

**Audit of Social Inclusion Measures in the National  
Development Plan 2000 - 2006**

**County Donegal**

**July 2001**

## **Acknowledgements**

Tom Hobson & Associates would like to thank the members of the County Donegal Social Inclusion Measures Working Group for their assistance in carrying out this audit. Also, the large number of people in various Government Departments and agencies who responded to the request for information and who were helpful in providing details of their organisations' operations.

The provisions within the National Development Plan are currently in process of introduction so the information contained in this document represents a snapshot of the level of provision of NDP funded social inclusion supports in County Donegal at July 2001. The information presented has been provided by the organisations consulted but any inaccuracies in their interpretation are the responsibility of the author.

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## **Foreword**

Donegal County Development Board was established in March of 2000 as a partnership based board involving all sectors involved in development and public service delivery in Co. Donegal - Local Authorities, State Agencies, Local Development, Social Partners and the Community and Voluntary Sector.

One of the main tasks of the Board up to the beginning of 2002 is the preparation of an integrated development strategy for Co. Donegal encompassing economic, social and cultural matters. There has been broad consultation and participation in the strategy development process with the CDB operating through a range of Sectoral Working Groups, Focus Groups and Community Fora, as well as drawing on the experience and expertise of its members.

Social Inclusion and its promotion is a key remit of the CDB. Donegal CDB hosted a conference "Towards a County Strategy for Social Inclusion" in March of 2000. Arising from that conference a Social Inclusion Sectoral Working Group was set up to feed into and to inform the overall County Strategy.

In November of 2000, a Social Inclusion Measure (SIM) Coordination Group was set up at the request of the Interdepartmental Task Force with a view towards ensuring the most effective possible coordination of resources towards the end of social inclusion in the County. The SIM Coordination Group has had representatives from all organisations with

responsibility for Social Inclusion with NDP expertise in the County. (A list of these is in Appendix 3.)

A key role of this coordination Group has been the carrying out of this Social Inclusion Audit. This audit is a vital and valuable piece of work which will inform strategy for the future and provide a basis for ensuring the optimum amount of cooperation and most effective use of resources for the future.

The SIM Coordinating Group is now working out its plan for the future based on the findings of the audit. Obviously the Group welcomes any feedback on the document. Social Inclusion is, and will continue to be a key focus for Donegal County Development Board.

Michael Heaney,

Director of Community & Enterprise.

Paul Skinnader

Chairperson, SIM CO-ordinating Group

## Summary

Social Inclusion is a key priority objective within the National Development Plan 2000- 2006.

Provisions for Social Inclusion are woven throughout the component programmes of the NDP.

Social Inclusion Measures available to County Donegal are provided for in five of these programmes. These are:

- The Economic & Social Infrastructure Operational Programme;
- The Employment & Human Resources Operational Programme;
- The Productive Sector Operational Programme;
- The Border Midland West Operational Programme;
- The Peace 2 Programme.

At national level, responsibility for the various measures is spread across nine departments of government.

The NDP identifies a total projected expenditure of 4,886.7 million euros on Social Inclusion Measures in the BMW Region for the period 2000 – 2006.

The planned expenditure per capita on Social Inclusion of €5,062 in the BMW Region over the 2000-2006 period represents just 96% of the national average per capita expenditure and 95% of planned per capita expenditure in the Midlands South & East Region.

Given the complexity of Social Inclusion initiatives there is clearly a need for coordination at national, regional and local levels.

At local level the County Development Board can perform this function.

There are 11 key delivery bodies operating in County Donegal. This is not the sum total of delivery bodies as there is a layer of local voluntary and community groups active below these 11 bodies and in receipt of financial support through them.

The key delivery bodies identified in this audit are:

- FÁS - The National Training Authority
- Department of Social Community and Family Affairs (DSCFA)
- County Donegal Vocational Education Committee (VEC)
- North Western Health Board
- Donegal County Council
- Area Development Management Limited - Partnerships (3)
- Teagasc - The Agricultural Advisory and Training Authority
- Department of Justice, Equality and Law reform
- Department of Education
- Area Development Management / Combat Poverty Agency - Peace 2
- Udaras na Gaeltachta

Section 4 of this document provides a summary of the information available from each of the bodies.

The initiatives being operated in County Donegal cover all of the key target sectors in the community. The assessment of the adequacy of coverage was beyond the scope of this study.

The report concludes that the process of Social Inclusion Measure auditing is not exhaustive and that there is a need for further refinement of the methodology as

well as a need for key delivery bodies operating above county level to disaggregate their records to county level.

The key recommendation arising from the study is that the establishment of a Social Inclusion section within the County Council Community and Enterprise Unit could enable detailed analysis of need as well as ongoing tracking of expenditure, thereby providing a rational basis for ensuring that the community of County Donegal is receiving its fair share of resources.

## 1.0 INTRODUCTION

As the Irish economy continues to expand there is a growing concern about problems of social exclusion caused by unequal distribution of wealth and the difficulties experienced by certain groups and places in participating in the increasing opportunities for socio-economic development. The National Development Plan (NDP) 2000 - 2006 provides a variety of measures designed to tackle the challenge of promoting greater social inclusion.

Reflecting the multi-faceted nature of social exclusion, the measures designed to promote inclusion are dispersed throughout the component programmes of the NDP and a wide range of departments of government and local agencies and organisations are involved in their delivery. Furthermore, County Donegal qualifies for support from a number of additional special development provisions i.e. the Gaeltacht, Interreg, International Fund for Ireland, Western Development Commission and the Peace Programme. Supports available from these sources include measures that may enhance social inclusion. This presents a complex policy scene making it difficult to track expenditure on social inclusion and to identify gaps in provision. It also presents a need for coordination and linkage between those bodies responsible for implementation.

The County Development Boards (CDBs) have the task of coordinating initiatives at county level. As part of the reform of local government each CDB is required to establish a local Social Inclusion Measures coordinating group. County Donegal Development Board has established a Social Inclusion Sectoral Working Group as part of its organisational structure, with the role of informing Social Inclusion Strategy for the county. A smaller Social Inclusion Measures Group is also established to monitor activity in the field.

The Social Inclusion Measures Group has commissioned Tom Hobson and Associates to prepare this Audit of Social Inclusion Measures in County Donegal.

The brief for the audit was to:

- Identify the Social Inclusion Measures funded under the National Development Plan (NDP) that impact on county Donegal;
- Identify the associated Financial Allocations;
- Identify the relevant Implementing Bodies;
- Identify the extent of co-ordination of social inclusion at present and associated mechanisms;
- Identify work with specific target groups;
- Make recommendations concerning how to enhance coordination of social inclusion work in the county.

The intended function of the audit is:

- To provide a benchmark to gauge the level of provision and the resources, being applied to social inclusion in County Donegal;
- To map the stream of social inclusion funds, identifying the relevant intermediate bodies and delivery agents;
- To provide a basis for identifying gaps in provision of services and supports;
- To suggest ways in which coordination and linkage may be improved.

The document is structured as follows:

- Section 2, provides a description of the methods used to prepare the audit;
- Section 3, presents conclusions and recommendations arising from the background research for the document.

- Section 4 provides an overview of social inclusion policy at national level and an analysis of the National Development Plan showing the location of Social Inclusion Measures relevant to County Donegal;
- Section 5, reports on Measures being implemented in Co. Donegal by a range of local bodies. It identifies the target groups of the various initiatives, the provisions for coordination and, where possible, identifies the budget or scale of operation.

## 2.0 METHODOLOGY

The preparation of this audit involved four key tasks.

Task 1 involved an analysis of the National development Plan (2000 – 2001) and related documents to map out the provisions for Social Inclusion relevant to county Donegal contained within it.

Task 2 involved an initial series of telephone interviews with key government departments to identify the arrangements in place to deliver social inclusion measures through intermediary bodies. These interviews were also used to gather views and comments on the issue of coordination of social inclusion initiatives as well as the level of involvement by the relevant agencies and organisations in coordination mechanisms.

Task 3 involved the collection of information from the delivery bodies using a base information form. The distribution of the forms was preceded by introductory telephone conversations to identify the key individual who could best supply the information. Where there were difficulties in eliciting information through the base information forms, follow up telephone interviews were used to attempt to fill the gaps.

Task 4 involved the collation of the information and report writing.

A list of bodies consulted is given in Appendix 1

A sample of the Base Information form is provided at Appendix 2.

## 3.0 CONCLUSIONS & RECOMMENDATIONS

### 3.1 Conclusions

This audit is not exhaustive in terms of its identification or quantification of Social Inclusion Measures at county level. A number of factors contribute to this shortcoming:

- There is a lack of clarity in the NDP regarding the implementation arrangements for certain Measures;
- There is a low level of information on a county basis within some organisations working on a national or regional level;
- Certain Social Inclusion Measures are only now being introduced and information is not yet available on allocations;
- The preparation of this audit was quite limited in time and resources.

The report does however provide a framework for future auditing. This can be refined and improved through closer liaison with the responsible bodies.

This audit has identified a large number of initiatives designed to promote social inclusion, being implemented under the NDP in Co. Donegal.

These initiatives cover all geographic areas and the groups at risk of exclusion.

The complexity of the policy scenario presents a high risk of duplication of effort particularly in the community and education sectors.

However, there are numerous mechanisms in place to provide for coordination of effort and linkage between initiatives. Partnership Boards, LEADER Boards, County Childcare Committee and more recently the County Development Board are among the structures that have facilitated improved liaison. The effective operation of these structures is limited by the resource and time availability of the organisations involved. Larger organisations made comment about the difficulties they experience in trying to serve the numerous boards on which they are required to be represented. Rationalisation of the coordination arrangements would be welcome.

Most of the key organisations operating in the county appear to have developed good informal working relationships through liaison on individual client cases.

The Department of Education and Science would appear to be particularly poorly placed to achieve coordination between its initiatives and those of local bodies due to the fact that the Department has no county based representative structure to enable effective engagement with local development interests.

Among those consulted there was general agreement on the need for one coordinating body at county level and endorsement of the County Development Board taking a lead role in coordination between social inclusion delivery agents.

## 3.2 Recommendations

### Key Recommendations

- The SIM Co-ordinating Group should undertake to agree protocols with the delivery agents of Social Inclusion Measures to ensure:
  - a) resources are targeted at those areas and groups in greatest need
  - b) optimum co-ordination between delivery agents
  - c) consultation and participation of target groups takes place.
  
- The SIM CO-ordinating Group should consider the establishment of a Social Inclusion Unit within the Community and Enterprise Unit to undertake the various functions that this role demands. The rationale for establishing such a unit has already been developed in a document prepared by the Community and Enterprise Unit in December 2000. Further lobbying should take place to secure a Social Inclusion Unit in Donegal;
  
- The proposed Social Inclusion Unit, within the County Council Community and Enterprise Unit with support from the SIM Co-ordinating Group should develop a system to monitor allocations to social inclusion initiatives in the county on an annual basis. This would involve the development of a range of templates tailored to the particular measures being tracked and establishment of close links with the bodies responsible for the management of these measures so that they are clear about the type and format of the information required. The work carried out in this audit provides a basis for developing and refining such a system.

- Through highlighting the need for improved coordination of Social Inclusion Measures at county level the County Development Board could encourage improved liaison on an informal basis between delivery agents. The preparation of a range of selected case studies from around the county to illustrate best practice in coordination and linkage could provide a useful resource.

#### General Recommendations

- At the regional level, there is a need to monitor Social Inclusion expenditure to ensure that allocations within the NDP are disbursed within the BMW Region;
- There is a need for collaboration with regional and national bodies on the need to disaggregate information to the county level. There may be scope for doing this on a pilot basis with for example, the Department of Education, Social Inclusion Unit;
- A system for identifying priority areas for intervention both by location and target group should be established. This might involve a means of mapping the spatial spread of social exclusion and the geographic focus of responses in order to enable the identification of gaps and shortfalls in delivery. This might involve a regular survey of community and voluntary organisations;
- Consideration should be given to the inclusion of initiatives outside of the National Development Plan in future audits of social inclusion initiatives;

- Large organisations with extensive responsibility for social inclusion may need to consider nominating a single individual to liaise with other key delivery agents on the local coordinating bodies;

## **4.0 OVERVIEW - PROMOTING SOCIAL INCLUSION WITHIN THE NATIONAL DEVELOPMENT PLAN**

### **4.1 The National Policy Context**

Commenting on Ireland's recent economic development and the reduction in many of the key indicators of social exclusion, the National Development Plan (NDP) 2000-2006 notes that:

*"---not everyone has benefited proportionally from this new-found prosperity - indeed, the disparity between high income earners and the socially excluded may even have widened. In addition, concentration of poverty may be intensifying in certain areas. Indeed, in many disadvantaged communities, poverty, social deprivation and the effects of marginalisation are becoming, or may have already become, endemic and inter-generational."*

(National Development Plan 2000-2006)

For these reasons Social Inclusion is now a key priority in Ireland's national policy agenda. Promoting Social Inclusion is identified as one of four specific objectives of the National Development Plan 2000-2006.

A document setting out the intended scope and delivery of the National Spatial Plan identifies: "improving the quality of life for all sections of society" as one of five key objectives in the achievement of balanced and sustainable development in

Ireland. (National Spatial Strategy – Scope and Delivery. Department of the Environment and Local Government; 2001).

Preliminary drafts of the Programme for Prosperity and Fairness also reaffirm the importance of Social Inclusion identifying two of the four key aims of the Programme as being to:

- improve the quality of life and living standards for all;
- bring about a fairer and more inclusive Ireland.

The National Anti-Poverty Strategy defines Social Exclusion as:

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

(National Anti-Poverty strategy)

Neither the National Anti-Poverty Strategy nor the National Development Plan actually provides a definition of Social Inclusion Measures but for the purposes of this document the term is taken to refer to any measures designed to ameliorate social exclusion.

Social exclusion is a broader concept than poverty. While poverty is a key cause of social exclusion, exclusion is not solely the result of low financial resources. Poverty is defined as follows:

*"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".*

(National Anti-Poverty strategy)

The NDP proposes a “multi-faceted approach to the promotion of Social Inclusion, including targeted interventions aimed at areas and groups affected by poverty and social exclusion throughout the community”.

The multi-faceted nature of the problems and the wide range of target groups affected is reflected in the finding of the Interdepartmental Working Group on Social Inclusion that; the National Development Plan contains a total of forty (40) different measures aimed at promoting Social Inclusion among thirty-eight (38) distinct target groups.

(Working Group Report LG 66/20.55)

At national level, responsibility for the various measures is spread across nine departments of government as follows:

- Department of Education & Science
- Department of Environment & Local Government
- Department of Enterprise, Trade & Employment
- Department of Social, Community & Family Affairs
- Department of Agriculture, Forestry & Rural Development
- Department of Justice, Equality & Law Reform
- Department of Health & Children
- Department of the Taoiseach
- Department of Tourism, Sport & Recreation

The range of measures being implemented in an area will depend on the particular needs of the locality. Delivery patterns will therefore vary from area to area but up to twenty-four (24) local agencies or bodies may be involved in the delivery of measures to promote Social Inclusion at the local level.

#### **4.2 Structure of the National Development Plan 2000–2006.**

The National Development Plan contains seven component operational programmes. Social Inclusion Measures are woven through the various operational programmes. Social Inclusion Measures available to County Donegal are provided for in five of these programmes. These are:

- The Economic & Social Infrastructure Operational Programme;
- The Employment & Human Resources Operational Programme;
- The Productive Sector Operational Programme;
- The Border Midland West Operational Programme;
- The Peace 2 Programme.

The Operational Programmes for Economic & Social Infrastructure, Employment & Human Resources, and the Productive Sector are elements of the Inter-regional Operational Programme which applies to the whole country. These programmes contain a variety of measures designed to promote social inclusion targeted at specific areas or groups. These measures are nation-wide, cutting across the two sub-regions.

The Border Midlands & Western Regional Operational Programme contains a set of measures specifically geared towards the promotion of Social Inclusion. These are contained within the Social Inclusion and Childcare Sub-Programme. This Sub-Programme contains the following Measures:

- Childcare
- Equality
- Community Development & Family Support
- Crime Prevention
- Youth Services
- Services to the Unemployed.

The Peace 2 Programme forms a part of the National Development Plan and will apply to County Donegal.

Priority 2 (Sub-Programme) makes provision for Social Inclusion:

- Priority 2: Social Integration, Inclusion and Reconciliation

#### **4.3 Analysis of the Social inclusion elements of the National Development Plan Relevant to County Donegal**

The location of Social Inclusion Measures within the NDP outlined above is summarized in Figures 1 to 6 on the following pages.

{Figures in brackets ( ) provide cross reference to the analysis of Social Inclusion Measures provided in the report of the National SIM Working Group.}

I have added the report to the document so this now needs to be referenced

Figure 1

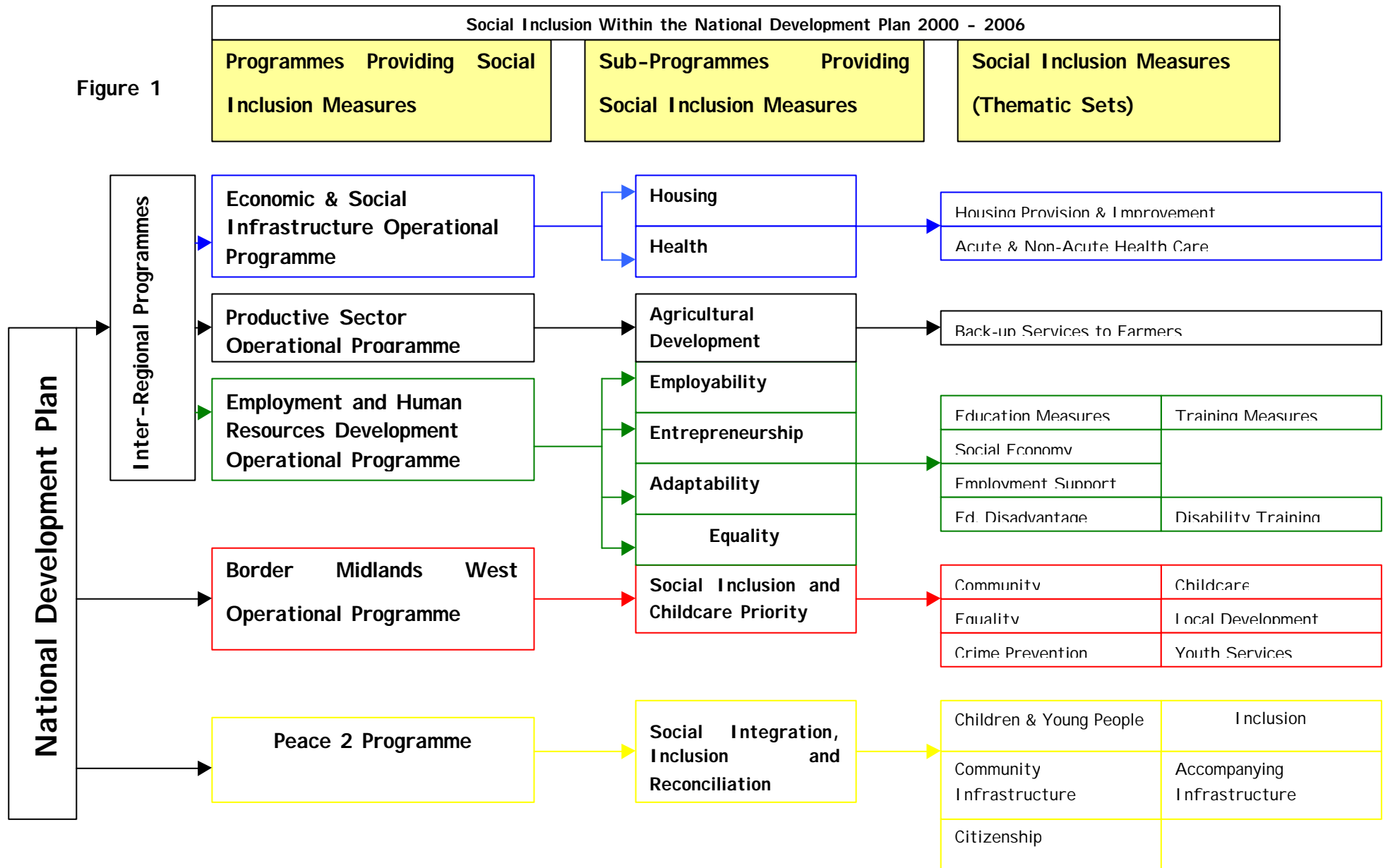


Figure 2

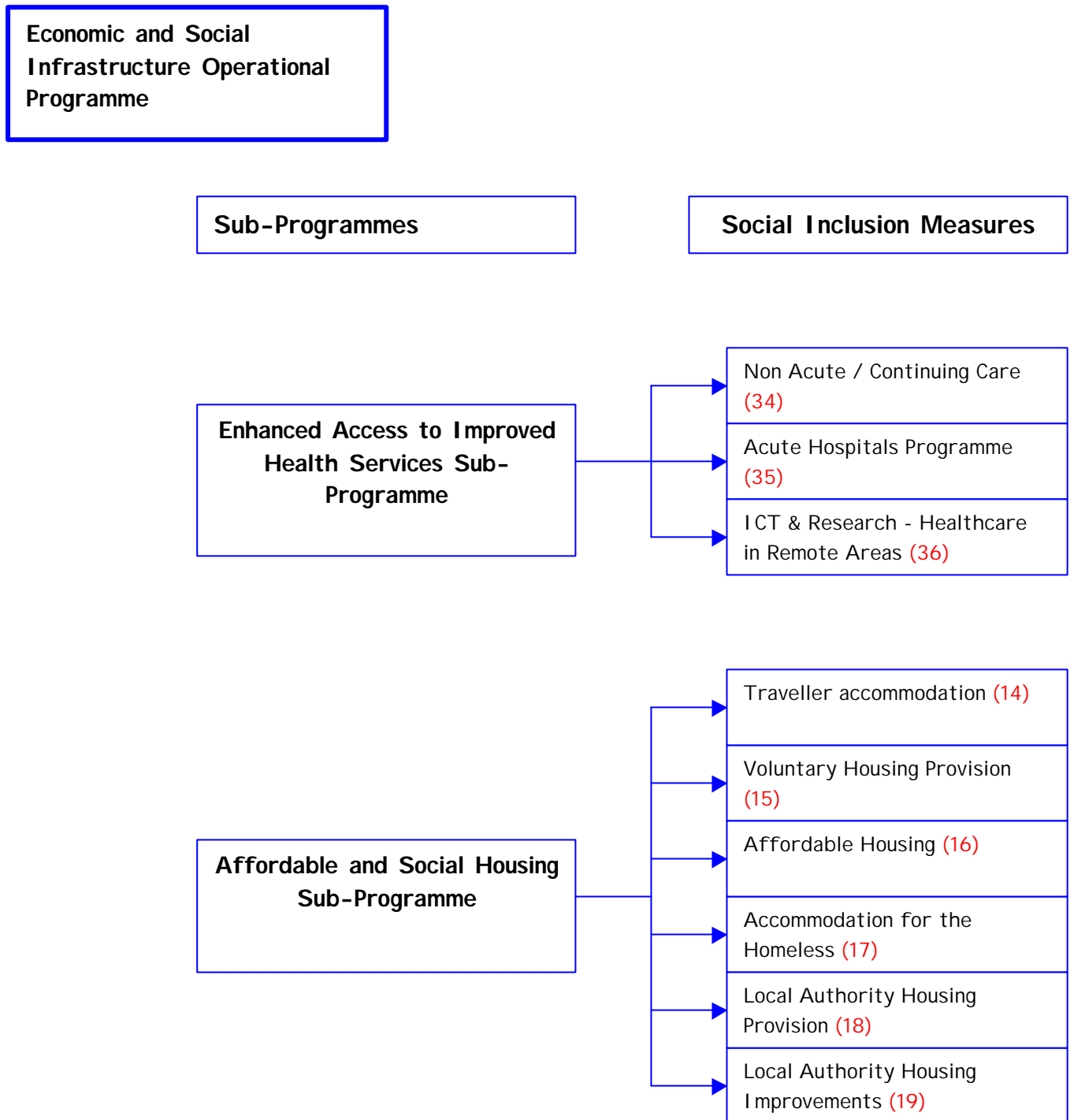


Figure 3

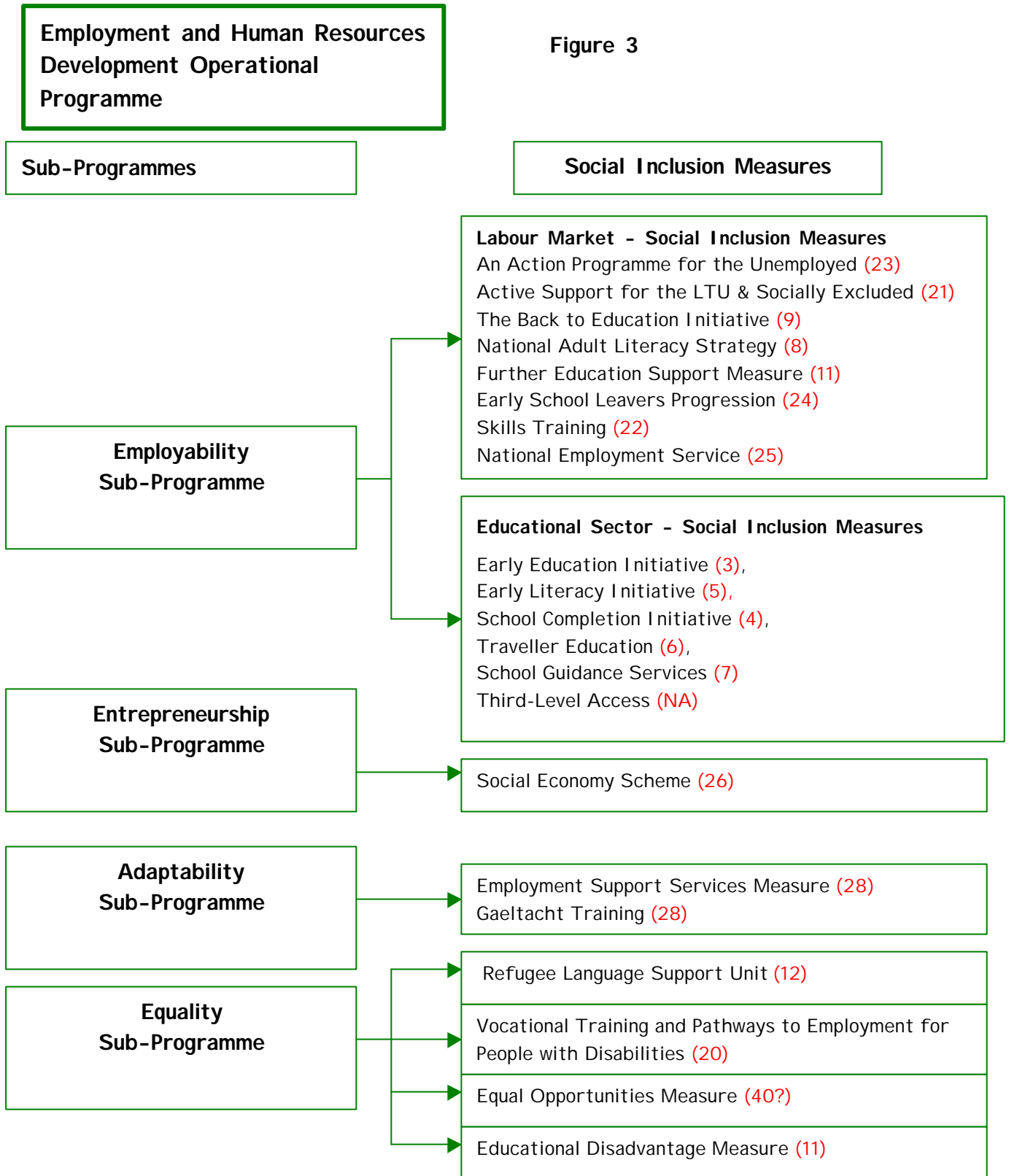


Figure 4

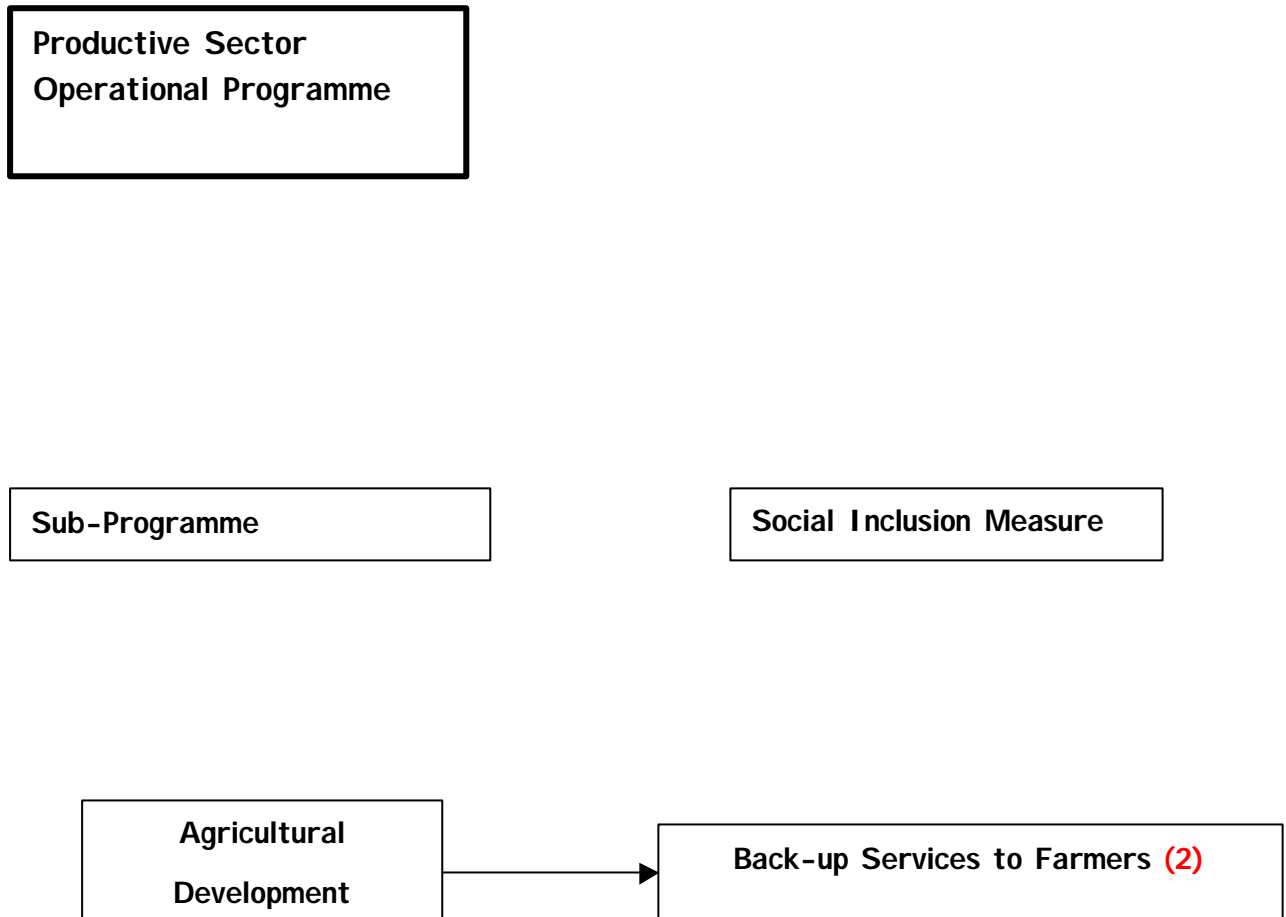


Figure 5

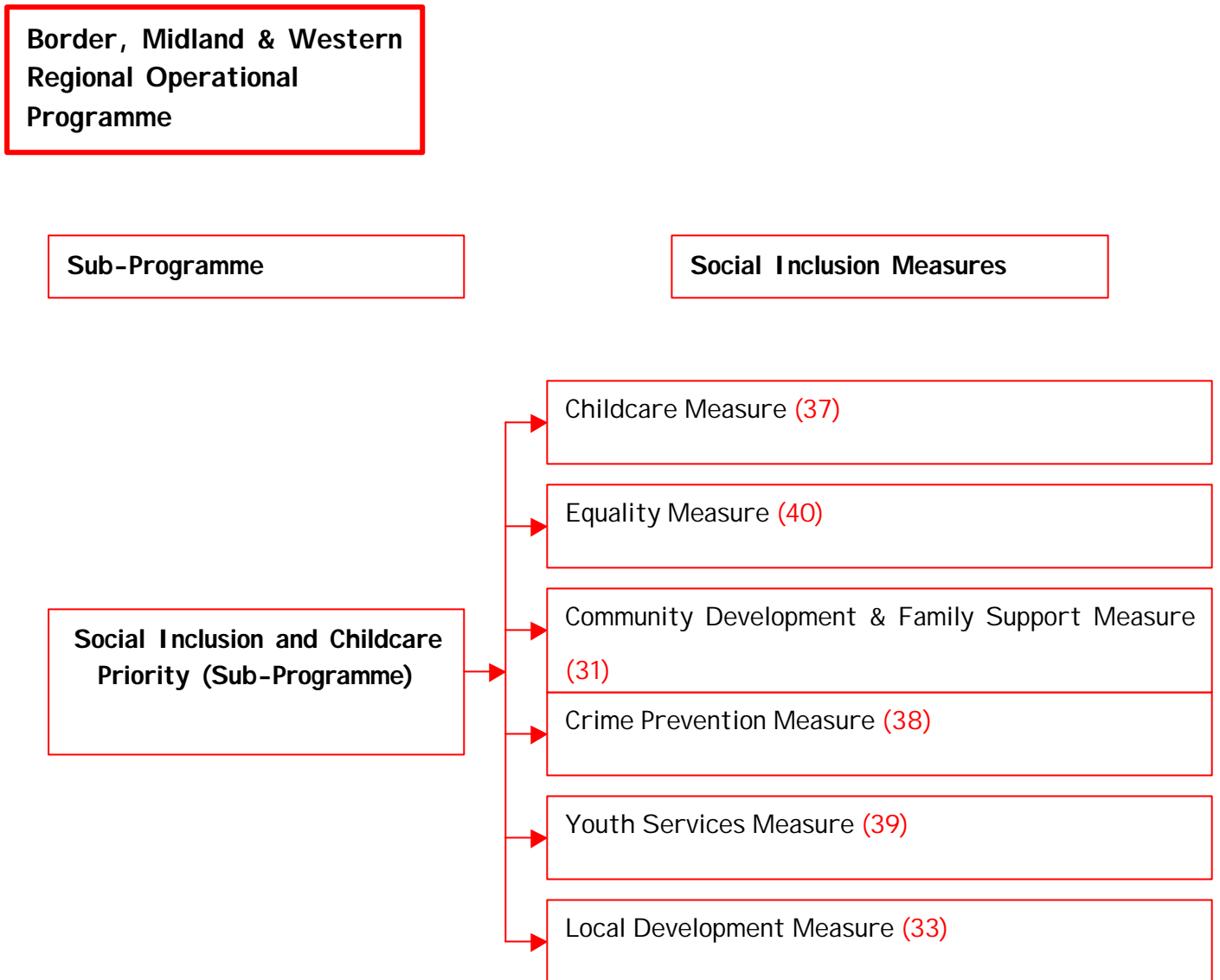
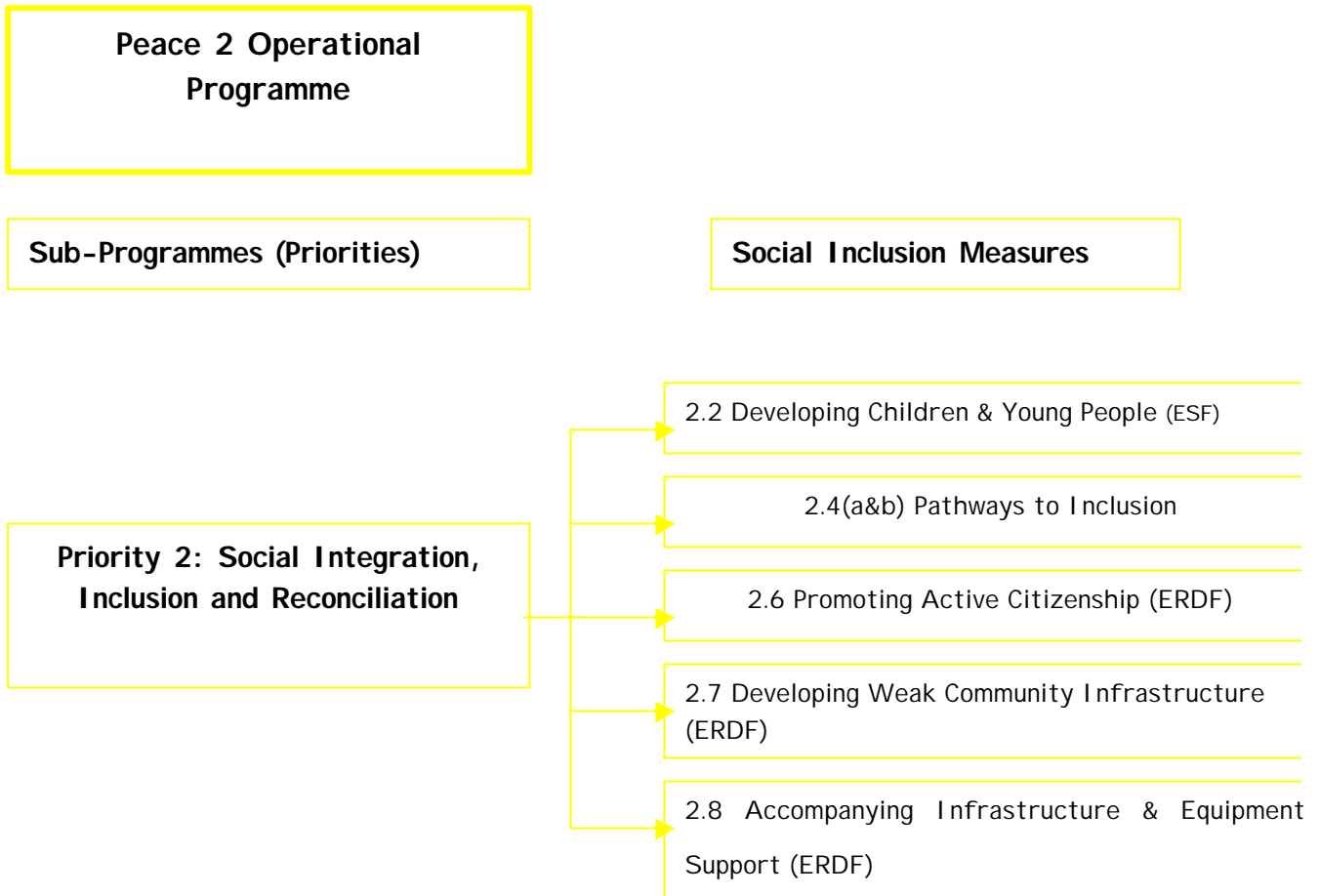


Figure 6



#### 4.4 Planned Expenditure on Social Inclusion in the Border Midlands West Region 2000-2006

The NDP identifies a total projected expenditure of €4,886.7 million on Social Inclusion Measures in the BMW Region for the period 2000 – 2006.

This planned expenditure is summarised in figure 7.

**Figure 7**

Operational Programme	Planned Social Inclusion Expenditure BMW Region (Meuros)
Economic & Social Infrastructure	2,451.9
Employment & Human Resources	2,154.7
BMW Region	280.1
<b>Total</b>	<b>4,886.7</b>
Expenditure per capita (euros)	<b>5,062</b>

(Source: National Development Plan 2000-2001)

This breakdown is not analysed in greater detail in the NDP so the origins of the totals are not transparent.

Figure 7 excludes the measure providing for the Rural Viability Programme to be operated by Teagasc. This Measure is included by the Working Group on Social Inclusion in its analysis of the NDP suggesting that, to some extent, the designation of a measure as promoting social inclusion is somewhat arbitrary. This summary also excludes provisions for social inclusion under the Peace 2 Programme.

Based on the total expenditure identified in figure 7, the expenditure per capita on Social Inclusion of €5,062 in the BMW Region over the 2000-2006 period

represents just 96% of the national average per capita expenditure and 95% of planned per capita expenditure in the Midlands South & East Region.

A trawl of the National Development Plan to track social exclusion expenditure, carried out in the course of this audit, failed to match the figures shown in figure 7.

Figure 8 shows the results of this trawl identifying the measures to promote social inclusion as identified by the Inter-departmental Working Group.

This analysis suggests that the total financial pool for social inclusion within the National Development Plan, applying to Donegal as a constituent county of both the BMW Region and the Designated Border Counties Area for Peace 2, is in excess of €4,789.31 million.

This is broken down in figure 8:

Figure 8

**Budget Allocations for Social Inclusion Measures in the Border, Midlands & West Region**

Sub-Programme or Measure	BMW Indicative Allocation (2000-2006) (Million euros)
<b>Enhanced Access to Improved Health Services Sub-Programme</b>	<b>Total 764</b>
<b>Affordable &amp; Social Housing Sub-Programme</b>	<b>Total 1,682</b>
<b>Employability Sub-Programme - Labour Market - Social Inclusion Measures</b>	<b>Total 1401.9</b>
An Action Programme for the Unemployed (23)	252.5
Active Support for the LTU & Socially Excluded (21)	654
The Back to Education Initiative (9)	300.9
National Adult Literacy Strategy (8)	21.6
Further Education Support Measure (11)	10.2
Early School Leavers Progression (24)	59.3
General Training/Skills Training (22)	35.2
National Employment Service (25)	68.2
<b>Employability Sub-Programme - Educational Sector - Social Inclusion Measures</b>	<b>Total 115.6</b>
<b>Entrepreneurship Sub-Programme - Social Inclusion Measures</b>	<b>Total 81.3</b>
Social Economy Scheme (26)	81.3
<b>Adaptability Sub-Programme</b>	<b>Total 361.9</b>
Employment Support Services Measure (28)	361.9
<b>Equality Sub-Programme</b>	<b>Total 69.9+?</b>
Refugee Language Support Unit (12)	1.3
Vocational Training and Pathways to Employment for People with Disabilities (20)	67.3
Equal Opportunities Measure (40?)	No regional breakdown
Educational Disadvantage Measure (11)	1.3
<b>Productive Sector - Social Inclusion Measures</b>	Not identified

Back-up Services to Farmers (2)	Not identified
<b>Border, Midlands &amp; West Region Operational Programme - Social Inclusion Measures</b>	<b>Total 280.1</b>
Childcare Measure (37)	87.6
Equality Measure (40?)	7.8
Community Development and Family Support Measure (31)	61.4
Crime Prevention Measure (38)	27.2
Youth Services Measure (32)	57.1
Local Development Measure (33)	39.0
<b>Peace 2 (Allocations for 6 Border Counties) - Social Inclusion Measures</b>	<b>Total 32.61</b>
2.2 Developing Children & Young People (ESF)	
2.4(a&b) Pathways to Inclusion	
2.6 Promoting Active Citizenship (ERDF)	
2.7 Developing Weak Community Infrastructure (ERDF)	
2.8 Accompanying Infrastructure & Equipment Support (ERDF)	

#### 4.5 Co-ordination

Given the complex nature of the arrangements for actions to promote Social Inclusion, there is clearly a critical need for coordination of effort to ensure that provision is adequate in relation to need, that duplication is avoided and, that there is scope for achieving synergy through linkage of initiatives in a particular area. Linkage between different initiatives focussing on a particular target area or group can achieve a synergetic effect. For example, packaging a skills retraining programme with childcare provision and adult literacy tutoring presents a readily accessible development opportunity to the individual as opposed to a situation where each of these three services are delivered in isolation.

At a national level there is a need for coordination between the departments of government involved in managing social inclusion measures.

While primary responsibility for the allocation of funds lies with government departments at central level, regional and local intermediary bodies play an important role in delivery of NDP funded actions to target groups and areas. Thus there is also a need for coordination and linkage at these levels.

##### National Level

The National Working Group on Social Inclusion Measures noted in its report that:

"..... unless State Agencies and Government Departments are committed to developing a more coherent approach to the delivery of programmes, achieving a less complex delivery landscape at local level, their local offices are unlikely to do so. It is important therefore that any local integration process be complemented by a framework developed centrally or at least that arrangements emerging locally should be supported centrally and any barriers to progress removed."

At national level an Equal Opportunities and Social Inclusion Co-ordinating Committee is established. This is described as:

"A horizontal co-ordinating committee representative of all the management authorities for the programmes, the main implementing bodies and appropriate bodies responsible for equal opportunities issues, will be established to promote and co-ordinate the policy. This committee will monitor the situation across programmes and will report progress to the CSF Monitoring Committee. The CSF and Operational Programme Monitoring Committees will have ultimate responsibility for securing the maximum application of this horizontal priority." (Community Support framework 2000-2006)

#### Regional Level

The Border, Midlands and Western Regional Assembly acts as the management authority for the BMW Operational Programme. The Operational Programme Document specifies the establishment of a Programme Monitoring Committee. This Committee will provide some degree of coordination of the delivery of the Measures. There is no specific provision for coordination of Social Inclusion Measures or the reporting of information on a county basis.

#### Local (County) Level

During the preparations for the NDP a working group was established to provide comment and guidelines on the achievement of greater coordination of effort in promoting Social Inclusion. This Working Group was reporting to a Cabinet Sub Committee on Social Inclusion and its supporting Senior Officials Group.

The report of this working group provides useful insights and commentary on coordination as follows:

"The consensus within the (National) Working Group was that the County Development Board structures should be used to co-ordinate social inclusion at county / city level. These

structures will be fully developed by early 2002, when all CDBs will have drawn up their agreed Strategies on Economic, Social and Cultural Development. It is to be expected that these Strategies will take on board the Task Force recommendations re boundaries / common areas. In the meantime, Area-Based Partnership Companies, ADM-supported community groups, as well as CEBs and LEADER groups, will work with the Director of Community and Enterprise, and indeed with the other members of the CDBs.

Where there is potential for duplication in proposed new programmes or services, the onus should be on the funding body to implement a consultative process at local level through which relevant providers are contacted. For example, introducing a new service for Early School Leavers, could involve consultations with FÁS, VECs, Area Partnerships, Probation and Welfare, Garda and Juvenile Liaison Service, youth and community groups, Health Board etc. The consultations would need to focus on:

- establishing the level of existing services of the nature proposed in the area across all providers
- identifying the role of different actors at local level in responding to needs
- taking into account the views of the other providers as to how the service proposed meets the needs of the local area as part of an integrated area-based approach, including any perceived impact on existing services. "

The facilitation of this process has become the responsibility of the County Development Board.

The structure of the County Development Board in Donegal is designed to enable effective coordination of initiatives for social inclusion. The Board itself includes senior management of the key agencies involved in the delivery of social inclusion supports within the county and wider region. The sub-structures of the Board include a range of Sectoral Working Groups one of which focuses specifically on Human Resources and Social Inclusion. The Sectoral Working Groups include representatives from the key agencies in the following relevant sectors:

Social & Family Affairs,  
Housing,  
Health,  
Rural Development,  
Lifelong Learning.

In addition, the Donegal County Council Community and Enterprise Unit facilitates the convening of the Social Inclusion Measures Group, which has commissioned this study. The membership of this group includes individuals working on the ground with disadvantaged groups and provides a useful forum for information exchange and development of an overview of social conditions in the county. The members of this group are listed in Appendix 3.

The primary purpose of effective coordination is the avoidance of gaps and duplication in provision of services. This must be based on accurate and detailed information about need at local level and requires regular communication on an ad hoc basis between the potential providers of appropriate services as well as formally with the Community and Enterprise Unit.

The research for this audit showed that there is generally a good level of coordination occurring in the county and turned up some examples of effective linkage. The Raphoe Youth Diversion Project involving a local voluntary group, the Garda Síochána and the Health Board combining their expertise and resources provides just one example of good practice.

## 5. NDP SOCIAL INCLUSION MEASURES IN COUNTY DONEGAL

This section examines the activities of the key delivery bodies for Social Inclusion Measures in the county.

These agencies are:

1. FÁS – The National Training Authority
2. Department of Social Community and Family Affairs (DSCFA)
3. County Donegal Vocational Education Committee (VEC)
4. North Western Health Board
5. Donegal County Council
6. Area Development Management Limited - Partnerships
7. Teagasc – The Agricultural Advisory and Training Authority
8. Department of Justice, Equality and Law reform
9. Department of Education
10. Area Development Management / Combat Poverty Agency – Peace 2

For each of these bodies, this section provides information on the Measures for which they have a responsibility, the initiatives being undertaken at the local level, the population group/s being targeted, and where possible an assessment of the level of activity.

The information contained in this section is not exhaustive as in some cases only limited information was available at the county level and at the detailed level of NDP Measure.

## 5.1 FÁS Social Inclusion Initiatives under the National Development Plan

All FÁS Programmes and Initiatives, except Apprentice Training and Training Support Scheme, promote Social Inclusion.

The FÁS services are delivered through three lines:

- Community Services Unit
- Placement Services
- Training Centres & Outreach

The Community Services Unit is involved in the delivery of the following Initiatives which are supported under the NDP:

- Community Employment Scheme
- Jobs Initiative Programme
- Social Economy Programme
- Adult Literacy
- Local Training Initiative
- Community Training Programme
- Community Enterprise Programme
- Special Needs Training
- Jobs Clubs
- Placement Services.

These are located within the National Development Plan as follows:

Figure 9

**FÁS Social Inclusion Initiatives in Co. Donegal by NDP Measure**

<b>NDP Measure</b>	<b>FÁS Social Inclusion Initiative</b>
<b>Active Measures for Long Term unemployed and Socially Excluded</b>	<ul style="list-style-type: none"> <li>• Community Employment Scheme</li> <li>• Jobs Initiative Programme</li> <li>• Community Enterprise Programme</li> </ul>
<b>Action Programme for the Unemployed</b>	<ul style="list-style-type: none"> <li>• Jobs Clubs</li> <li>• Placement Services</li> </ul>
<b>Social Economy Measure</b>	<ul style="list-style-type: none"> <li>• Social Economy Programme</li> </ul>
<b>Skills Training</b>	<ul style="list-style-type: none"> <li>• Local Training Initiative</li> <li>• Community Training Programme</li> <li>• Customised Training</li> </ul>
<b>Vocational Training for Disabled</b>	<ul style="list-style-type: none"> <li>• Special Needs Training</li> </ul>
<b>Adult Literacy</b>	<ul style="list-style-type: none"> <li>• Adult Literacy (delivered with Community Employment Schemes)</li> </ul>

## **FÁS - Details of Activity in Co. Donegal:**

### Community Employment Scheme

This programme is specifically designed to assist the Long Term Unemployed undertake worthwhile work within their own communities, gain new skills and thus re-integrate them to enter mainstream employment, further education, enterprise, etc.

Throughout Donegal at any given time approximately 1,370 are participating on Community Employment at an approximate annual cost of £12,405,000 (€15,754,350).

This programme operates in every geographical area in the county and covers virtually all types of activity beneficial to the individual and the community at large. To facilitate the change from unemployment to employment, Training and Development is now incorporated in every project to deliver the most suitable development required to the individual participant.

In a recent initiative within Community Employment, core skills training is being made available to those who request/require this intervention. This programme allows for the training of the core transferable skills that all positions require, and in turn allows the participant to best identify their own training requirements.

Note that, on a phased basis the Social Economy Programme will replace the current Community Employment Programme (see below).

### Jobs Initiative Programme

This FÁS initiative is run through the Partnership companies in Donegal. Throughout the county there are 90 participants, all over 35 and over 3yrs unemployed, working with local community groups assisting them in achieving their goals. These individuals are employed for a period of up to three years at an approximate annual programme cost of £1,113,840 (€1,415,577). This Programme is funded under the Active Measures for the Long Term Unemployed and Socially Excluded.

### Social Economy Programme

This Programme is currently being introduced on a phased basis throughout the country. Within Donegal, at this time a number of Business Plan Grants have been approved. Other submissions are still being made. In the FÁS North West regional area £1,253,625 (€1,592,104) has been allocated initially to the programme. The actual amount to be spent in Donegal will vary depending on applications and numbers approved.

When fully operational, the dedicated Social Economy Programme will provide for an annual investment of £41 million (€52 million) nationally. Resources from the NDP are being made available to allow for the immediate start-up of Social Economy initiatives. It will be funded partially through a reallocation on a phased basis of a proportion of funding currently committed to the Community Employment (CE) scheme. It will include a reallocation of participants and supervisory staff currently committed to CE. Funding from the remodelling of the FÁS Community Enterprise Programme will also be available. Funding will be kept under review.

The Programme will provide a range of services, encourage new types of services and provide employment along a continuum between commercial and statutory service provision.

The Programme will be particularly targeted at disadvantaged communities and long-term unemployed people.

The Social Economy Programme will provide funding for three types of enterprise:

- Community Businesses, ultimately financed from trading income alone and which would be expected to move into self sustaining viability in the medium term;
- Deficient Demand Social Economy Enterprises, where the demand for particular goods and services within a community is not matched by resources to pay for them, due to disadvantage or low density of population;
- Enterprises based on public sector contracts, where public sector expenditure in disadvantaged areas and communities is sub-contracted to local social economy enterprises.

(Dept. of the Taoiseach - Prosperity and Fairness; Framework III for Social Inclusion and Equality)

#### Adult Literacy.

Under the Customised Training budget a special initiative to assist in Literacy has been set up in Donegal in 2001. One dedicated programme has been set up at a cost of £18,000 (€22,860).

### Local Training Initiative.

Under this initiative, five different Community Response Programmes are in operation in County Donegal. At any given time up to 45 trainees are participating on these programmes within their own communities at a total programme cost of £351,000 (€445,770) per year.

### Community Training Programme

Four Community groups currently operate this programme to assist with the development of social related activities. Approximately £355,980 (€452,095) has been allocated within Donegal for this programme.

### Community Enterprise Programme

The CEP is funded through the Active Measures for LTU and Socially Excluded. Five community groups are availing of assistance from this fund to promote various developments. These range from the development of a Woman's Group to the management of Community Based Resources.

In addition to these, funding is also provided to the Partnership Companies in the promotion and Development of the Social Economy. For the 2001 period approximately £147,000 (€186,690) has been allocated towards this Programme.

### Special Needs Training.

In conjunction with the National training and Development Institute, Lifford and the North Western Health Board, 48 participants are undertaking special needs training depending on their particular situation. Approximately £440,000 is allocated to this programme in Donegal during 2001. Since the allocation of places to the NWHB is on a regional basis, their distribution within the region may vary slightly. The delivery of this Measure is contracted out to the North Western Health Board.

### Jobs Clubs.

FÁS funds the Partnership Companies to run three Jobs Clubs within Donegal. These are based in Bunrana, Derrybeg and Ballyshannon. Satellite locations operate throughout the county. £151,000 is allocated towards this initiative.

### **Co-ordination and Linkage**

FÁS actively pursue a policy of co-ordination and co-operation in all of its activities. In the delivery of the above programmes FÁS Community Services consults with all of the local sponsors within their area of activity. Consultation is entered into with the Local Partnership Companies in relation to proposed CE activity as per National Framework Agreement.

Within Donegal, FÁS liaises on a regular and formal basis with the following:

Inishowen Partnership Company

Donegal Local Development Company

MFG

Donegal County Council

Údaras Na Gaeltachta

D.S.C.F.A

N.W.H.B.

TACA

N.T.D.I

I.F.I.

In addition to the above, FÁS staff also participate on a number of Local Working Groups as either Directors or Committee Members as FÁS nominees to these groups.

These are:

Tir Boghaine

Donegal Heritage Management Committee - Ramelton.

Board of Management St Fiachra's Training Centre

DLDC Board

Donegal Travellers Focus Group

Comdhail na Oilean

Fiontar na Cuinge

Midas - NOW Programme

Forbairt Fiontar

Figure 10

## Summary of FÁS Social Inclusion Provision in Co. Donegal

Initiative	Target Group	Approximate Number of Participants	Current Annual Budget (£s)	Notes
Active Measures for the LTU (21)	Unemployed	1370	12,405,000	
Jobs Initiative Programme.	Unemployed	90	1,183,840	
Social Economy Programme.	Disadvantaged Communities & Unemployed	Not yet selected	Not yet allocated	£1,253,625 p.a. allocated for NW region
Adult Literacy	Participants in Programmes		18,000	1 project
Local Training Initiative.	Underskilled	5 projects 45 trainees	351,000	
Community Training Programme.	Disadvantaged Communities	4 groups	355,980	
Community Enterprise Programme	Disadvantaged Communities	5 groups	147,000	
Special Needs Training.	Those with special needs	48	440,000	Contracted to NWHB
Jobs Clubs	Unemployed	3 projects	151,000	

## **5.2 Department of Social, Community & Family Affairs (DSCFA) - Social Inclusion Initiatives under the National Development Plan**

The DSCFA is involved in the delivery of the following initiatives, funded under the Community Development and Family Support Measure within the BMW Operational Programme:

- Community Development Education & Training Grants Scheme
- Scheme of Grants for Locally-Based Community and Family Support Groups
- Family and Community Services Resource Centre Programme
- Community Development Programme
- Money Advice and Budgeting Service.

The DSCFA operates on a Northwest region basis.

Figures for the Employment Support Services in County Donegal were not available from published sources.

Figure 11

**Department of Social, Community and Family Affairs - Social Inclusion Initiatives in Co. Donegal by NDP Measure**

<b>NDP Measure</b>	<b>DSCFA Social Inclusion Initiative</b>
<b>Employment Support Services (28)</b>	<ul style="list-style-type: none"> <li>• Back to Work Allowance Scheme</li> <li>• Back to Work Enterprise Allowance Scheme</li> <li>• Back to Education Allowance Scheme</li> </ul>
<b>Community Development - Family Support Measure (29)</b>	<ul style="list-style-type: none"> <li>• Family and Community Services Resource Centre Programme</li> </ul>
<b>Community Development Programmes Measure (27)</b>	<ul style="list-style-type: none"> <li>• Community Development Programme</li> <li>• Specialist Community Development Projects</li> <li>• Community Development Programme Support Community Development Education &amp; Training Grants Scheme</li> <li>• Scheme of Grants for Locally-Based Community and Family Support Groups</li> </ul>
?	Money Advice and Budgeting Service

**Details of Activity in Co. Donegal:**

Employment Support Services

This suite of supports is designed to ease the transition from unemployment to participation in the labour market. The service is linked to the unemployment payments process and targets in particular the long-term unemployed. The service has three elements:

- Back to Work Allowance Scheme

- Back to Work Enterprise Allowance Scheme
- Back to Education Allowance Scheme.

In County Donegal 1,845 people were in receipt of assistance under these three schemes in 1999. (DSCFA Annual Report, 1999) The financial allocation to the County was not available from published sources.

#### Community Development Education & Training Grants Scheme

The purpose of the scheme is to fund training and education initiatives aimed at enhancing the effectiveness of local community and voluntary groups. For example, programmes which strengthen and increase the skills and knowledge of management committees and others active in community and voluntary organisations. Four groups in County Donegal received small training grants under this scheme in 2000.

#### Scheme of Grants for Locally-Based Community and Family Support Groups

The scheme provides small grants to locally-based community and family support groups involved in programmes of self-help and personal development designed to tackle poverty and disadvantage and improve family life. Recipient groups are normally at an early stage of development. Forty groups in County Donegal received small training grants under this scheme in 2000. The regional budget for these two small grants schemes amounted to just £91,000 (€115,570) in year 2000. Demand greatly exceeds the available budget.

#### Family and Community Services Resource Centre Programme

The aim of a Family and Community Services Resource Centre is essentially to help combat disadvantage by improving the functioning of the family unit. Centres can provide special services for lone parent families, young mothers and others considered in need of extra support and can act as a first step to community

participation and social inclusion for the most vulnerable and marginalised families. Centres are also concerned with initiatives to enhance the role of young fathers in the lives of their children and to enhance their parenting skills and initiatives to promote the greater involvement of young men in the life of the community. Child-care facilities are typically provided for parents attending classes at the Centre.

One centre (St. Johnston/Carrigans Family Resource Centre) operating in the county at present has been approved funding under this programme but has not yet commenced drawing down funds. Another centre at Meevagh in Downings has applied for approval for this programme and the application is currently under consideration.

#### Community Development Programme

The Programme provides financial assistance to projects towards the staffing and equipping of local resource centres which provide a focal point for community development activities in the area and to other specialised community development projects and initiatives having a strategic importance. The projects provide a range of supports, development opportunities and services to community groups and individuals within their areas.

Coordination within this programme in Co. Donegal is managed by the Holywell Trust Support Agency, operating on a regional basis.

Linkage with other agencies/projects:

All Community Development Projects in Donegal are linked through the Holywell Trust support agency. Support workers circulate on a regular basis. There is a five-week cycle of contact with support workers. The support agency is primarily responsible for initiating and maintaining this contact. The rapid rate of growth in

the number of projects is a challenge for management. More structured contact and planning, monitoring of outcomes and quality evaluation are regarded as important recommendations for improvement of coordination.

Existing Community Development Projects in Donegal:

- Letterkenny CDP
- Action Inishowen
- Lifford/Clonleigh Resource Centre
- South West Donegal Communities Partnership Limited

Community Development Projects in pre-development:

- The Rosses (Dungloe) CDP
- Falcarragh
- Ballyshannon/Bundoran

Specialised Community Development Projects:

The following projects have been approved funding:

- Donegal Travellers Project
- Donegal Women's Network

#### Money Advice and Budgeting Service (MABS)

Note: While the MAB Service has a strong social inclusion theme the research for this audit failed to establish if the initiative is actually funded via NDP allocation or from another source.

Each Money Advice and Budgeting Service project is incorporated as a company limited by guarantee and run by a Management Committee comprised of:

- local voluntary and community groups and credit unions, and

- local statutory agencies, including Regional Managers of the Department of Social, Community and Family Affairs, the Community Welfare Service of the Health Boards and Local Authorities.

These groups come together in a partnership arrangement to provide an advice and budget management service to people in difficulty with money lending and over indebtedness.

One MABS project is operational in County Donegal based in Letterkenny and serving the North Donegal District. Two projects are at set-up stage in Gweedore and Donegal Town.

Figure 12

## Summary of DSCFA Social Inclusion Provision in Co. Donegal

Initiative	Target Group	Approximate Number of Participants or groups	Current Annual Budget (£s)	Notes
Back to Work Allowance Scheme	Unemployed	1351	?	1999 figure
Back to Work Enterprise Allowance Scheme	Unemployed	255	?	1999 figure
Back to Education Allowance Scheme	Unemployed	239	?	1999 figure
Community Development Education & Training Grants Scheme	Disadvantaged Communities	4 groups funded 2000	3,000 approx	Total Regional budget for the two, small one-off grant schemes totaled £91,000 in 2000
Scheme of Grants for Locally-Based Community and Family Support Groups	Disadvantaged Communities & Families	40 groups funded 2000	40,000 approx	
Family and Community Services Resource Centre Programme	Disadvantaged Families	1 project approved + 1 application under consideration	42,000 (estimate 2001)	Multi-annual funding
Community Development Programme	Disadvantaged Communities	4 projects funded + 3 in pre-development	250,000 (estimate 2001)	Multi-annual funding

<b>Specialist Community Development Projects</b>	Travellers Women	2 projects approved	84,000 (estimate 2001)	Multi-annual funding
<b>Community Development Programme Support</b>	Community development & Family Support Groups	Holywell Trust	?	Multi-annual funding
<b>Money Advice and Budgeting Service</b>	Low-income individuals & families	1 project operating + 2 at approved & at set-up stage	224,000 (Estimated total indicative budget 2001)	Multi-annual funding

### **5.3 County Donegal Vocational Education Committee (VEC) Social Inclusion Initiatives under the National Development Plan**

As well as having a long-standing role in the delivery of vocational education at second level, County Donegal Vocational Education Committee plays an important and growing role in the provision of second chance education and training.

Co Donegal VEC under the supervision of the Adult Education Organiser carries out a review of the educational needs of the unemployed within the county on a regular basis. This is done consulting with the relevant statutory, community and voluntary groups in the area.

The VEC is involved in the delivery of the following initiatives, which are supported under the NDP:

- Youthreach
- Senior Traveller Training Centres
- Vocational Training Opportunities
- Community Education
- Adult Literacy Programme
- Second Chance Education for Women

These initiatives are located within the National Development Plan as follows:

#### **Figure 13**

**County Donegal Vocational Education Committee - Social Inclusion Initiatives in Co. Donegal by NDP Measure**

NDP Measure	VEC Social Inclusion Initiative
<b>Back to Education Initiative</b>	<ul style="list-style-type: none"> <li>• Youthreach</li> <li>• Senior Traveller Training Centres</li> <li>• Vocational Training Opportunities</li> <li>• Community Education</li> </ul>
<b>Adult Literacy</b>	<ul style="list-style-type: none"> <li>• Learning for Living Programme- Adult Basic Education</li> </ul>
<b>Refugee Language Training</b>	<ul style="list-style-type: none"> <li>• Delivered within Adult Literacy</li> </ul>
<b>Educational Disadvantage</b>	<ul style="list-style-type: none"> <li>• Second Chance Education for Women</li> </ul>
<b>Early School Leaver Progression</b>	<ul style="list-style-type: none"> <li>• Delivered within Youthreach</li> </ul>
<b>Adult Guidance in Further Education</b>	<ul style="list-style-type: none"> <li>• Bid made to Department of Education &amp; Science for Programme funding</li> </ul>

## **Details of Activity in County Donegal**

### Youthreach

This programme provides second chance training and education for 15 to 20 year olds.

There are 110 participants in the Youthreach programme in the county located in the following centres:

Glengad

Buncrana

Lifford

Gortahork

Letterkenny

Plans are being developed for a new centre in Ballyshannon.

An Early School Leaver Progression project with 8 participants (15-20 yrs.) in Letterkenny, is included in this programme but does not have a separate budget line within the county

### Senior Traveller Training Centres

One centre is operated in Letterkenny where there are 39 people attending. County Donegal VEC has linked with Donegal Travellers Project in providing this service.

### Vocational Training Opportunities

The range of courses provided at present includes; Leaving Certificate, Computer Applications and Childcare. This is under regular review.

The following eligibility criteria apply:

- Unemployed for 156 days or more, or by combination over 2 years;
- In receipt of one-parent family payments;
- Signing for credits;

- Recipients of disability payments, invalidity pension;
- Dependent spouses of those eligible to join VTOS;
- Periods spent on FÁS training courses/job initiatives / Community Employment.

Participants must have been in receipt of one of the above payments immediately prior to starting the course.

A cap of 160 places allocated to Co Donegal VEC has been applied by the Department of Education & Science.

The location of courses is largely determined by access to suitable premises. At present, the selected locations are Gortahork, Bunrana, Letterkenny, Milford and Donegal Town.

Childcare provision is attached to each programme. In the Letterkenny Centre, a fully equipped and staffed crèche facility is provided on campus. Plans are at an advanced stage to do likewise in Milford. In other areas access is sought to registered crèches. In areas where such a facility is not available childcare is assessed on a case-by-case basis.

### Community Education

The community education programme is targeted at groups who do not normally avail of educational opportunities, either as a result of financial, geographical or other barriers.

Limited assistance is available to community groups and voluntary organisations wishing to organise community-based programmes for their members as follows:

- Information sessions to groups - Adult Education Organiser is available to speak to groups on request
- Financial support - to pay tutors, contribute towards costs of materials, premises rental etc
- Organisational support - to find a tutor, organise a premises.

Second Chance Education for Women is included in the Community Education Programme.

2840 people participated in this programme in County Donegal during year 2000.

#### Learning for Living Programme- Adult Basic Education

This programme is funded through the Adult Literacy Measure. Adult Basic Education programmes are available free of charge to all adults who wish to improve their reading, writing, numeracy or personal development skills. Courses range from one-to-one tuition through to group courses in communication skills.

Courses are regularly organised through working in partnership with community and other organisations. For example, Co Donegal VEC may provide tutors, childcare and other supports while the community organisation may provide premises and target participants. One-to-one tuition is organised at a location of the learner's choice, giving due regard to the safety of the learner and of the tutor. Group classes are available to three or more adult learners, at accessible (locally-based) centres. Refugee Language Training is included in this programme.

Childcare and eldercare support is available to support basic education/communications skills courses.

Eight Materials Resource Centres, containing a wide variety of course materials, books, worksheets etc are available to learners and tutors - Donegal Town, Milford, Letterkenny, Gortahork, Buncrana, Carndonagh, Moville, Raphoe. Some of these centres have computer access.

477 learners (one-to-one and group) availed of courses in 2000

### **Coordination & Linkage**

The County Donegal VEC is represented on the following coordination bodies:

- County Development Board/Sectoral Working Groups
- County Childcare Committee
- 3 Area Partnerships

The VEC also maintains close links on a case by case basis with FÁS in relation to adult literacy.

An Adult Education Guidance Development Group was set up in May 2000.

Figure 14

**Summary of Vocational Education Committee Social Inclusion Provision in Co. Donegal**

<b>Initiative</b>	<b>Target Group</b>	<b>Approximate Number of Participants</b>	<b>Current Annual Budget (approx) (£s)</b>	<b>Notes</b>
<b>Youthreach</b>	15 - 20 yr old	110 participants in 5 centres	4,200 hours tuition + £167,200	Plans for new centre in Ballyshannon
<b>Senior Traveller Training Centres</b>	Older Travellers	39 participants in 1 centre	4,700 hours tuition + £61,750	One centre in Letterkenny with Donegal Travellers Project.
<b>Vocational Training Opportunities</b>	21 yrs + u/e for 6months +	160 in 5 centres	£120,000	Childcare provision where needed
<b>Community Education</b>	excluded from normal educational opps	2,840	£184,000	County-wide
<b>Adult Literacy</b>	Adults	477	£292,000	County-wide
<b>Refugee Language Training</b>	Refugees	15-30	Included above	4 centres but flexible
<b>Second Chance Education for Women</b>	Women	Included in Community Education	Included in Community Education	No separate Budget
<b>Early School Leaver Progression</b>	15 - 20 yr old	15	Included in Youthreach budget	One project in Letterkenny

#### 5.4 North Western Health Board - Social Inclusion Initiatives Under The National Development Plan

The North Western Health Board (NWHB) is involved in the delivery of the following initiatives, which are supported under the NDP:

- Child Care - capital development
- Training & Employment Support Services
- Non Acute/Continuing Care
- Acute Hospitals Programme

These initiatives are located within the National Development Plan as follows:

**Figure 15**

#### North Western Health Board- Social Inclusion Initiatives in Co. Donegal by NDP Measure

NDP Measure	NWHB Social Inclusion Initiative
Childcare	<ul style="list-style-type: none"> <li>• Children's Residential Centre, Capital Costs</li> </ul>
Training and Employment Support Service for People with Disabilities	<ul style="list-style-type: none"> <li>• Foundation Training for Persons with a Disability.</li> <li>• Vocational Training for Persons with a Disability funded by FÁS.</li> <li>• Supported Employment Programme for People with Disabilities.</li> <li>• Sheltered Supported Work Programmes.</li> <li>• Social Enterprise Programme</li> </ul>
Non-Acute Continuing Care	<ul style="list-style-type: none"> <li>• Services for Older People Step-down Care Facilities</li> </ul>
Acute Hospitals Programme	<ul style="list-style-type: none"> <li>• Hospitals Capital Programme</li> </ul>

## **Details of Activity in Co. Donegal:**

### Child Care

The NWHB has a statutory responsibility for the delivery of child care services in accordance with Child Care Legislation and in particular the Child Care Act 1991 and its attendant regulations. It has a Statutory Inspectorate role in relation to pre-school services whether these are provided by the community sector or private operators.

In this regard the NWHB through its participation on the County Childcare Committee liases closely with the Department of Justice, Equality & Law Reform. Further linkage with key interests at county level is effected through the Board's participation in the County Childcare Committee. The NWHB does not command an NDP budget in this role.

The NWHB's role in the direct provision of childcare services is in the area of safeguarding and promoting the welfare of children. In the area of child protection and family support the Board plays a more direct role. Under the NDP the Board has established a Residential Centre in Letterkenny for children at risk at a cost of £350,000. This centre can accommodate up to five children.

Also in keeping with its child protection and family support remit, the NWHB has provided secure counseling facilities for children at its Primary Care Centre in Stranorlar. It is planned to establish similar facilities in a further four locations in the county before 2006.

## Training and Employment Support Services for People with Disabilities

Since the dissolution of the NRB in June 2000, responsibility for the training of people with disabilities has been passed to the Department of Enterprise, Trade and Employment under the aegis of FÁS and the Department of Health under the aegis of Health Boards.

There are two categories of training:

1. Vocational Training
2. Foundation Training

Responsibility for Vocational Training falls under the remit of FÁS and it has been sub-contracted to the North Western Health Board and NTDI in the North West region. FÁS have responsibility for monitoring this training.

Responsibility for Foundation Training falls under the remit of the North Western Health Board who deliver a range of programmes in various locations and who sub-contract some programmes of Foundation Training to NTDI and the Cheshire Apartments.

The North Western Health Board and NTDI also deliver a range of Sheltered/Supported Work Programmes in a range of locations. This is funded by the Department of Health.

A Supported Employment Programme is delivered on a regional basis by the North Western Health Board to cross disability groups and is funded by FÁS.

Training and Employment Support Programmes are delivered in the following areas:

**Figure 16**

<b>Location</b>	<b>Programme</b>
Gweedore Training Centre	Foundation Training Sheltered Work
TACA Training Services	Vocational Training Supported Employment Supported Work
Buncrana - Donegal Cheese	Social Enterprise
Garden Centre - Letterkenny	Vocational Training Sheltered Work
Kilmacrennan Road Training Centre	Sheltered Work Foundation Training
Ballyraine Training Centre (including outreach services)	Vocational Training Foundation Training Sheltered Work
Worklink - Merville & Letterkenny	Foundation Training Supported Work
NTDI Lifford	Foundation Training Vocational Training Sheltered Work
Cleary Workshop - Donegal Town	Foundation Training Vocational Training Supported Work Day Care Services
Donegal Cheshire Apartments	Foundation Training

In all, the NWHB provides training on a regular basis to a client base of approximately 2,300 people with varying levels and types of disability.

Over the period of the NDP the NWHB anticipates that a budget of approximately £12m (€15.24). (£2m (€2.54m). per year) of NDP funds will have been expended in Donegal on this measure.

### Services for Older People

The overall policy of the North Western Health Board in relation to services for older people is to support them in healthy ageing, to maintain them in dignity and independence in their own home for as long as possible and to arrange appropriate residential/hospital services for those who can no longer remain at home. This is arranged in accordance with the choices of older people themselves.

Some of the challenges in relation to the provision of these services are the high population of older people in the County, low population densities, high dependency ratio, poor infrastructure, and the buoyant economy and consequent difficulties in the recruitment and retention of home support staff.

The % of the population aged 65 years and over in Donegal is 13% compared to the National average of 11.4%. Demand for services for older people is therefore higher in the County.

The estimated available budget to County Donegal under the NDP is approximately £7.6m capital development funds for the period of the plan with a focus on the provision of additional community based care packages/beds.

### Acute Hospital Services

A major project being undertaken by the NWHB under the NDP is the development of services at the Letterkenny General hospital site. These developments will include the enhancement and further development of Oncology, Mother and Child , Renal Dialysis, Medical rehabilitation and Acute Medical Services. The Indicative Capital Expenditure Programme under the NDP for the Letterkenny General Hospital site amounts to £42.344m over the six years 2001 – 2006.

In addition, there will be further expenditure over the period in Donegal of approximately £3m on projects including the Ambulance and Mental Health Services.

Figure 17

**Summary of North Western Health Board Social Inclusion Provision in Co. Donegal**

<b>Initiative</b>	<b>Target Group</b>	<b>Approximate Number of Participants</b>	<b>Current Annual NDP Budget (approx) (£s)</b>	<b>Notes</b>
<b>Training and Employment Support Services for People with Disabilities</b>	People with disabilities	2,300	2,000,000	
<b>Services for Older People</b>	Older People		1,266,666	NDP budget is small % of total capital requirement.
<b>Acute Hospital Services</b>	Population requiring acute hospital services		45,344,000	

### **Co-ordination and Linkage**

As well as maintaining informal links with relevant organisations, the NWHB is actively involved in a number of mechanisms for co-ordination and linkage at county level. These include the County Childcare Committee; County Development Board (and subsidiary structures) and the Local Area Partnerships.

The NWHB took a lead role in the initiation of childcare co-ordination in the county, initially chairing the County Childcare Committee and developing the Donegal Childcare Strategy Group

## 5.5 Donegal Local Authorities - Social Inclusion Initiatives under the National Development Plan

The Donegal Local Authorities (LAs) have responsibility for the provision of housing and accommodation for individuals and families in need.

Social inclusion measures relating to Housing & Accommodation fall into five categories relevant to County Donegal.

These are:

1. Traveller Accommodation
2. Voluntary Housing Provision
3. Affordable Housing
4. Local Authority Housing Provision
5. Improvements to Local Authority Housing

These initiatives are located within the National Development Plan as follows:

**Figure 18**

### Donegal Local Authorities - Social Inclusion Initiatives in Co. Donegal by NDP Measure

NDP Measure	Local Authority Social Inclusion Initiative
Traveller Accommodation	<ul style="list-style-type: none"> <li>• Traveller Housing</li> <li>• Halting Sites</li> </ul>
Voluntary Housing Provision	<ul style="list-style-type: none"> <li>• Voluntary Housing Scheme</li> </ul>
Affordable Housing	<ul style="list-style-type: none"> <li>• Housing Construction</li> </ul>
Local Authority Housing Provision	

<b>Improvements to Local Authority Housing</b>	<ul style="list-style-type: none"> <li>• Housing Maintenance</li> </ul>
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### **Details of Activity in County Donegal**

Housing finance is allocated through the Department of Environment and Local Government to local management agents. In the case of County Donegal these agents are Donegal County Council, the Urban District Councils of Bundoran, Buncrana and Letterkenny and the Town Commissioners of Ballyshannon. The County Council plays the most significant role in the management of housing resources in the county.

#### Housing Construction

The housing construction (capital) budget for the county in year 2000 amounted to £22 million. Of this, Donegal County Council spent £18.5 million of which £16.5 million was sourced from Department of the Environment and Local Government. The balance of £2 million was contributed from the Council's own resources.

The other four local authorities recorded a construction spend of £3.5 million in year 2000.

In 2000, the local authorities in County Donegal completed construction of 176 housing units, acquired 15 and had started construction of 205 at the end of the year.

Under the Voluntary Housing provisions, a total of 23 houses were completed in year 2000, 129 units were in progress nearing completion and 112 were started.

Under the Government's Affordable Housing Scheme there has not as yet been any completions but as of 31 December 2000, there were 39 units proposed for construction under this programme.

#### Traveller Accommodation

A total of 82 traveller families were accommodated by the Local Authority in 2000. Sixty six were in standard local Authority Housing, four in Local Authority Group Housing, two in private houses assisted by the LA and ten on LA halting sites. Local authority expenditure on traveller accommodation amounted to £0.5million in 2000.

#### Housing Maintenance

The budget for maintenance (excluding management expenditure) of the public housing stock in County Donegal for 1999 was £1,194,214.

Figure 19

**Summary of Local Authority Social Inclusion Provision in Co. Donegal**

Initiative	Target Group	Approximate Level of Activity	Current Annual Budget (£s)	Notes
<b>Traveller Accomodation</b>	Travellers	82 families	500,000	
<b>Voluntary Housing Scheme</b>	Disadvantaged Adults / Low Paid	23 houses completed (2000)		241 units in course of construction
<b>Housing Construction</b>	Disadvantaged Adults / Low Paid	191 houses constructed/purchased	20,000,000	205 units in course of construction
<b>Housing Maintenance</b>	Local Authority Tenants		1,194,214	
<b>Affordable Housing Scheme</b>	Low Paid			39 units proposed

**Coordination and Linkage**

The Local Authorities in County Donegal maintain links on an informal and case-by-case basis with the NWHB and DSCFA on housing and accommodation issues.

Donegal County Council is represented on the CDB through the County Manager, the Chair of the County Council, and the chairs of the Strategic Policy Committees. In addition, the County Council is represented on a number of other relevant coordinating mechanisms including the Co. Childcare Committee and the Co. Travellers Committee. The Community and Enterprise Unit is also a key structure established as part of the process of local government reform.

## **Community and Enterprise Unit, Donegal County Council - Social Inclusion**

The Community and Enterprise Unit is responsible for expanding the County Council's brief in regard to the promotion of social inclusion in County Donegal.

The Community and Enterprise Unit will actively promote social inclusion policy and practice within the county. The Community and Enterprise Unit will continue to promote and co-ordinate cultural acceptance and diversity, language and the islands.

The Community and Enterprise Unit is also involved in supporting Donegal County Council's involvement in the Anti-Poverty Learning Network.

The Unit will also continue to work in a co-ordinating role for the promotion of social inclusion with relevant stakeholders in the county {e.g. Social Inclusion Measures Co-ordinating Group}.

## **5.6 Area Development Management Limited – Social Inclusion Initiatives Under the National Development Plan**

Area Development Management Ltd. (ADM) is a unique partnership arrangement in an Irish social policy context. It was established by the Irish Government in agreement with the European Commission in 1992. ADM's mission is to promote social inclusion, reconciliation and equality and to counter disadvantage through integrated social and economic development. ADM manages programmes on behalf of the Irish Government and the European Union. The major Programmes are as follows:

- The Local Development Social Inclusion Programme;
- The Peace Programme (in conjunction with Combat Poverty Agency. See Section 5.10 below) ;
- The Equal Opportunities Childcare Programme (reporting to Department of Justice Equality and Law Reform. See Section 5.9 below).

ADM also manages the Integrated Services Process, Territorial Employment Pacts, Millenium Recognition Awards, Disability Information Projects, the Rural Transport Initiative and RAPI D (Revitalising Areas by Planning, Investment and Development).

Area Development Management is the intermediary body charged with management of the Local Development Social Inclusion Programme on contract to the Department of Tourism Sport and Recreation (Local Development Section). This Programme is delivered at local level by the Local Area Partnership Companies and selected Community Groups.

Figure 20

**Partnership Social Inclusion Initiatives in Co. Donegal by NDP Measure**

<b>NDP Measure</b>	<b>Partnership Social Inclusion Initiative</b>
<b>Services to the Unemployed</b>	<ul style="list-style-type: none"> <li>• (A) Initiatives for Unemployed</li> </ul>
<b>Community Development and Family Support</b>	<ul style="list-style-type: none"> <li>• (B) Community Development</li> </ul>
<b>Youth Services and Education</b>	<ul style="list-style-type: none"> <li>• (C) Community Based Youth Initiatives – Reducing Educational Disadvantage</li> </ul>

**Details of Activity in Co. Donegal:**

In County Donegal there are three Partnership Companies covering the whole county.

These are:

Donegal Local Development Co. (DLDC);

Inishowen Partnership Company;

Pairtiocht Gaeltacht Thir Chonnaill.

The overall annual budget available to the Donegal Partnerships for implementation of Social Inclusion Measures under the National Development Plan is £2,160,000 (€2,743,200).

Each of the three local partnerships implements the three Measures within the NDP through projects designed to take account of the particular needs of their area of operation.

**Figure 21**

**Summary of ADM Social Inclusion Provision in Co. Donegal**

<b>Initiative</b>	<b>Target Group</b>	<b>Approximate Number of Participants</b>	<b>Current Annual Budget (€s)</b>	<b>Notes</b>
<b>Donegal Local Development Co. (DLDC);</b>	*Disadvantaged Communities Youth Unemployed	1,500 individuals	920,000	
<b>Inishowen Partnership Company;</b>	Disadvantaged Communities Youth Unemployed	?	620,000	
<b>Pairtiocht Gaeltacht Thir Chonnail</b>	Disadvantaged Communities Youth Unemployed	750 individuals 65 groups	620,000	

Specifically the target groups are as follows:

- Lone Parents
- Ex-Prisoners
- Elderly
- Travellers
- Long-Term Unemployed
- Disadvantaged Youth
- Low-Income Households
- Disadvantaged Men
- Disadvantaged Women
- People with Disabilities
- Underemployed

## **Coordination and Linkage**

The partnership companies are structured so as to effect optimum coordination within their areas of operation.

Through representation on the boards of these companies and through informal links the partnerships aim to avoid duplication of effort and ensure that gaps in provision are addressed.

The partnership companies also manage a number of programmes on behalf of FÁS and reported close working relationships with a number of local delivery agents.

Active links were reported with the following: DCC, CDB, DSCFA, NWHB, FÁS, the VEC, IFA, P&R, TEAGASC other partnerships and community/voluntary groups on specific projects.

Donegal Local Development Company reported in detail on its coordination and linkage activities. The company works with a number of networks to support and develop initiatives aimed at promoting social inclusion. The County Development Board, Lifelong Learning Working Group, Social Inclusion Sectoral Working Group and the Social Inclusion Measures Working Group.

Initiatives managed at the local level by DLDC are:

- Jobs Club;
- Jobs Initiative;
- Social Economy;
- Back to Work Allowance Scheme;
- Support for Low-Income Farming Families.

## **5.7 Teagasc Social Inclusion Measures under the National Development Plan**

Teagasc is the body with primary responsibility for provision of agricultural advisory and training services at local level. Increasingly Teagasc is undertaking a broader role in the development of rural communities.

Responding to the continuing fall in farm viability, Teagasc has undertaken a radical review of its services in the disadvantaged farming areas. The prime target group for the re-vamped service is farm families on the edge of viability who require information on farm improvement and possible means of increasing off-farm income. The service will take a family-based perspective on adapting to the changing social and economic conditions in the rural areas. The Rural Viability Advisory Programme will deliver this service to farmers. Teagasc, Donegal is currently establishing this service in the county.

This service will be funded under the measure for Provision of Back-up services to Farmers within the operational Programme for the Productive sector.

The Programme will have two tiers:

- Maintaining farm viability
- Exploring new opportunities on - and off-farm

These are located within the National Development Plan as follows:

Figure 22

**Teagasc Social Inclusion Initiatives in Co. Donegal by NDP Measure**

NDP Measure	Teagasc Social Inclusion Initiative
Development of Services and Enterprise Support	<ul style="list-style-type: none"> <li>• Rural Viability Advisory Programme comprising:</li> <li>• Maintaining farm viability</li> <li>• Exploring new opportunities on - and off-farm</li> </ul>

**Details of Activity in Co. Donegal**

The estimated target for the intended five-year operational span of the programme is 1500 to 2000 farm families. The scale of the budget to be spent in County Donegal is not as yet known. However, it is anticipated that, given the level of need for such a service in the county, approximately 80% of Teagasc's budget in Donegal will be applied to this programme.

**Coordination and linkage**

Coordination and linkage with other organisations, particularly FÁS; NWHB; DSCFA; VEC; Partnership and LEADER companies, is seen as crucial to the success of this programme. In this regard Teagasc has already established good working relationships with these organisations where case details may be discussed on an informal basis. These contacts are necessary on a day-to-day basis but for refining and coordinating policy the County Development Board is seen as the most effective forum. Teagasc is represented on the CDB, Partnership and Leader companies in the County.

## 5.8 Department of Justice, Equality and Law Reform - Social Inclusion Measures under the National Development Plan

The Department of Justice, Equality and Law Reform (DJELR) has responsibility for a number of Social Inclusion Measures and Sub-measures in the areas of Crime Prevention, Childcare and Equality issues.

**Figure 23**

### Department of Justice, Equality and Law Reform Social Inclusion Initiatives by NDP Measure

<b>NDP Measure</b>	<b>DJELR Social Inclusion Initiative</b>
<b>Crime Prevention</b>	<ul style="list-style-type: none"> <li>• Probation and Welfare Service Projects</li> <li>• Training for offenders in custody</li> </ul>
<b>Youth Services in Crime Prevention</b>	<ul style="list-style-type: none"> <li>• Garda Youth Diversion Projects</li> </ul>
<b>Equality Positive Actions</b>	<ul style="list-style-type: none"> <li>• Developing models of best practice to assist women to advance in the workforce and in decision making and at promoting family friendly policies in employment</li> </ul>
<b>Childcare</b>	<ul style="list-style-type: none"> <li>• Capital Investment Programme</li> <li>• Staffing</li> <li>• Coordination</li> </ul>

**Details of Activity in Co. Donegal:**

There are no projects under the Crime Prevention Measures in County Donegal. No projects under the Equality Positive Actions Measure were identified in the county.

Garda Youth Diversion Project

Through a combination of intervention and preventive actions, this project aims to divert young people from becoming involved in criminal activity and its consequences. The long-term objective is to enable the target group of 10-18 year olds to integrate into the labour force in a systematic manner and to prevent them becoming unemployable. Projects target a number of "at risk" young people and seek to engage them in activities designed to achieve these objectives.

One project is currently operating in Raphoe at an annual cost of £50,000 (€63,500) and engaging with approximately 25 young people

Childcare

Childcare has been highlighted as a priority for investment in the National Development Plan which is providing £69m (€87.6) in the BMW over the period of the NDP. This Measure is divided into three sub-measures:

- Sub-Measure 1 - Capital Grant Scheme for Childcare Facilities, includes support for approved community-based childcare facilities and is particularly intended to build on projects initiated under the Equal Opportunities Childcare Programme (1998-99)
- Sub-Measure 2 - Staffing Costs, support for up to three years
- Sub-Measure 3 - Quality Improvement Programme, providing support for training in the childcare sector as well as financial support for networking between childcare interests.

To date, a sum of approximately €1.2 million has been committed by the Department under this measure.

### **Coordination and Linkage**

In initiating the Raphoe Youth Diversion project the Garda linked with the voluntary Raphoe Community in Action Committee and the NWHB. The NWHB coordinates contact between the agencies, which is planned and regular. This aids coordination and project planning. To foster greater coordination, a multi-agency building is recommended, as per the recommendations of the DSCFA.

The following arrangements are in place to ensure coordination of development of childcare facilities:

An Interdepartmental Committee on Childcare which is established to oversee and co-ordinate childcare initiatives from all the Departments funding childcare and to focus on the development of a co-ordinated approach on childcare policy.

A National Co-ordinating Childcare Committee to oversee the development and delivery of the funding for childcare infrastructure in the National Development Plan. The Committee will comprise a broad range of representatives from the statutory and non-statutory sectors.

County Childcare Strategy Group to focus on the childcare needs of the local area. In Donegal the County Childcare Committee plays a key role in local policy decisions.

Figure 24

## Summary of DJELR Social Inclusion Provision in Co. Donegal

Initiative	Target Group	Approximate Number of Participants	Current Annual Budget (€s)	Notes
<b>Garda Youth Diversion Projects</b>	Youth	1 project 25 participants	50,000	
<b>Childcare</b>	Children and families	?	1.2m allocated to date approx	

## **5.9 Department of Education and Science (DES) - Social Inclusion Measures under the National Development Plan**

The DES has responsibility for the delivery of a number of educational initiatives designed to promote Social Inclusion directly through the school system. Certain of the DES's Social Inclusion Measures are delivered by the Vocational Education Committee (see VEC section), while the Area Based Partnerships are responsible for delivery of other Measures under the Community Based Youth Initiatives at local level.

The following Measures are delivered through the school system:

- School Completion Measure
- Early Literacy
- Traveller Education
- School Guidance

The DES was unable to provide a breakdown of information on the delivery of these Measures in the County. However, the Measures are focused on those schools designated by the Department as disadvantaged. The list of designated schools given below therefore provides an indication of the level and spread of provision in the County.

### **Coordination and Linkage**

The Department does not have a localised or regionalised structure and therefore is poorly positioned to engage with other local bodies and communities on the coordination of delivery of supports and linkage with other projects. There are moves within the DES to establish a localised structure (see "The Cromien Report") but at present the possibility of liaison at the local level is limited as is the Department's availability of information on specific initiatives and associated expenditure at the county level.

Figure 25

## Schools Designated as Disadvantaged in County Donegal

Primary Schools Designated as Disadvantaged	Level	Location	Second Level Schools Designated as Disadvantaged	Location
Scoil Cholmcille		Malin	Scoil Mhuire	Buncrana
St Patrick's NS Naofa		Carndonagh	Buncrana vocational School	Buncrana
Clochar Naofa	Padraig	Carndonagh	Vocational School	Milford
Scoil Adhamhain		Rathboth	Vocational School	Raphoe
St Patrick's Boys NS		Carndonagh	St Catherine's Vocational School	Killybegs
Coiseal NS		Glencolmcille	St Columba's Comprehensive	Glenties
Scoil Choimcille		Carrigart	Royal And Prior School	Raphoe
SN Naomh Aonghus		Bridgend	Carndonagh Community School	Carndonagh
St Baithins		St Johnstown	Rosses Community School	Dungloe
SN Chroine		Dungloe	Phbaiscoil Ghaoth Dobhair	Doiri Beaga
St Corthas NS		Kilcar	Loreto Community School	Milford
Sc Mhuire NS		Glenties	Ballyshannon Community School	Ballyshannon
Scoil Cholmcille		Malin	Scoil Mhuire	Milford
St Patrick's NS Naofa		Carndonagh	Buncrana vocational School	Raphoe
Clochar naofa	Padraig	Carndonagh	Vocational School	Killybegs

## **5.10 Area Development Management / Combat Poverty Agency - Peace 2**

At the time of preparing this audit the Peace 2 Programme had not commenced. The Programme Complement has been agreed and as noted earlier in this report it makes provision for support of a wide range of Social Inclusion initiatives. Community and Voluntary groups in particular will be able to avail of this support over the life of the Programme.

## **Appendix 1**

### **List of Organisations Consulted**

BMW Regional Authority

Department of Justice, Equality and Law Reform

Department of Education & Science, Social Inclusion Unit

Department of the Environment & Local Government

FÁS North-West Regional Office

Department of Social, Community & Family Affairs

North-Western Health Board

Area Development Management Ltd

Donegal Vocational Educational Committee

Donegal County Council

Area Partnerships

Community Development Projects

County Donegal Vocational Education Committee

ADM/CPA Peace Programme

## Appendix 2

### Audit of Social Inclusion Measures in Co. Donegal

#### Sample Base Information Form

##### Agency/Organisation Name

##### Involvement in Coordination Mechanisms

Please list the coordination/linkage mechanisms with which your organisation is involved at:

National Level

Regional Level

Local Level(e.g. County Development Board; Area Partnerships; Networks etc.)

##### NDP Social Inclusion Measure/s being implemented in Co. Donegal

##### Initiatives (programmes or projects) being implemented under each Measure in Co. Donegal

For each initiative please provide the following information:

##### Target Group/s

**Scale** of initiative in County Donegal

(e.g. Number of participants, Number of groups)

**Scope** of initiative in County Donegal

(i.e. Location/s of projects)

**Budget** allocated within Co. Donegal to this initiative

Present Annual

Planned Annual

**Timescale** of initiative

**Coordination & Linkage** with other organisations/initiatives

Please list the coordination/linkage mechanisms with which your organisation is involved in implementing this initiative:

Please comment on the level of informal liaison involved in this initiative

**Additional comments**

Ends

### Appendix 3

#### SOCIAL INCLUSION MEASURES WORKING GROUP - Membership

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