sup>*

Work under Goal Two will promote equality of opportunity, treatment and outcome for beneficiary groups. It will do this through a focus on six related themes below:

1. **Access** to educational, recreational and cultural activities to support educational achievement, increase self esteem and enhance life chances;
2. **Effective participation** in formal, non formal and informal educational, recreational and cultural activities as above;
3. **Transition** within structures at key points such as pre-school entry, pre-school to primary school, primary to second level, second level to third level and from educational training to work;
4. **Retention and equal benefit** from educational, recreational and cultural activities;

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9 Equality in Education An examination of Community Based Youth Initiatives under the Local Development Social Inclusion Programme 2003



5. **Progression and achievement** through educational, recreational and cultural activities and resources to maximise potential of the individual, families, communities and services; and
6. **Effective systematic change** in mainstream service provision across transition points and between educational, learning and cultural settings.

### Implementation Strategies that may be useful in the local application of Goal Two

- **Support** to children/families and communities through the provision of actions to support education provision to increase educational attainment and to address early school leaving;
- **Participation** in and access to activities and resources through the accommodation of difference. Promoting educational, recreational and cultural activities and resources that are responsive to the varied needs and capacities of diverse populations;
- **Innovative responses** to influence change in educational recreational and cultural provision and systems to respond to and meet the needs of target groups;
- **Learning and Development** through the maintenance of networks and collaborations aimed at improving the quality of educational, recreational and cultural activities.

### Goal Two Eligible Actions

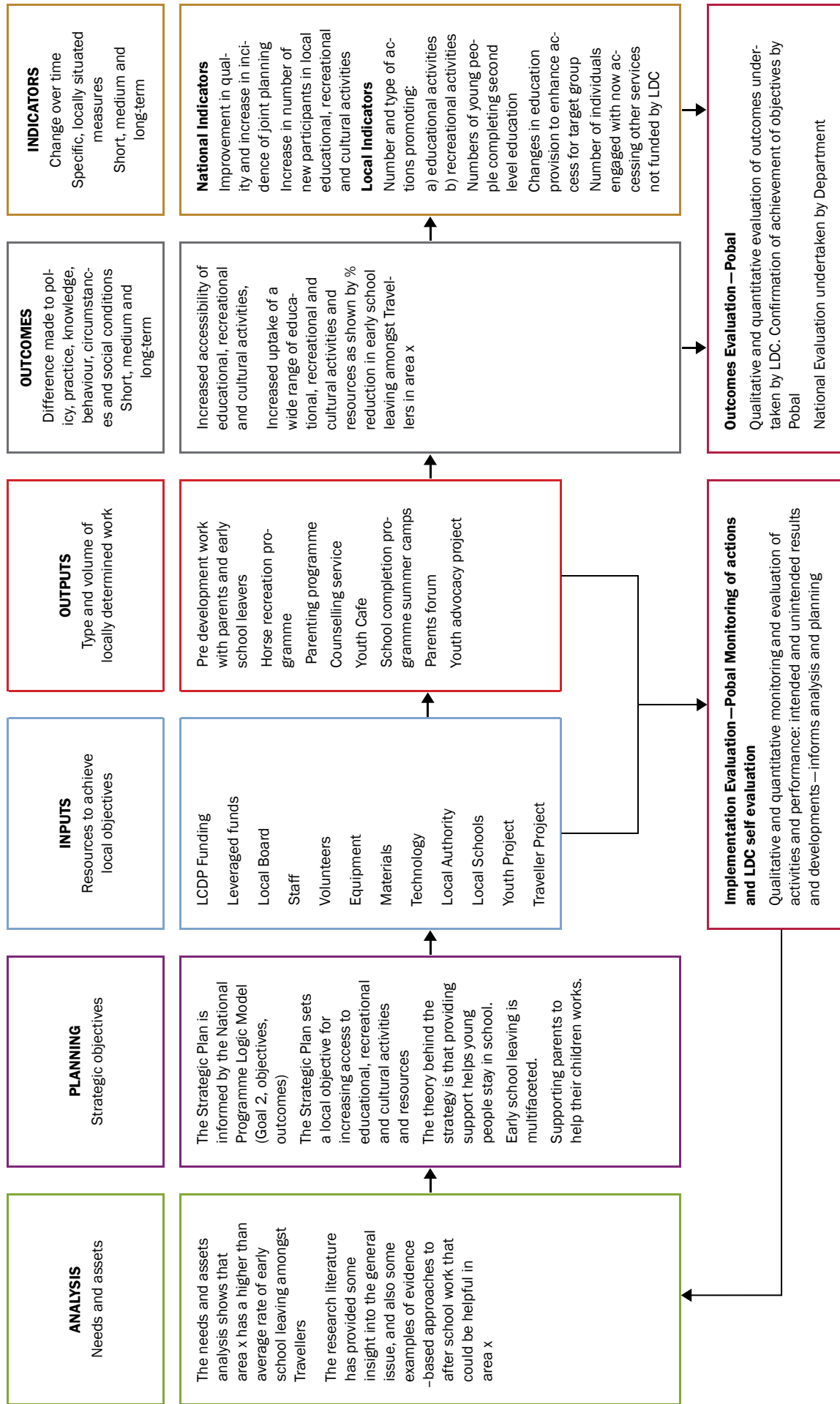
Actions to support access to educational, cultural and recreational activities through redistribution of opportunities for disadvantaged individuals and groups who experience social exclusion are considered eligible. These include:

- Life Long Learning Initiatives to build the self esteem and life chance of those who experience social exclusion;
- Early childhood care and education actions to support transition to formal learning;

- Educational, recreational and cultural actions to support the prevention of early school leaving;
- Educational, recreational and cultural actions to support the needs of early school leavers;
- Actions to support developmental youth work;
- Programmes to promote access to and participation in further and third level education and training;
- In-house evaluation of initiatives to establish best practice as models of provision;
- Innovative actions which expand the range of educational cultural and recreational activities to meet social inclusion priorities e.g. training in anti-racism and anti-discrimination;
- Transition programmes to ease progression through education to work; or from informal to formal education provision;
- Preventative education programmes on issue based topics in schools, youth projects, community centres etc (such as mental health, drugs awareness etc);
- Initiatives that target resources and supports to interest based groups to improve access and benefit from educational, recreational and cultural activities and resources;
- Information, support and guidance services on educational, recreational and cultural activities;
- Childcare supports to allow participation in educational recreational and cultural activities;
- Actions to support networks and collaborations to improve quality service provision;
- Interagency educational, recreational and cultural actions to supplement and provide additional support to target groups; and
- Training and professional development initiatives to build the capacity of workers, providers, teachers and volunteers to meet the needs of target groups.

**Figure 8. Example area logic model for Goal 2**

'To Reduce the incidence of long-term early school leaving amongst Travellers in area x by 20% by 2013 by increasing accessible and appropriate formal education provision'



## Goal Three

### Increase in people's work readiness and employment prospects.

The recent rise in unemployment as a result of the economic downturn, is a critical issue in Ireland today. The country has been transformed from one of low unemployment and increased participation and immigration to one where there has been widespread job losses and significant migration. Whilst this has impacted on everyone in society, it continues to disproportionately impact on the target groups of the LCDP. Long-term unemployment (more than one year) is increasing and given that the majority of unemployment is due to employment declines in 2009/2010, long-term unemployment is set to increase substantially in the immediate future. Those most vulnerable to long-term unemployment are those target groups who are often identified as socially excluded (marginalised young people, older people, lone parents, low educational attainment, people with disabilities, individuals from disadvantaged areas etc) and, therefore, the target of the LCDP.

Whilst there are employment support services available, LCDPs unique contribution will be the support of beneficiaries who are furthest from the labour market. Actions will be developed that target geographic areas of high unemployment and will provide services to and with communities not adequately served by other public or private activation activities. LDC actions will bring added value and compliment the work of other agencies and organisations who provide labour market supports to disadvantaged individuals and communities. This will include FÁS, Department of Social Protection, Department of Enterprise, Trade and Innovation, County/ City Enterprise Boards, Education Authorities, Enterprise Ireland, Teagasc, etc.

Finally, actions delivered under this goal will support the implementation of the Government's Smart Economy Objectives, and the objectives of the National Skills Strategy. *It is important that LDCs note*



*that every effort must be made to ensure that training provided under this goal is accredited under the National Framework of Qualifications.*

#### Goal Objectives

1. Develop and sustain a range of services to support, prepare and assist people to enter the labour market
2. Develop and sustain strategies with local enterprises to increase local employment prospects
3. Develop and sustain strategies to increase local self employment prospects.

#### Equality Principles of Goal Three

Three key strategic action areas are identified below and will support equality of access, participation and outcome for beneficiary groups and communities. A strong equality dimension will be a feature of all actions to be delivered, as will encouragement and support for activities focused on combating discrimination. Actions under this goal will be focused on providing a tangible improvement in the employment opportunities and household incomes of those who have been identified as furthest from the labour market.

#### Implementation Strategies that may be useful in the local application of Goal Three:

1. **Pathways towards work** – The development of strategies and actions that provide for engagement with those who are furthest from the labour market:

- Outreach and targeting to meet the needs of existing and emerging target groups, with community development approaches to provide the initial point of engagement;
- Addressing participation issues of specific target groups with local authorities, health services, employment providers etc; and
- Supporting the creation of environments to allow for economic participation of disadvantaged individuals and groups (childcare, job creation, the development of social enterprise etc).

**2. Pathways into work**—The development of strategies and actions that address significant barriers to people’s participation in the labour market:

- Developing and delivering person centered individual pathways into work;
- Provision of education and training initiatives which compliment mainstream provision, fill identified gaps or enable people to avail of mainstream education and training;
- Develop alliances with mainstream providers such as VEC, DSP, FÁS and non labour organisations that help address other issues that impact on labour market participation (Drugs Task Force, County Childcare Committees etc).

**3. Supporting People at work**—The support of the most vulnerable individuals to achieve sustained and quality work opportunities:

- After care supports and mentoring for vulnerable workers;
- Mentoring for individuals who choose self employment or groups providing community services;
- Supporting equality and diversity initiatives in the workplace; and
- Development and support of business networks to support vulnerable workers.

**LDCs with Local Employment Services (LES)**

In certain areas, LDCs have been contracted to deliver a Local Employment Service. The LES is an integral part of the LDC’s employment service. LDCs should detail the role the LES will play and the linkages with other actions within the LCDP.

**Goal Three Eligible Actions**

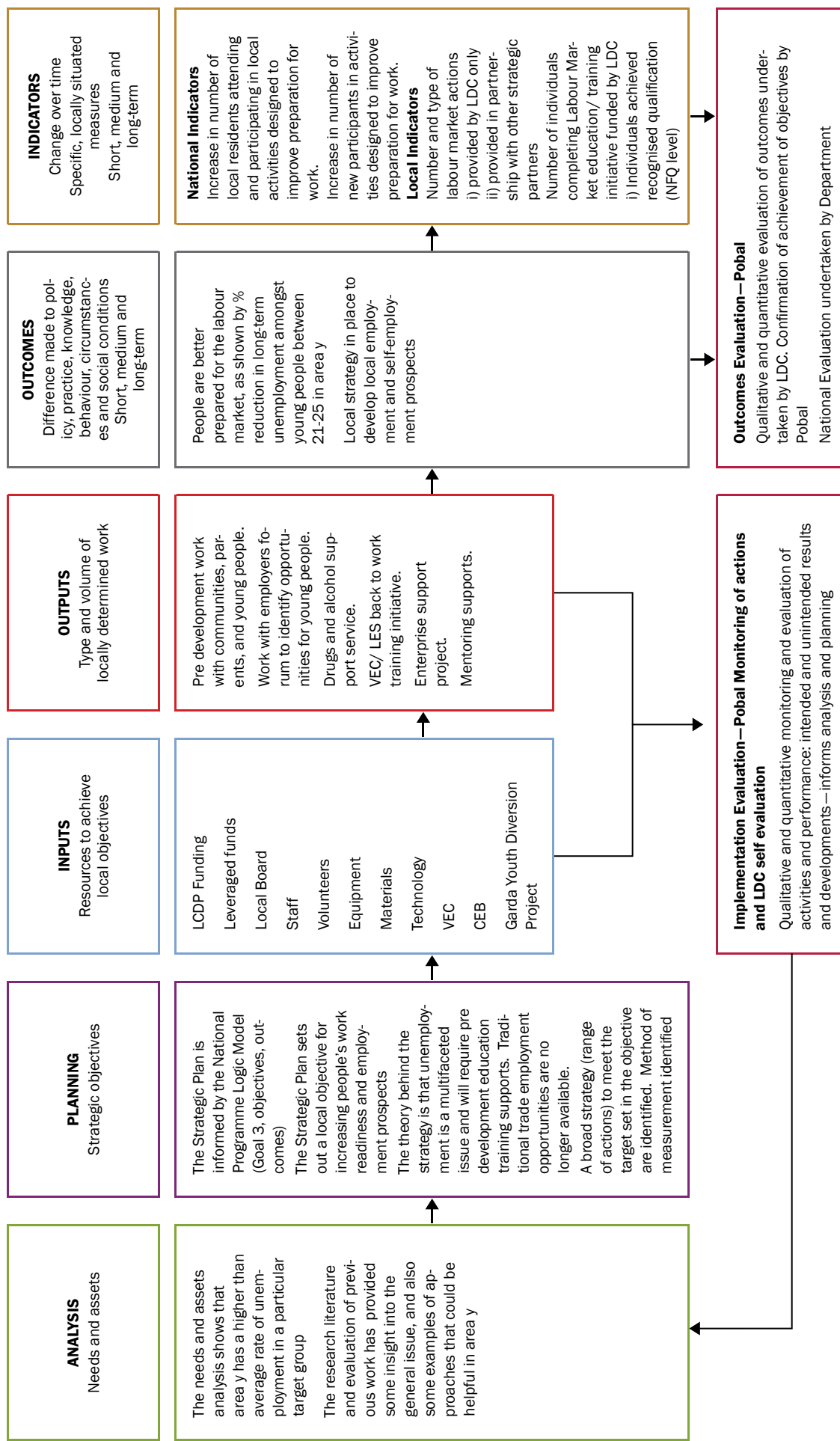
Eligible actions identified for goal three will include:

- Actions to support contact with target groups;
- Collaborative actions with the employment agencies etc to increase local employment prospects;
- Information provision on a range of choices regarding work , training, education and welfare supports;
- Advice and guidance supports to make effective choices about education, training, employment or self employment ;
- Vocational training initiatives to compliment mainstream provision or fill gaps to enable the client group to access labour market opportunities. Support of participation costs for disadvantaged individuals as appropriate;
- Training for trainers actions to support delivery of actions with particular groups/ communities;
- Advice, guidance and mentoring for business and social economy activities involving the target groups ;
- After placement and business supports ;
- In house research studies and the compilation of data in relation to the needs and situation of particular target groups, these to include gender disaggregated data where appropriate ;
- Developmental support to target groups to assist them to access labour market opportunities;

- Support to community-based groups working within areas of disadvantage offering services to the unemployed, social economy activities and employment and training opportunities. (This includes centres for the unemployed, Family Resource Centres, community resource centres and community information centres);
- Small-scale financial support for self-employment/social economy projects;
- Supporting access to employment and training opportunities e.g. transport, particularly in rural areas ;
- Self-employment and business supports at individual and collective level;
- Tailor-made responses to engage specific target groups in self-employment and business development;
- Enterprise education/ projects (including social economy and co-operative) in schools/ with transition year students or at third level institutions;
- Training supports for target groups on behalf of local employers to meet the needs of local businesses who have employment vacancies;
- Support of employer networks to promote access to employment opportunities for target groups;
- Support and participation in local task forces established to respond to industrial/employment issues (except in exceptional circumstances this should involve non-financial support);
- Childcare supports for those engaged in programmes/ activities;
- Transport costs relating to accessing employment related training, work placements or employment opportunities;
- Promoting/ supporting the implementation of alternative working models e.g. working from home, job share, job replacement etc for target groups; and
- Development of material relating to supporting employment/ self employment opportunities.

**Figure 9. Example area logic model for Goal 3**

To reduce the incidence of long-term unemployment (more than three years) amongst young people between 21-25 in area y by 30% by 2013 through the provision of a targeted training, employment and support programme





## Goal Four

### Promote engagement with policy, practice and decision making processes on matters affecting local communities

The LCDP operates on the basis that enabling people to engage with policy, practice and decision-making processes is vital in enhancing their capacity to shape the communities that they live in. This goal is about supporting disadvantaged individuals, groups and communities to identify and articulate their needs and to take part in collective action that will address poverty and social exclusion and bring about equality and lasting change.

Actions under Goal 4 will support the development of effective structures and processes to allow for dialogue between policy-makers, providers and communities about matters affecting them. Actions will support existing interagency processes which combine the statutory and community sectors. It will develop and sustain opportunities for greater engagement in policy and decision-making processes by the community. Finally, it will allow for an improved understanding of community concerns and priorities by policy makers and service providers which can be expected to filter up through the system in a variety of ways to affect policy and decision making on a wider scale.

#### Goal Objectives

1. Promote dialogue between funders, providers and local communities
2. Develop and sustain opportunities for communities of place and interest to identify issues and voice concerns



#### Equality Principles of Goal Four

Work under Goal Four will promote equality of opportunity, treatment and outcome for beneficiary groups. In particular, the following principles will be reflected in goal actions:

1. The participation and empowerment of target groups;
2. The promotion of collective action of the target groups in influencing the analysis, strategy and implementation of policy;
3. Engendering the principles of social justice in promoting the needs of those who are excluded to engage with policy, practice and decision making to bring about change and an inclusive society; and
4. Promoting anti-discriminatory measures and confronting prejudice, racism and inequalities as a result of policies and decisions that do not meet the needs of disadvantaged groups.

### Implementation Strategies that may be useful in the local application of Goal Four

**Engagement in pre-development work** with those who are most socially excluded to resource their access, participation and involvement with policy, practice and decision-making processes on matters affecting local communities;

**Development of community** groups and the building of independent and new forms of local organisation to vitalise and strengthen local community infrastructure in the areas of greatest need. Facilitate opportunities for dialogue between funders, providers and local communities, setting up structures that allow community groups and organisations to develop and implement agendas focused on policy change;

**Supporting beneficiary groups** and communities to assert and articulate expectations of statutory bodies and local authorities regarding policies and services and engage effectively with those bodies through local interagency processes;

**Encouraging and facilitating participation in planning** and decision making fora;

**Promoting** the concept and practice of participation to strengthen the development of active citizenship and enhance the effectiveness of community participation in policy and decision making processes;

**Supports for disadvantaged individuals** to access volunteer opportunities which will in turn promote involvement in civil society;

**Promoting participatory and strategic planning** in relation to social, economic, physical and community sector infrastructure required to sustain disadvantaged individuals and communities at highest risk of social exclusion.

### Goal Four Eligible Actions

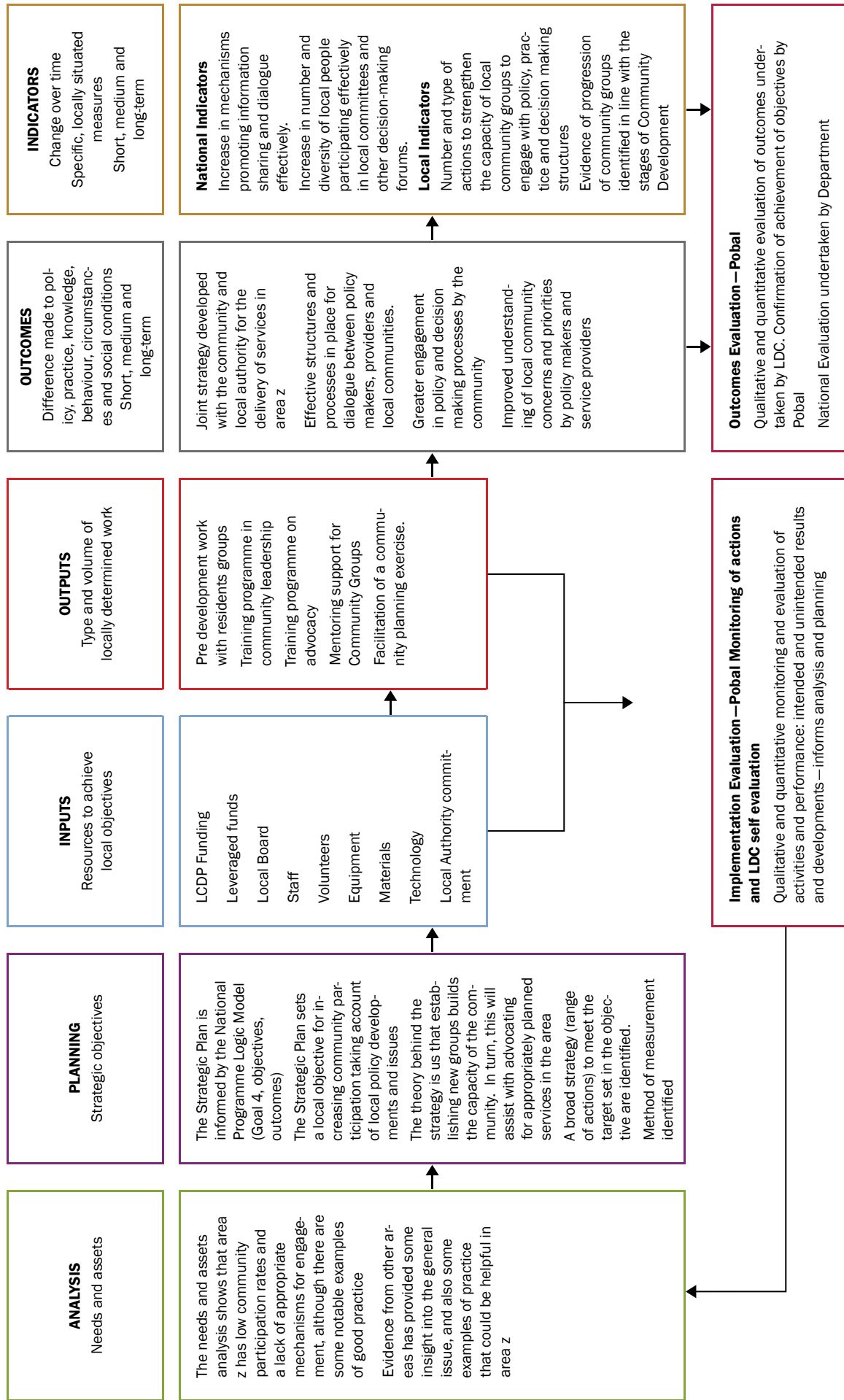
Eligible actions identified for goal four will include:

- In house surveys and the compilation of data in relation to the needs and situation of particular target groups, these to include gender disaggregated data where appropriate;
- Actions focused on the mentoring processes of community development and enhancing community leadership;
- Training in management and organisational skills, including management training for community ownership of buildings and other assets;
- Training in negotiation, conflict resolution, representational and lobbying skills;
- Education/ Information on policy and decision-making structures;
- Provision of accessible information covering a range of development issues (see also goal one);
- Actions designed to promote equality and to combat discrimination, including positive action initiatives, health promotion initiatives, anti-racism actions etc;
- Actions to support volunteering; and
- Actions to support networks and collaborations to support the achievement of strategic objectives.



**Figure 10. Example area logic model for Goal 4**

To support the development of capacity and coherence of the community of z in order to influence the planning of services in the area by the end of 2013



# Measuring the Impact of LCDP

It is important at this point in the document to clearly define the difference between 'monitoring' and 'evaluation'.

## Monitoring and Evaluation Definitions

**Monitoring** is a counting (or accounting) process, concerned with the assessment of whether agreed inputs have been made as per Service Level Agreements and whether key targets for service uptake have been achieved. On its own, monitoring does not generally provide information on the impact or effectiveness of a programme; only its throughput and resource utilisation.

**Evaluation** is a process that involves the systematic investigation of pre-determined questions using scientifically robust (transparent and replicable) research methods, and assesses processes, outcomes and impact of a programme or service.

Pobal will be responsible for monitoring of LCDP. A national evaluation of impact will be conducted separate to this process.

## Programme Monitoring

Pobal will be responsible for Programme implementation and monitoring. This will entail:

- Monitoring Programme processes and progress;
- Supporting the development of strategic plans and appraise activities proposed;
- Evaluating whether agreed levels of activity based on local need are delivered on;
- Confirmation that processes used meet Programme guidelines and best practice;

- Confirmation that targets in relation to outputs and short/ medium term outcomes are met;
- Confirmation that LDCs have met local objectives set;
- That learning and best practice in working with those who are most at risk of social exclusion is disseminated; and
- That value for money is provided throughout Programme implementation.

### Monitoring Requirements for LCDP

For the Programme to demonstrate that it is making a difference in addressing the causes of socio-economic disadvantage, it is necessary for practitioners of the Programme to become more adept at targeting reducing resources carefully and monitoring effectively the short-term results of those interventions. There is public scrutiny of the value for money of Programmes such as the LCDP and its predecessor Programmes. LDCs need to be preparing for change and the need to take action on demonstrating what they achieve. It is important to note that in most cases, LDCs in the short to medium-term can only make statements to demonstrate a contribution, rather than full *attribution* of the reduction of disadvantage.

There is a need for LDCs to:

- Have clear aims and objectives;
- Have a clear understanding of the means required to achieve objectives;
- Be able to show evidence on outputs and outcomes, as well as process information on issues like networking and interagency working; and
- Identify clearly the outputs and outcomes that are contributed to as a result of LCDP funding. Where actions are jointly funded by a number of statutory bodies for example, there must be clear agreement on which body is reporting the outputs of the action. The significance of indirect support will also be required to be reported on a qualitative basis. It is anticipated that LDCs when planning and reporting on actions will be able to differentiate the role that they have played on that action (lead agency, participating or initiating the action).

Pobal have defined monitoring requirements and will be collecting information about activities and actions on the basis of indicators outlined below. In addition, Pobal have a responsibility to ensure that local objectives are being delivered. This will necessitate a range of monitoring and evaluation mechanisms being in place by the LDC, outside of what is collected by Pobal. Pobal will make available on its website additional useful resources that may support LDCs in monitoring and evaluating its work. Pobal will throughout the course of the Programme examine internal monitoring and evaluation structures of LDCs.

Due to increased public interest in outputs of LCDP, from 2011, Pobal will publish on our website, the annual plans for each LDC, along with the proportion of expenditure received at that point and reported targets. Pobal has recently invested in a GIS system and will be mapping outputs against recognised areas of high disadvantage. Given that many LDCs also operate the Rural Development Programme, Pobal is conscious of the need to look

at how synergies can be maximised in terms of joint work, data collection and evaluation of both programmes. This will be explored as the programme progresses.

Local Development Companies are encouraged and expected as a matter of good practice to continue to self-evaluate actions and to conduct in house research to aid forward planning and to ensure appropriate targeting. Please note that research as an activity will relate to a multitude of actions across all goals. For that reason, it is recognised that the activity of research/self-evaluation is included as an Action in the relevant Goal.

## Pobal Programme Indicators

Indicators are concerned with actions undertaken and financial expenditure incurred by LDCs. They will primarily focus on capturing information on outputs and outcomes for individuals, groups and communities over the short and medium-term to allow a national picture to be developed. The indicators set out exactly what kind of information will be collected and will form the basis of the new monitoring system to be implemented by year end. The anticipated national evaluation framework will have access to this information, as well as develop other indicators to evaluate Programme impact. LDCs will need to define indicators for each action in order to monitor, evaluate, learn and plan for continued work to meet local objectives.

Pobal will require periodic updates against locally defined objectives and actions delivered to meet these objectives. Reporting requirements will be defined by the end of 2010. This will allow for the assessment of ongoing Programme implementation and any issues that arise. At the end of the Programme, it will be Pobal's responsibility to assess LDC progress on locally defined objectives. This is achievable but should not be confused with 'evaluation', which is a deeper and more complex undertaking.

### **What is an indicator?**

An indicator is a set of measurements of a specific variable over time (and or location).

### **What are the characteristics of a good indicator?**

Good indicators display the following traits:

- The variable should be clearly defined;
- The variable in question should be relevant to the purpose;
- The measurements should be reliable, i.e. the same measurement taken by two people should give the same value for the indicator;
- The measurement should be readily available and should be useful; and
- The measurement should be as precisely defined as required.

### **Programme Indicators**

One of the key advantages of the LCDP is that LDCs have the ability to develop and respond to a variety of local needs. This response takes place within the broader and more structured delivery of national Programme goals. LDCs will record their progress against the Pobal Programme Indicators at regular intervals on the new Integrated Reporting and Information System (IRIS) which is the successor system for SCOPE.

The following table provides a list of the indicators that Pobal will be collating information on in relation to actions delivered.

**Figure 11.1. List of LCDP indicators for actions delivered by LDCs**

Goals		Objectives	Outcomes	National Programme Indicators
<b>Goal 1</b> Promote awareness, knowledge and uptake of a wide range of statutory, voluntary and community services	<b>Goal 1</b> 1. Raise awareness and knowledge of services in the local community 2. Develop and sustain strategies and mechanisms for improved access to local services 3. Develop and sustain strategies and mechanisms to better coordinate local services	<b>Goal 1</b> 1. Increased awareness, knowledge and willingness to use services 2. Increased uptake of a wide range of services within local communities 3. Increased and improved joint planning and delivery between local service providers	1. Number and type of actions promoting awareness/ knowledge of services: a) Provided by LDC only b) Provided in partnership with other strategic partners 2. Number and records of: a) Individuals b) local community groups receiving the following supports: i) General advice supports ii) Referral to another locally identified service 3. Number of individuals engaged with now accessing other non LDC services e.g. other providers	
<b>Goal 2</b> Increase access to formal and informal educational, recreational and cultural activities and resources	<b>Goal 2</b> 1. Work with providers to improve access to a wide range of opportunities 2. Increase awareness and support access to opportunities for learning and development	<b>Goal 2</b> 1. Increased accessibility of educational, recreational and cultural activities 2. Increased uptake of a wide range of educational, recreational and cultural activities	4. Number and type of actions promoting: a) educational activities (formal/ informal) b) recreational activities c) cultural activities i) provided by LDC only ii) provided in partnership with other strategic partners 5. Number and records of: a) Individuals b) local community groups receiving the following supports: i) General advice supports ii) Educational supports iii) Referral to another locally identified service iv) Receipt of grant/ loan 6. a) Number of individuals participating in certified education, recreational or cultural programme funded by LDC b) Number of individuals completing certified education, training, recreational, cultural programme funded by LDC c) Individuals achieved recognised qualification (NFQ level) 7. a) Number of individuals participating in uncertified education, training, recreational, cultural programme funded by LDC b) Number of individuals completing uncertified education, training, recreational, cultural programme funded by LDC 8. Number of individuals engaged with now accessing other services non LDC services e.g other providers 9. Evidence of progression of individuals and community groups who access support through the Programme.	

**National Programme Indicators**

**Outcomes**

**Objectives**

**Goals**

Goals	Objectives	Outcomes	National Programme Indicators
<p><b>Goal 3</b></p> <p>Increase in people's work readiness and employment prospects</p>	<p><b>Goal 3</b></p> <p>1. Develop and sustain a range of services to support, prepare and assist people to enter the labour market</p> <p>2. Develop and sustain strategies with local enterprises to increase local employment prospects</p>	<p><b>Goal 3</b></p> <p>1. People are better prepared for the labour market</p> <p>2. Local strategy in place to develop local employment prospects</p>	<p>10. Number and type of labour market actions:</p> <p>a) provided by LDC only</p> <p>b) provided in partnership with other strategic partners</p> <p>11. Number and records of</p> <p>a) Individuals</p> <p>b) local community groups receiving the following supports:</p> <p>i) General advice supports</p> <p>ii) Labour Market Supports</p> <p>iii) Referral to another locally identified service</p> <p>iv) Receipt of grant/ loan</p> <p>v) Receiving pre-start up supports</p> <p>vi) Supported into new enterprise (up to one yr)</p> <p>vii) Supports for established enterprise (more than 1 yr)</p> <p>12. a) Number of individuals participating in certified Labour Market education/ training initiative funded by LDC</p> <p>b) Number of individuals completing Labour Market education/ training initiative funded by LDC</p> <p>c) Individuals achieved recognised qualification (NFQ level)</p> <p>13. a) Number of individuals participating in uncertified labour market education/training programme funded by LDC</p> <p>b) Number of individuals completing uncertified labour market education/training programme funded by LDC</p> <p>14. Number of individuals engaged with now accessing other non LDC services e.g other providers</p> <p>15. Evidence of labour market participation/ enterprise operation.</p> <p>a) Number progressing to part time employment</p> <p>b) Number progressing to full time employment</p> <p>c) Number progressing to work placement/ work experience</p> <p>d) Number progressing to labour market programme</p> <p>e) Set up of new enterprise</p> <p>16. Evidence of progression of individuals and community groups who access support through the Programme</p>
<p><b>Goal 4</b></p> <p>Promote engagement with policy, practice and decision making processes on matters affecting local communities</p>	<p><b>Goal 4</b></p> <p>1. Promote dialogue between funders, providers and local communities</p> <p>2. Develop and sustain opportunities for communities of place and interest to identify issues and voice concerns</p>	<p><b>Goal 4</b></p> <p>1. Effective structures and processes in place for dialogue between policy makers, providers and local communities</p> <p>2. Greater engagement in policy and decision making processes by the community</p> <p>3. Improved understanding of local community concerns and priorities by policy makers and service providers</p>	<p>17. Number and type of actions to strengthen the capacity of local community groups to engage with policy, practice and decision making structures</p> <p>18. Number and records of</p> <p>a) local community groups receiving the following supports:</p> <p>i) General advice supports</p> <p>ii) Referral to another locally identified service</p> <p>19. Number of individuals engaged with now accessing other non LDC services e.g other providers</p> <p>20. Evidence of progression of community groups identified in line with the stages of Community Development</p> <p>21. a) Levels of Resources leveraged from other organizations (direct and indirect leverage to deliver social inclusion activities)</p> <p>b) Amount of funding channeled via LDC on behalf of community voluntary groups</p> <p>22. Number and examples of key planning on policy bodies, networks, committees which:</p> <p>a) Are lead by the LDC</p> <p>b) Initiated by the LDC</p> <p>c) Have the LDC participating</p>

## Key Performance Indicators

Key Performance Indicators (KPIs) help organisations understand how well they are performing on a range of issues. In the broadest sense, a KPI provides the most important information that enables organisations or their stakeholders understand whether the organisation is on track or not. A national set of key performance indicators are being put in place to define elements of core Programme efficiencies and to provide appropriate benchmarks against which value for money can be assessed. These indicators are being developed for the Programme to be published shortly. They will not replace the above indicators but will be in addition and will focus on a small number of defined measurements that allow for the assessment of value for money.

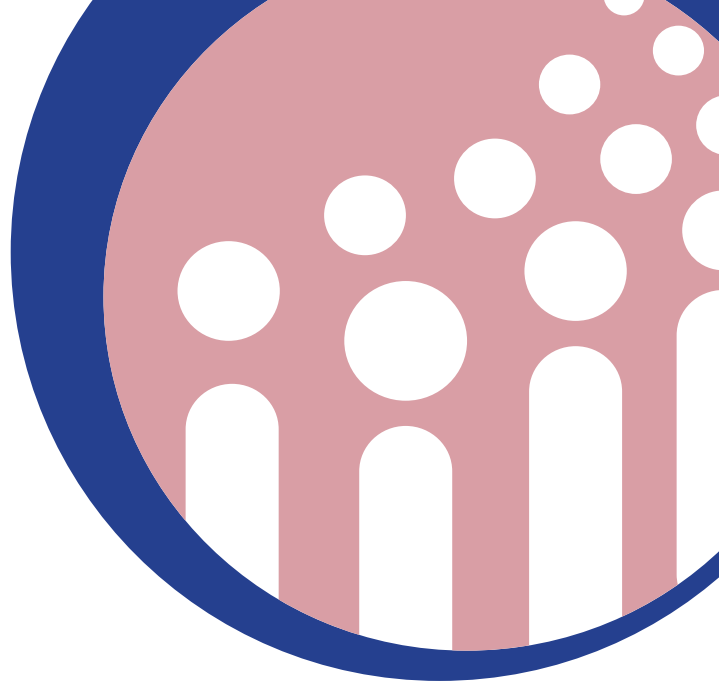
## National Programme Participation Targets

The table overleaf displays the current core national targets set for LCDP in 2010 and 2011. 'Target' is simply the measure of achievement that the Department has set in terms of the number of people who will engage with the Programme and receive defined supports per year. The targets set will be reviewed on a yearly basis following the operation of the new online programme management system and with the refinement of Programme data collection methods. Targets for engagement will be agreed by Pobal for LDCs in advance of each planning cycle, based on the company's proportional award of national funding for the Programme and on the ongoing performance rates and levels of ambition demonstrated in each annual plan. It is very important given the present economic circumstances that the LCDP demonstrates its value to society and its effectiveness in reducing social exclusion.

Alongside the core outputs listed, companies will provide a wide range of additional benefits to their communities through partnership work, the encour-

agement of integration and through assistance to other local agencies and to service providers in the delivery of their work. While much of this work is less amenable to quantitative collation of the type represented in the table below, it is of core importance to the Programme and should be embedded within companies' strategic and annual plans.

It is the intention that the new LCDP Programme management system will greatly aid front line LCDP employees in the planning, targeting and reporting on actions. The focus of the LCDP is on quality delivery and verifiable engagement with the most disadvantaged communities. It is beholden on all LDC companies to accurately, engage, document and report on actions and interventions with individuals and disadvantaged community groups. There is an expectation that companies will devote the necessary time and training to all LDC employees utilising the system to ensure information is inputted and reported back to Pobal in a consistent manner. Support will be available from Pobal in this regard.



**Figure 12. National Programme Targets for 2011**

<b>All Goals</b>	<b>2011 Targets</b>
Output indicator	
Number of Individuals supported	37,120
Number of Adults engaged with the programme	38,400
Number of Young People/Children supported/engaged with Programme	51,200
Number of Community Groups supported	2,560
Individuals participating in Education	Accredited 3,366
	Unaccredited 1,894
Individuals participating in Labour Market Training	Accredited 5,107
	Unaccredited 5,107
Individuals supported into Employment	2,100
Individuals supported into Self-Employment	2,350



## Setting of Targets for Individual Actions

During 2011, the LCDP will require the setting of targets for achievement of action outcomes. There will be a need for a greater emphasis to be placed on performance monitoring by all front line staff in the LDC as well as active evidence of re-engagement and surveying for target group satisfaction levels regarding the interventions and supports received.

Targets provide a clear picture of intended consequences of an action. Targets should be set for all Programme indicators that are relevant to the action identified and these will be reviewed by Pobal. Targets should represent realistically achievable but, nevertheless, challenging ambitions. Targets can be set based on assumptions but, predominantly, they need to be evidence based.

### Target Revision

A target is not a forecast, therefore, it should not be decreased simply because it appears that the existing target will not be reached, nor necessarily increased where it appears that the existing target will be exceeded. Pobal will be monitoring closely any revision of targets at quarterly reporting and midyear reporting stage. LDCs will advise Regional Case Officers of any changes to interventions or actions in advance of formally submitting a request for changing targets.

In general, Pobal will allow targets to be revised upwards to encourage additional achievements but not without a good rationale being provided from the LDC in the first place. In some cases, targets are set on the basis of assumptions and where these assumptions subsequently prove to be inaccurate; there may be a case for adjusting the target. Where a target has not been achieved as opposed to exogenous factors, there is no justification for reducing it.



Where budget allocations change, it may be necessary to adjust the target. Pobal will be monitoring throughout the year, the revisions of targets and performance levels against the targets set. In extreme cases, where targets are not being met, penalties may be imposed.

### Beneficiary Tracking Mechanisms

Each individual client should, in conjunction with the relevant front line LDC worker, agree a progression plan outlining the range of supports and options that might be open to that individual. Details of each intervention with the individual client should be recorded as well as brief notes and timeframes for follow up. It will be necessary to record contact numbers/email addresses for your clients to ensure you can regularly engage and link in with them. Pobal will undertake a random sampling exercise with client records from Goals 2 & 3 to allow a greater understanding of work undertaken and progression of individuals targeted. Clients should be asked to sign an agreement allowing LDCs to pass on their details for the purposes of Programme evaluation.

LDCs, as a basis for good practice, should put systems in place for regular follow up with clients and for surveying and joint planning around their needs. It would be advisable that LDCs develop a caseload management system whereby clients can be contacted on at least a 6 monthly basis. If within a reporting year, that client has not contacted your organisation or responded to your check-up com-

munication, the record for this individual must be categorised as dormant and not be reported as an ongoing output for the Programme, unless the individual themselves chooses to re-engage with the organisation.

LDCs, in turn, will be required to demonstrate their contribution towards the promoting of social inclusion by engaging with the most excluded in the community and actively supporting the most disadvantaged. This should be demonstrated through the clear prioritisation of statistically defined geographic areas as well as key communities of interest. With this being the focus of the Programme, the LDC will need to demonstrate to Pobal progression in the caseload as clients receive the benefit or otherwise of interventions.

*As the Programme is implemented, Pobal will develop further monitoring mechanisms and targets to measure the progression of individuals who access support through LCDP.*

Pobal does not require LDCs to record the details of every individual that they engage with. Pobal expects LDCs to collect and record personal information pertaining to adult clients primarily under Goals 2 & 3. IRIS will allow LDCs input information on broad numbers of individuals/target group members receiving support against an action category. Usually this form of support pertains to once off queries not requiring any form of in-depth developmental support (e.g. telephone calls, website queries or newsletter mailshots, etc.). However, numbers of males/females should also be used for child/youth activities and collaborative actions as appropriate. LDCs will be able to track on IRIS whether permission has been granted or not.

## Programme Evaluation

The LCDP **must** provide tangible outcomes for individuals, groups and communities. The Programme must be translated, within each city and county into something that is measurable and demonstrates real impact and change. To demonstrate impact and change, activities will be monitored and self-evaluated at a local and national level. Three key processes will contribute to a national evaluation of impact.

**Figure 13. National Evaluation of Impact**



### National Evaluation of Programme Impact

Three key parallel processes will contribute to evaluating Programme impact. The first is concerned with monitoring and self-evaluating individual actions to ensure that interventions meet strategic objectives. This will test assumptions made about actions, and it will allow for the continual reflection and learning on processes and outcomes for beneficiary groups and communities from work undertaken by LDCs.

The second process will be undertaken by Pobal. This will require the monitoring of actions implemented to ensure that Programme guidelines are met and that LCDP provides value for money. Pobal will examine LDC monitoring and evaluation mechanism as well as collate some information which will provide a national picture of what is being delivered. Pobal will also undertake periodic monitoring of progress made by LDCs against locally defined objectives and will work with LDCs to identify whether local objectives have been met at the end of the Programme cycle. Some of the information collected by Pobal may be used to inform the National Programme Evaluation.

The Department will initiate a National Evaluation Framework, to assess the medium and long-term impact of the Programme. Further information regarding the Evaluation Framework will be provided separately.

# Appendix 1— Equality Proofing Framework for the Local and Community Development Programme

## Context and background

Equality proofing will be undertaken as part of Local Development Companies (LDCs) development of their strategic and annual plans. LDCs will be required to provide evidence that plans have been adequately proofed to ensure targeting of resources to those who are at highest risk of social exclusion.

Beneficiary groups of the LCDP are identified as:

### LCDP Beneficiaries

- Individuals who are unemployed
- The underemployed (seasonal workers/ low income farm families etc)
- Low income families
- Disadvantaged Women
- Disadvantaged Men
- Lone parents
- People with disabilities
- Travellers
- Disadvantaged young people
- Early school leavers
- Homeless people
- Drug/ alcohol misusers
- Offenders/ ex-offenders
- Older people
- Family carers
- Lesbian, Gay, Bisexual and Transgender People
- Non-Irish Nationals
- Refugees/ Asylum seekers

LDCs will be required to provide evidence of the following:

1. Beneficiary group baselines comprising of qualitative and quantitative information
2. Indicators of progress for beneficiary groups (locally translated national programme indicators)
3. Outcomes against which to assess the overall impact of the programme on beneficiary groups (locally translated national programme outcomes)
4. Mechanisms and procedures to collect data on the above in relation to beneficiary groups identified

### **Establishing Baselines**

One of the primary weaknesses in proofing processes is the lack of quantitative data used to establish an accurate baseline against which to measure progress. It is possible to collate reasonably accurate information based on a range of sources for example, Government and NGO commissioned reports, CSO data, Small area data, empirical evidence arising from best practice models. This will provide a good foundation for coherent planning and the development of verifiable progress against indicators. Baselines will be established through the provision of:

- a) A qualitative statement on the current status of the beneficiary group—Based on existing research documentation, policy papers, government policy documents etc
- b) A selection of quantitative data to support/illustrate qualitative statements—Selection or compilation of documentary evidence to make a number of broad quantitative statements on target groups—acknowledge that there may be a dearth of core data in relation to the status and circumstance of certain groups (e.g Family carers)

### **Beneficiary group indicators on which to measure success**

Indicators will provide insight into performance and allow conclusions to be reached about progress of actions. Indicators will not provide a complete description of outcomes or impacts of an outcome, they will not be able to provide an entire representation of the status of programmes, they will however provide a clear indication of progress and impact.

### **Programme Outcomes**

The national programme outcomes are benchmarks that incorporate the key objectives of the programme. The outcomes are yardsticks against which to measure the overall impact of the programme. Objectives and outcomes may be translated locally and tailored to beneficiary group identified. They will be dependent on the specific baseline issues identified through needs analysis.

### **Measures/ Procedures to collect ongoing data**

The final element in a proofing framework requires the identification and agreement of appropriate sources and methods of collecting ongoing data. In the first instance, quantitative information will be recorded on the basis of beneficiary groups identified. However it is important to gather qualitative data on engagement with beneficiary groups, progress against specific objectives and outcomes resulting from actions. Each individual action included in the annual plan will have associated with it a defined target. Progress will be mapped against achievement of this target. Targets themselves will also be assessed for appropriateness and ambition.

## Appendix 2—Gender Mainstreaming

Gender mainstreaming is about recognising and addressing the policies, processes and practices that bring about inequalities between women and men. The concept of gender mainstreaming arose from a recognition of the inequalities experienced in society and the need to address that inequality as a matter of priority. It is about identifying and implementing strategies and actions that will address these inequalities. Gender Mainstreaming has been defined by the United Nations as:

*“.. the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitor-*

*ing and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”*

The Irish Government in the National Women’s Strategy 2007–2016 acknowledges gender mainstreaming as a key objective in achieving gender equality<sup>10</sup>. The Strategy states:

*“The achievement of the aims of the National Women’s Strategy requires a renewed political, financial and administrative commitment to underpin existing initiatives and to support the new proposed initiatives, which will help to enhance the diverse roles of women within our country. It requires an increased awareness of gender mainstreaming within public policy formation. It also requires a change in societal attitude among both men and women so that women can achieve their full potential within a re-focused Irish society that embraces the fundamental principle of equality between women and men.”*

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<sup>10</sup> Objective 18 “To implement gender mainstreaming as the principal instrument for the achievement of gender equality in Ireland”

There have been some significant developments towards the achievement of gender equality in recent times. More women are active in the labour market, employment equality and equal pay legislation have impacted positively for women, and the National Womens Strategy 2007–2016 was introduced. However, even in the context of this change, gender inequalities continue to exist; women are at greater risk of living in poverty, higher proportions of women are in lower-paid employment, women continue to earn less than men, women are under-represented in policy and decision-making processes, and women often carry the burden of housework and childcare. Areas that impact on men negatively, amongst others are, the provision of access to continuing education, the needs of men as fathers, and issues of mental health and suicide.

The promotion of gender equality is a key priority within the NDP. The main areas where gender equality must be addressed are decision-making, employment and career progression, education and training, access to resources, and planning and policy making. Other areas which impact negatively on women and need to be considered include childcare, workload, traditionalism, violence against women and transport.

Whilst gender mainstreaming is the key tool for implementing gender equality for women it is important that the needs of men who are at the greatest risk of social exclusion are considered.

Gender mainstreaming is considered an integral part of local development practice and therefore a central objective in the development of strategic plans for local development companies. In the achievement of this objective it is important to give consideration to the following areas:<sup>11</sup>

### **1. Policy and planning**

- development of a gender equality policy
- gender training
- gender analysis of local area
- actions which enable and encourage equal participation

### **2. Data and Information**

- recognising both women and men within target groups
- actions to gather data and develop or enhance baseline data

### **3. Gender Impact Assessment**

- actions which address inequalities identified
- selection of detailed indicators which clearly demonstrate that change has occurred

### **4. Monitoring and Evaluation**

- tracking records, data collection, consultation
- development of monitoring procedures that examine structures and implementing mechanisms
- monitoring the equality of outcome for women and men

The inclusion of comprehensive gender mainstreaming actions will ensure local development continues to be integral towards the achievement of gender equality in Ireland.

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<sup>11</sup> A Manual for Gender Mainstreaming the Local Development Social Inclusion Programme 2000-2006



# Appendix 3— Poverty Impact Assessment Guidelines

The exercise of poverty impact assessment (PIA) at its very simplest is an exercise undertaken to assess actions at design, implementation and review stages to determine the action's likely impact on poverty and inequalities which are likely to lead to poverty. It is a method of prioritising actions which lead to poverty reduction. All Government Departments, Local Authorities and State Agencies are required to complete a PIA of all policies and programmes implemented.

This document will provide a basic overview of PIA requirements for LCDP. For further guidance please refer to the Office for Social Inclusion Website [www.Socialinclusion.ie](http://www.Socialinclusion.ie) under poverty impact assessment.

At this point it is useful to reflect on the definition and measurement of Poverty agreed by the Government.

## What is Poverty?

The concept of poverty means essentially that individuals or communities are **deprived** of resources both material and non material. These resources can be for example income, housing, education or personal within the family or community. The definition of poverty adopted by Government in 1997 is:

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

This definition continues to be valid and underpins the Government's strategic response to tackling poverty and social exclusion as set out in the National Action Plan for Social Inclusion 2007 – 2016 (NAPInclusion).

A number of related terms are important to reflect upon when carrying out PIA.

**Relative Income Poverty**— Relative income poverty also known as 'at risk of poverty' is measured by setting a relative income poverty line. This allows a comparison of how an individual or household income compares to the average income. In Ireland, relative income poverty is calculated using the median income—the mid point on the scale of all income levels in the state from the highest to the lowest. The line for those at risk of poverty is set at 60% of the median. Therefore individuals or households earning less than 60% of the median income are 'at risk of poverty'. At this point it must be noted that this measure only identifies whether individuals or households are at risk of poverty, further analysis of this cohort of people is undertaken to identify the number of people who are actually defined as experiencing poverty presently. The next measure that is applied is the measure of relative deprivation.

**Relative Deprivation**—Relative deprivation is a measure of collecting information on poverty that seeks to take account of access to resources other than income. In Ireland, relative deprivation is measured by a deprivation index. The deprivation index is a list of items that are generally taken to be normal activities in a particular society. If individuals or groups do not have access to one or a number of items on the deprivation index, this is a statistical confirmation that the individual or group are actually experiencing poverty. The deprivation index is:

- Without heating at some stage in the last year
- Unable to afford a morning, afternoon or evening out in the last fortnight
- Unable to afford two pairs of strong shoes
- Unable to afford a roast once a week
- Unable to afford a meal with meat, chicken or fish every second day
- Unable to afford new (not second-hand) clothes
- Unable to afford a warm waterproof coat
- Unable to afford to keep the home adequately warm
- Unable to afford to replace any worn out furniture
- Unable to afford to have family or friends for a drink or meal once a month
- Unable to afford to buy presents for family or friends at least once a year

It is important to distinguish between **enforced deprivation** and relative deprivation where the former results in a conscious choice by people not to have these items.

**Consistent poverty** is the official Government approved poverty measure used in Ireland. This measure takes consideration of both relative income poverty and relative deprivation measures. It identifies the proportion of people who are both 'at risk of poverty' (relative income deprivation) and who meet the relative deprivation index measure.

Consistent Poverty is the agreed measure for the key target in the National Action Plan for Social Inclusion (NAPSI), which is to reduce the number of those experiencing consistent poverty to between 2% and 4% by 2012, with the aim of eliminating consistent poverty by 2016.

Although definitions of poverty and social exclusion are often used interchangeably, they do have different meanings.

- Poverty is *deprivation* due to a lack of resources, both material and non-material, e.g. income, housing, health, education, knowledge and culture. It requires a threshold to measure it;
- Social exclusion is being *unable to participate* in society because of a lack of resources that are normally available to the general population

### Undertaking Poverty Impact Assessment

Poverty Impact Assessment is inherent in how LDCs design, implement and review activities and actions delivered under LCDP. LDCs continually assess the impact of actions on:

- Poverty and the causes of poverty
- On the target groups
- On unemployment, educational/ recreational/ cultural disadvantage and the mobilisation and empowerment of disadvantaged groups through community development work.

Poverty impact assessment cannot be undertaken in any systematic way without the involvement of beneficiary groups and local communities at all stages of programme delivery, along with an analysis of equality of access, participation and outcome for programme beneficiaries (see equality proofing document)

### **What should Poverty Impact Assessment be carried out on?**

The types of activities that benefit from PIA are:

- The processes of consultation involved in planning, implementing and review under each goal of LCDP
- Governance structures of LDCs
- Strategic Plans
- Programmes of Activity
- Objectives and actions delivered under each of the goals
- The integration of actions and goals
- The dissemination of information
- Jointly managed or funded activities
- Coordination of mainstream provision

### **What does Poverty Impact Assessment involve?**

Poverty Impact Assessment along with equality proofing should be inherent in the process of identifying local needs, designing responses and quantifying the individuals or communities targeted by each local objective. It involves the following:

1. An assessment and analysis of data indicating the extent of poverty/ disadvantage
2. Identifying the target group at a local level, making contact with them, encouraging their participation and ensuring equality of delivery and information
3. Ensuring equality of access and entitlement to mainstream schemes through information dissemination, assistance and support
4. Designing actions which are equally available to all members of the beneficiary group or which are specifically designed to counter particularly persistent or cumulative disadvantage
5. Ensuring strategies and delivery methods which take account of local conditions such as lack of transport, distance from services or jobs and low levels of mainstream provision;
6. Encouraging and empowering communities and community leaders to take part in processes at a responsible level;
7. Review and impact of objectives on poverty reduction/ disadvantage set against the areas benchmark data and targets.

In examining each process, plan, objective and action the following questions should be addressed

1. What is the process/ plan/ objective/ action and what is its primary aim?
2. What Goal objectives does it meet?
3. At whom is it targeted
4. Does it reach those beneficiary groups?
5. Does it involve those beneficiary groups in design, delivery and review?
6. Does it reduce poverty and how?
7. Prevent the risk of poverty and how?
8. Ameliorate the effects of poverty and how?
9. Improve educational opportunity/ achievement and how?
10. Improve Job opportunities including self-employment and how?
11. Achieve community mobilisation, empowerment, or capacity building among disadvantaged communities and how?
12. Address inequalities that lead to poverty and how?
13. If an objective or action has no effect on poverty or increases it, what options have been considered to counter that effect?


## Appendix 4— Further explanation of Logic Modelling

A complete logic model provides a graphic representation of a programme showing the intended relationships between a series of organised activities and resources aimed to help people make improvements in their lives. Logic models are most useful for graphically expressing the essential elements in any systematic attempt to organise resources around achieving particular goals and objectives. They provide a summary and overview of these elements. LDC's may feel that a logic model can provide a tool to graphically represent the strategic planning process and first year annual plan in a simplified way. The model can be used internally, for example as a tool for monitoring the work, and externally as a way of summarising the overall purpose and associated activities to outsiders. The logic model can also be a useful document in discussions with funders and others commissioning the work.

Key elements in a logic model are described in the Table 1 below.

**Table 1. Key elements in a logic model**

Element	Description
<b>Assumptions</b>	The suppositions made about a range of contingent factors (likelihood of success, stability of the situation, possibility of support, theory of change) influencing planning.
<b>Baseline statements</b>	Information about the trend, situation or condition prior to a programme or intervention.
<b>Inputs</b>	Resources that go into a programme of work including staff time, materials, money, equipment, facilities, volunteer time.
<b>Outputs</b>	The actions, products, and participation generated through the work in terms of goods, services, activities and opportunities made available.
<b>Outcomes</b>	Results or changes from the programme such as changes in knowledge, behaviour, practice, decision-making, policies, social action, condition, or status. Outcomes may be intended or unintended, and positive and negative. Outcomes fall along a continuum from immediate (initial; short-term) to intermediate (medium-term) to final outcomes (long-term), often synonymous with impact.
<b>Impact</b>	The long-term social, economic, civic and/or environmental consequences associated with the goals of the programme. Impacts may be positive, negative, or neutral, intended or unintended.
<b>Indicator</b>	Expression of impact in the form of evidence that the impact has or is being achieved.
<b>Measure</b>	Either quantitative (data in numerical format) or qualitative (data in a narrative or text format) information that expresses the phenomenon under study.
<b>Evaluation</b>	The systematic collection of information about activities, characteristics and outcomes of programmes used to make judgments, improve effectiveness, add to knowledge, and/or inform decisions about the work, and be accountable for positive and equitable results and resources invested.
<b>Monitoring</b>	The ongoing monitoring and reporting of accomplishments, particularly progress towards pre-established goals.



Logic models are not reality, and should be understood as a way of representing best intentions, and as a guide to activities. Neither are they straight-jackets, and practitioners must also be free to take up unforeseen opportunities where these enhance the original goals of the Programme. In short, the realities of practice are never neat. Nevertheless, the difference between intention and actuality should be cause for discussion and learning.

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National Development Plan 2007 - 2013

An Roinn Gnóthaí Pobail,  
Comhionannais agus Gaeltachta  
Department of Community, Equality  
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