Office of the First Minister and Deputy First Minister

Interim Evaluation of New TSN

Assessment on the Implementation of Action Plans

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1. IMPLEMENTATION OF NEW TSN ACTION PLANS: REVIEW OF EVIDENCE

1.1 Introduction

This report examines evidence provided by Departments in respect of how they implemented New TSN Action Plans. The terms of reference noted that individual Departments would select a series of New TSN objectives for independent assessment and that the objectives should be selected against the following criteria:

- reducing unemployment;

- increasing employability;

- targeting resources;

- effecting significant impact within the policy areas of the Department;

- the number of people affected;

- the degree to which the target can effect change, especially amongst individuals, groups or areas experiencing deprivation; and

- the link the target has with operational services – ie, the extent to which the target impacts directly 'on the ground'.

The terms of reference specifically asked that we examine:

- the extent of implementation of Action Plan objectives and targets;

- factors which have facilitated or impeded the implementation of objectives and targets; and

- the extent to which New TSN has been embedded in the culture of the organisation.

The following assessment provides an assessment of the first two bullet points and the third point has largely been addressed through the process evaluation.

1.2 Categorisation of Action Plans

Prior to examining the evidence provided by Departments, we categorised Action Plan objectives between process and output objectives. This initial assessment showed that 59 per cent of action plan objectives were output focused. Table 1.1 summarises the breakdown of output/outcome related objectives by Department. The split between process/output objectives is important for a number of reasons, including:

- the heavy emphasis on process tended to be reflective of the nature and relevance of departments to New TSN (ie, limited direct effects) and/or the fact that some departments were new to the principles of New TSN and started out with a blank sheet in relation to developing policy interventions (DFP, DoE, OFMDFM and DRD). In these cases, departments found it difficult to produce evidence in line with the criteria set out above (increasing employment, number of people effected etc);

■ for departments with a balance towards outputs/outcomes, the critical evaluation issue related to the absence of outcome measures, particularly in relation to demonstrating changes in unemployment, increasing employability and assessing the impact of skew 'on the ground'.

Table 1.1
Number of Output/Outcome Related Objectives by NICS Department

Department	MakingIt Work	Output/Outcome
OFMDFM	19	4
DARD	19	10
DCAL	15	10
DE	24	18
DETI	29	18
DOE	12	4
DFP	9	3
DEL	27	25
DHSSPS	9	5
DRD	13	5
DSD	20	13
	196	117

Source: Making it Work

1.3 Review of Evidence

Our assessment of evidence supplied by Departments has been framed around:

■ examining the relevance of the Department to New TSN – this assessment is based on a review of policy documents and interviews with senior officials within Departments;

■ assessing how individual departments contributed to employability and unemployment, including their assessment of the importance of employment to their core objectives;

■ assessing the role of Departments in tackling other inequalities and Promoting Social Inclusion;

■ examining how Departments define social need within their action plans, with reference to the overall aims of the New TSN policy and assessing the key groups that Departments aim to impact on through New TSN;

■ assessing the extent to which there is a clear link between the social need identified in action plans, the desired outcome, objectives and targets;

■ quantitative assessment of the performance of Departments against the targets set down in Making it Work;

■ judging the extent to which New TSN actions are additional above mainstream service provision and asessing how Departments demonstrated that their New TSN actions would not have happened in the absence of the policy;

■ summarising our assessment of evidence provided by Departments in relation to three core issues:

- improved systems for targeting and monitoring;

- skewing of resources; and

- skewing of efforts; and

■ summarising key achievements with a focus on both processes and outputs/outcomes and highlighting information in relation to target groups, areas and/or individuals.

The above information provides both an assessment of key implementation issues in relation to performance and it also identifies factors which have facilitated or impeded the implementation of objectives and targets.

1.4 Assessment Templates

In relation to the above issues, our assessment of evidence is based on a number of important definitions contained within guidance issued on developing Action Plans. Table 1.2 details the assessment template used to examine the skewing of resources and the skewing of efforts.

Table 1.2
Assessment Template to Examine the Skewing of Resources and the Skewing of Efforts

Skewing of Resources	Skewing of Efforts
■ building a factor which reflects disadvantage into the distribution of programme resources ■ taking account of disadvantage in economic appraisals ■ setting aside part of a programme budget and using this money to provide additional support to those in greatest need ■ using impact on disadvantage as one of the criteria for awarding grants ■ making services available for free or at reduced rate to people who are disadvantaged ■ giving priority to those in greatest need in accessing services	■ making sure that public information, education and prevention campaigns communicate effectively with disadvantaged people ■ ensuring disadvantaged people know about the services and benefits available to them ■ making services more accessible to disadvantaged people, for example in terms of their location or opening hours, outreach in disadvantaged areas, or through inter-agency or one stop shop approaches ■ making special efforts to ensure that disadvantaged people have opportunities to contribute to consultation exercises about the development and delivery of policies, programmes and services

Source: Deloitte & Touche

1.5 Relevance of Departments

We have also drawn on the EPEC report that categorised the relevance of Departments and business units within Departments to New TSN. Each Departmental report illustrates the categorisation of business units in the Department to demonstrate their applicability to New TSN. Table 1.3 shows how the eleven NICS Departments were classified by relevance to New TSN in the EPEC report.

Table 1.3
Relevance of NICS Departments (Units of Business) to New TSN

Department	None	Low	Medium	High	Very High
DARD	9	9	2	4	6
DRD	3	17	1	1	0
DSD	0	3	6	5	6
DCAL	1	7	7	0	2
DE	4	12	3	9	8
DOE	6	5	0	0	0
DETI	1	2	23	4	2
DFP	7	6	0	1	0
DHFETE	1	9	9	2	14
DHSSPS	2	10	0	2	5
OFMDFM	0	0	1	0	2
Total	**34**	**80**	**62**	**28**	**45**

Source EPEC Report

It should be noted that the relevance of Departments to New TSN is important in the context of this assessment and largely reflects the degree to which departments have a high number of output/outcome focused objectives. The Action Plans of those Departments with lower relevance to New TSN tend to have a larger number of process actions.

2.   OFFICE OF THE FIRST MINISTER AND DEPUTY FIRST MINISTER

2.1   Relevance of New TSN to Department

OFMDFM's role revolves around the three interrelated functions of supporting the work of the Executive, undertaking the departmental functions allocated to the First Minister and Deputy First Minister and providing a service to other government departments. The key functions of OFMDFM relate to:

■   Programme for Government;

■   equality and human rights;

■   supporting the institutions of Government; and

■   improving the delivery of government services.

OFMDFM is responsible for the development and implementation of New TSN. The New TSN Unit, which was established in September 1998, was tasked with promoting and driving the policy, setting overall objectives and advising and challenging departments. The Unit is also directly responsible for reporting progress annually on New TSN.

The EPEC report noted that OFMDFM expenditure has a particularly high relevance to New TSN, particularly given the focus of OFMDFM action on reducing inequality and community differentials within the areas of community relations, equality and victims. However OFMDFM is not particularly able to impact specifically on disadvantage on areas, groups and individuals but rather has specifically high relevance in terms of the process aspect of New TSN. Figure 2.1 illustrates how OFMDFM units of business were defined by the EPEC report in terms of the degree to which expenditure is relevant to New TSN.

Figure 2.1
New TSN Relevance of OFMDFM Units of Business
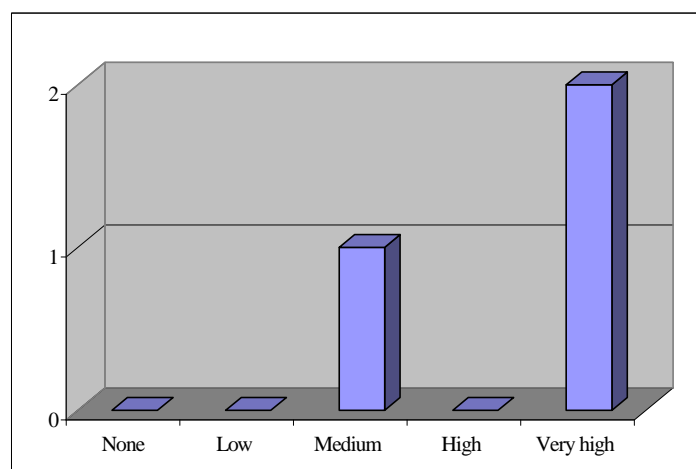
Source: Epec Report

Table 2.1 shows the business units in OFMDFM with responsibility for progressing objectives and targets and their respective relevance to New TSN as defined in the EPEC report, illustrating that New TSN actions in OFMDFM are largely progressed by those units of business with medium relevance to New TSN.

Table 2.1
New TSN Relevance of Departmental Business Unit tasked with New TSN objectives.

Action Point	Business Unit	New TSN Relevance
1	Management Services	Medium
2-8	New TSN Unit	Medium
9-13	Research Branch	Medium
14-15	Community Relations Unit	Very High
16	Statutory Duty Branch	Medium
17	Anti-discrimination branch	Very High
18	Gender policy unit	Medium
19	Economic policy unit	Medium

Source: EPEC Report

2.2 Definition of Social Need and Social Exclusion

At an operational level, OFMDFM, through the New TSN Unit, significantly contributed to setting the policy parameters of New TSN, including providing working definitions of both social need and social exclusion. It should be noted that the parameters of the policy originated in the Partnership for Equality White Paper, including the focus on employability and unemployment.

Within the OFMDFM action plan, the social need to be tackled is not typically defined beyond a general intention to tackle '*Disadvantage experienced by people, groups and areas in Northern Ireland*' although '*poor community relations among the most disadvantaged*' and '*any correlation between socio-economic disadvantage and [the section 75 equality categories]*' are identified as specific examples of social need to be tackled through achievement of OFMDFM action plan targets.

2.2.1 Employability and Unemployment

OFMDFM does not directly contribute to improving employability and reducing unemployment. The OFMDFM action plan therefore does not contain specific targets relating to the reduction of unemployment or increasing employability.

2.2.2 Tackling Other Inequalities

As noted above the OFMDFM New TSN action plan aims to address:

"any correlation between socio-economic disadvantage and 'gender, race, religion, disability, sexual orientation, age, marital status and having dependants".

This illustrates a clear focus of OFMDFM on tackling broader socio-economic inequalities, although the targets set to achieve this aim are largely process orientated, for example, through advising Government Departments and consulting with disadvantaged groups.

2.2.3 Promoting Social Inclusion

OFMDFM has lead responsibility for chairing and servicing PSI Working Groups across the NI executive. In the first instance a consultation process was undertaken to identify those issues that should be prioritised for action through PSI. Eighty-four responses were received from non governmental organisations identifying those groups that were considered to be most at risk of social exclusion.

PSI working groups were subsequently established on the following issues:

- a strategic approach to the needs of minority ethnic people;

- action to alleviate the needs of Travellers;

- the problems of teenage parenthood; and

- strategies for making services more accessible to minority groups and others at risk of social exclusion – focusing firstly on how information can be presented and distributed in ways appropriate to their needs.

The needs of Travellers, for example, was one of the first issues to be identified by the Government in June 1999 to be addressed within its Promoting Social Inclusion initiative. An inter-agency Working Group comprised of representatives from statutory and voluntary organisations, traveller groups and the travelling community was established to:

- identify and develop an understanding of the problems and their causes experienced by Traveller adults and children;

- consider the ways in which the policies and actions of Government Departments, Agencies and Non Departmental Public Bodies take account of and impact upon the particular needs of Travellers;

- consider what cross-Departmental policy developments are required and establish broad principles and aims for responding to the needs of Travellers and the types of action required to implement these;

- develop an integrated strategy of action to be undertaken jointly or by individual organisations over the period 2000-2003;

- identify mechanisms for co-ordinating action across Departments and for monitoring progress; and

- present recommendations for Ministers in the form of a draft policy and strategy document intended for publication.

The Final Report of the PSI working group was published in September 2000 and contains thirty-three recommendations aimed at promoting social inclusion of travelling communities in Northern Ireland. A four-month consultation process was undertaken to gain feedback, particularly from members of the travelling community, on the recommendations. The consultation responses were broadly supportive of the recommendations contained within the report.

Despite the significant action taken to progress the working group and subsequent consultation, little action has been taken to progress the recommendations contained within the PSI working group on travellers report. While the progress of the recommendations is a matter for Northern Ireland Ministers rather than OFMDFM specifically, the lack of action to take forward the recommendations undermines the value of the working group report and consultation process.

Given the rolling nature of PSI Priorities and in response to a second public consultation exercise, a new series of priorities were identified:

- Homelessness;

- Disability;

- Older People;

2.2.4 Key New TSN Constituencies

OFMDFM does not specifically identify New TSN constituencies beyond *'disadvantaged people, groups and areas in Northern Ireland'* although from examination of the action plan it is evident that specific action is aimed to impact on minority ethnic communities, travelling communities and at reducing community differentials in Northern Ireland.

2.3 Summary of Desired Outcomes

The desired outcomes envisaged by OFMDFM through achievement of their action plan targets include:

- improved community relations and a decrease in sectarianism in those who are most disadvantaged;

- greater understanding and awareness of the priority to be given to the New TSN in all business areas;

- New TSN effectively implemented throughout all Northern Ireland Departments and the NIO;

- robust data systems and methodologies for targeting and monitoring in New TSN;

- reduction in any socio-economic disadvantage associated with gender, race, religion, disability, sexual orientation, age, marital status, having dependants; and

- increased awareness among disadvantaged people, groups and areas in Northern Ireland, of their rights and the help available to them.

The desired outcomes reflect OFMDFM's remit within New TSN as they are largely concerned with the implementation, monitoring and targeting of New TSN.

2.4   Additionality

The vast majority of OFMDFM targets within their New TSN action plan are specifically aimed at ensuring that New TSN becomes embedded throughout Departments and that there is clear research to support New TSN action and subsequent reporting. It is therefore evident that the bulk of such actions would not have happened in the absence of New TSN. As noted previously the potential for OFMDFM to have a specific impact on individuals, groups and areas is limited by the scope of their remit and therefore the additionality is evidenced at the process level.

2.5   Commentary on Action Plan

The OFMDFM action plan targets are clear and in the majority of cases timescales for action are included with targets. While it was easier to track the OFMDFM targets through from the first to the third action plans than for other Departments, there was still a degree of confusion caused by targets being completed and others being changed during the course of the planning cycle.

Given the role of OFMDFM in relation to New TSN, it is unsurprising that the action plan largely focuses on process with just four of the 19 objectives being output/outcome focused.

While the objectives and targets in the New TSN action plan were generally complementary, there was often a clear misfit between the objectives, desired outcome and the social need to be tackle. Table 2.1 overelaf, provides an example from the OFMDFM action plan.

Table 2:1
OFMDFM 14

Social Need to be Tackled	Poor community relations and sectarianism amongst those who are most disadvantaged
Desired Outcome	Improved community relations and sectarianism amongst those who are most disadvantaged
Objective	To develop a New TSN weighting in the District Council Community Relations Programme (DCCRP) funding formula.
Target Actions or Timescales	Drawing on recommendations from a consultative Funding Strategy Group, develop a new funding formula incorporating a New TSN weighting by September 2000 for application in conjunction with the triennial evaluation of the DCCRP due to report in October 2000.
	Review the priorities of the DCCRP and include the application of New TSN, in light of the recommendations of the triennial evaluation by March 2001.
	By November 2000, consult with District Councils, using their previous plans as models, with a view to introducing the new funding formula with effect from financial year 2001-2002.
	By March 2001, revise the type of monitoring information collected to assess the effect of the Councils' Community Relations Programmes on those who are most disadvantaged.

Source: OFMDFM New TSN Action Plan

In this example the desired outcome is simply a restatement of the social need to be tackled. While the importance of developing processes to underpin New TSN is recognised, including developing systems for the skewing of resources towards disadvantaged areas it must be recognised that consultation and revision of monitoring information will not of themselves fuel a reduction in sectarianism among the most disadvantaged. There are many examples throughout the OFMDFM plan where the objectives and targets are not likely to result in an impact on the social need to be tackled, demonstrating a misfit in terms of the action planning process.

2.5.1 Research Branch

Five of the 19 OFMDFM New TSN action plan objectives relate to the work of the Research Branch and these objectives account for 45 per cent of OFMDFM targets.

Research Branch aims to tackle disadvantage experienced by people, groups and areas in Northern Ireland by developing Robust data systems and methodologies for targeting and monitoring in New TSN.

Evidence was produced by OFMDFM to demonstrate progress by Research Branch in relation to commissioning, publishing and disseminating research on a range of New TSN relevant research. Table 2:2 illustrates the progress made in relation to OFMDFM 12 and 13.

Table 2.2
Research Branch Objectives 12 and 13

Research	Date of Publication	Means of Dissemination
Poverty in Northern Ireland.	May 2002	Press Release
Scoping Employability	June 2001	Through DFHETE (DEL)
Developing a Methodology for Measuring the Skewing of Resources for New TSN.	January 2002	Internet
Community Differentials: Methods for Measuring.	January 2003	Internet
The Needs of the Travelling Community in Northern Ireland.	To be decided	N/A
Barriers to Accessing Services.	December 2001	Press Release
Minority Ethnic Communities: Educational Needs and Expectations.	December 2002	N/A
Measuring and Monitoring the impact of "Chill factors" on employment.	August 2002	Internet

Source: OFMDFM

Significant progress has been made in relation to developing research on New TSN related issues. The Branch has produced critically important pieces of research that have directly contributed to important practical, policy debates on measuring poverty, the skewing of resources and community differentials. While the OFMDFM action plan does not specify a deadline for the completion of these pieces of research, Target 13 a commits to publishing the research within four months of production. In the majority of cases research this target has been achieved although research carried out in relation to travellers has not yet been published. Whilst a New TSN research strategy was published, the strategy has not been put into operation.

Research branch have also provided advice to government Departments in relation to statistical and research issues including systems for targeting and monitoring as well as working with the New TSN Unit and NISRA to develop and consult on a research strategy for New TSN.

While a significant body of research has clearly been developed in relation to New TSN, it is not evident to what extent such research has fed into the work of other Departments and informed their New TSN actions or the planning process. The evidence provided also suggests that the means of dissemination of research is general rather than targeted at Departments and groups likely to have an interest.

2.6 Performance against Targets

Table 2.3 illustrates the performance of OFMDFM against the targets set out in Making it Work.

Table 2.3
OFMDFM Performance Against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	5	1	3	1
2	5		5	
3	2	1	1	
4	1	1		
5	4		4	
6	1	1		
7	4	3	1	
8	2	2		
9	2	2		
10	3		3	
11	4			4
12	8	5		3
13	2	1	1	
14	4			4
15	3	2	1	
16	2	1		1
17	2	1		1
18	2		1	1
19	2		2	
Total	58	21	22	15

Source: OFMDFM

Thirty three per cent of the action plan targets have been completed with a further 38 per cent of targets that are ongoing. While achievement of one third of action plan targets appears low, it is recognised that many of the targets related to process and were designed to be ongoing throughout the life of the plan. During the course of the plan 29 per cent of targets were deferred or revised, largely by delaying the timescale for completion. This compares favourably with other Departments with deferral rates of between 26 and 55 per cent.

2.7 Summary Review of Evidence

2.7.1 Improved Systems for Targeting and Monitoring

One of the key OFMDFM objectives is to develop robust data systems and methodologies for targeting and monitoring in New TSN and 19 of the action plan targets are aimed at achievement of this objective.

While nine of these targets have been deferred or revised from the original action plan date, evidence was produced during the course of the evaluation to demonstrate that there are improved systems for targeting and monitoring New TSN impact particularly in relation to community differentials in Northern Ireland and on minority ethnic communities and the Northern Ireland Traveller Community.

2.7.2 Skewing of Resources

While the limited ability of OFMDFM to impact specifically on disadvantage has also affected the scope of the Department to skew resources towards disadvantaged areas, clear evidence was submitted to demonstrate the role played by the Department in ensuring that Executive Programme Funds allocations took account of New TSN.

The New TSN unit worked with DFP to ensure that New TSN factors were considered in the allocation of Executive Programme Funds. At bidding stage all Departments were required to state whether their bids had a positive negative or neutral effect on New TSN. Evidence from OFMDFM demonstrated that the majority of bids were described as making a positive contribution to New TSN even where they had a neutral and on one occasion a negative New TSN impact.

Evidence was also produced by the New TSN unit of OFMDFM that demonstrated their role in ensuring that bids to the Social Inclusion Fund were not penalised by an oversubscription to the fund. Potentially some bids to the Innovation Fund would be funded even though they were weaker than some bids to the Social Inclusion Fund because of the respective fund allocations. The New TSN Unit played a key role in increasing the allocation to the Social Inclusion Fund, thus ensuring that New TSN positive bids were not disadvantaged.

2.7.3 Skewing of Efforts

OFMDFM have demonstrated that efforts, particularly in relation to data gathering and research have been skewed towards disadvantaged groups. Particular efforts have been made to research the needs of the Northern Ireland Travelling Community and Ethnic Minority communities.

The following section summarise key findings emerging from our assessment of evidence on the role played by the New TSN Unit in relation to key action plan objectives:

- **driving forward the initiative and setting overall objectives** - the Unit has successfully managed to drive New TSN forward in relation to providing core support to Interdepartmental working groups, producing policy guidance and detailed training materials to departments. More critically, the Unit has played a significant role in relation to ensuring that Action Plans were developed and updated by Departments and it facilitated discussions with relevant NDPBS. In relation to setting overall objectives, an early policy decision was taken by Central Secretariat not to develop specific objectives for the

policy and this hampered the development of the policy particularly in relation to the identification of clear policy outcomes and indicators;

■ **promotion of New TSN** – the Unit has played the leading role in relation to promoting the policy both internally and externally. On the internal front, the Unit has taken on board promotional activities that should have been provided through interdepartmental working groups and units responsible for New TSN within Departments. The Unit, through OFMDFM, has also played a leading role in informally influencing a number of important policy decisions on New TSN, notably in relation to incorporating New TSN considerations into budgetary arrangements. Externally, the Unit has undertaken and facilitated a range of important workshops with NDPBs and the voluntary and community sector on New TSN;

■ **to advise Departments on the implementation of New TSN, challenging current arrangements where necessary** - the Unit's 'challenge' role has been mostly limited to ensuring compliance with process issues rather than actively challenging the contents of Action Plans by way the appropriateness of objectives, targets and reasons why certain activities were not achieved. Prior to the publication of Making It Work, the Unit undertook an assessment of plans and asked a number of departments to provide detail on what they meant by social need, how were they defining disadvantaged areas and groups and what type of indicators would they be using. Evidence reviewed indicates that a number of departments did not address the questions raised by the Unit and only minimal consideration was given to advise provided.

■ **Promoting Social Inclusion** –the New TSN Unit and OFMDFM have played a critical role in co-ordinating and promoting PSI within NICS. The PSI consultation exercise and the decision making process on selecting new priorities represented good practice and evidence reviewed details the transparency of the decision making processes. OFMDFM have employed their central position within government to very good effect through the PSI model.

2.8   Key New TSN Achievements

OFMDFM have obviously embraced New TSN and clear evidence was produced to demonstrate that New TSN is an integral part of the Department. Key achievements arising from the first action plan include:

■ requiring Departments to identify the impact of New TSN of bids to the Executive Programme Funds;

■ negotiating for an increase in allocation to the social exclusion fund;

■ establishing priorities for PSI;

■ engaging in consultation with the voluntary and community sector in relation to promoting social inclusion and the PSI report on travellers;

- conducting and publishing New TSN related research on poverty, race barriers to essential services and employability; and

- improving monitoring and targeting systems for New TSN through research seminars for New TSN.

3. DEPARTMMENT OF AGRICULTURE AND RURAL DEVELOPMENT

3.1 Relevance of New TSN to Department

The Department of Agriculture and Rural Development is responsible for the administration of the national economic support for the agriculture industry in Northern Ireland and the implementation of EU policies, including price support and the payment of subsidies to farmers. In addition DARD is responsible for all aspects of the development of agriculture, including education, research, analytical and diagnostic work and special support measures, as well as rural development, sea fisheries and aquaculture, forestry, land drainage and flood defences. The Department's role includes helping to ensure the economic and social well-being of rural communities.

The relevance of New TSN to DARD is constrained by its commitment to implement UK and EU wide policies and directives. It was noted that approximately half of DARD's expenditure (approximately £180 million in 2001/2) was expended on the implementation of policies determined in whole or in part either at EU or UK level. Given the EU dimension, a considerable proportion of the Department's activities are subject to the constraints imposed by the Common Agricultural and Common Fisheries Policies framework. These policies primarily target agricultural disadvantage eg considerable support is provided to Less Favoured Areas which, because of their location, climate and topography, would otherwise be vulnerable to economic decline and depopulation. Consequently, EU rules and regulations do not allow for the skewing of resources, except on agricultural grounds. However, DARD highlights that where discretion is permitted, the Department is integrating New TSN into its approach. Figure 3.1 illustrates that the majority of DARD's units of business were categorised in the EPEC report as having no or very low relevance to New TSN.

Figure 3.1
New TSN Relevance of DARD Business Units TSN
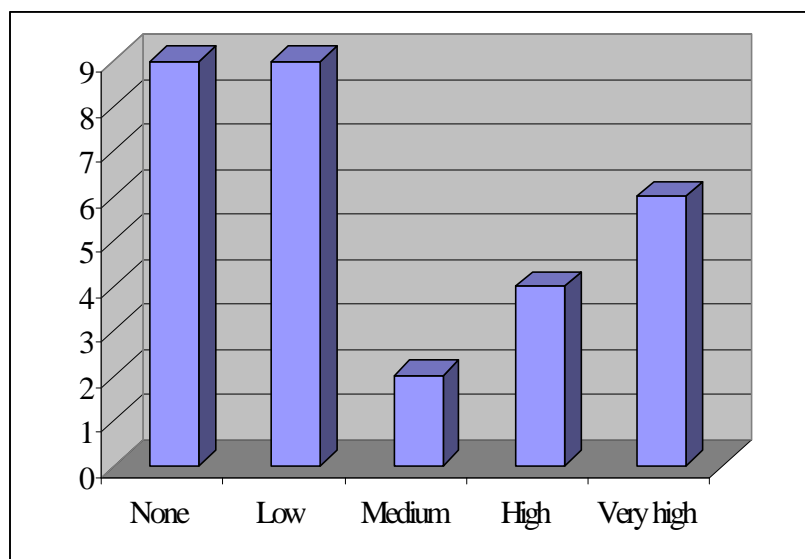
Source: Epec Report

Table 3.1 illustrates that responsibility for progressing the majority of New TSN targets in DARD is split between business units that are seen to have high relevance to New TSN and those that have low relevance.

Table 3.1
New TSN Objectives by Departmental Business Unit and Relevance to New TSN

Action Point	Business Unit	New TSN Relevance
1-4	DARD	Not Defined
5-9	FFEPG (grants)	High
10-11	Fisheries	High/ Very High
12-15	Forest Service	Low
16	RDD	Very High
17-19	Science Service	Low

Source: Epec Report

3.2   Definition of Social Need and Social Exclusion

The DARD action plan identifies the social needs to be tackled as:

■   economic and social disadvantage among rural people, groups and areas;

■   disadvantage among fisheries dependent communities;

■   lack of employment opportunities in the forestry sector;

■   lack of access to forest facilities by disadvantaged groups; and

■   animal disease in disadvantaged areas.

Significantly, the Action Plan is limited in the extent to which it defines *'economic and social disadvantage'* and '*rural people, groups and areas'*. However DARD has recently developed its definition of social need, as a result of the 2001/02 Social Survey. This survey identified a correlation between land quality and multiple social deprivation. Therefore the use of Less Favoured Areas (LFAs)[1] as an indicator of agricultural disadvantage is also applicable as an indicator of the extent of social need.

3.2.1   Employability and Unemployment

Although DARD's Action Plan sought to contribute to the creation, retention and quality of employment within the fisheries and commercial forestry sectors, the Department noted that it had limited direct influence on employability or unemployment processes and outcomes. With the exception of the Rural Development Division, improving employability and tackling unemployment are not viewed as areas on which DARD can impact significantly.

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[1] LFA's are regarded as consisting of land of poorer agricultural productivity

3.2.2 Tackling Other Inequalities

DARD noted that it had an important role to play in tackling inequalities within the agricultural industry and their action plan specifically aims to target disadvantage and inequalities in the forestry sector. DARD also aims to tackle inequalities through the allocation of funding for agriculture and rural development activities and by developing information sources that can assist in the identification of inequalities such as the DARD Social Survey.

3.2.3 Promoting Social Inclusion (PSI)

None of the DARD action plan objectives related specifically to promoting social inclusion among specific groups.

3.2.4 Key New TSN Constituencies

The Department's main constituencies in respect of both its policy remit and New TSN are defined as fisheries dependent communities, the forestry sector and rural groups as well as farmers and farm families. The Department has made use of Noble data for area targeting purposes but has not specifically defined New TSN areas, groups or individuals in the context of their plan.

3.3 Summary of Desired Outcomes

The Desired Outcomes identified throughout the DARD action plan include:

■ the need to tackle rural disadvantage fully recognised in DARD plans and programmes and understood by staff and NDPBs;

■ encourage economic growth in disadvantage areas;

■ to sustain and enhance the quality of fisheries employment;

■ maintain current employment in the overall forestry sector;

■ to address disadvantage or inequality in relation to access to forestry services;

■ to stimulate the economic and social revitalisation of rural areas in Northern Ireland, with a particular focus on disadvantage; and

■ to enhance the Science Service knowledge and awareness of the New TSN impact of its activities.

The majority of desired outcomes identified by DARD are broadly aligned to New TSN objectives. However, a review of the Action Plan identifies a number of areas where the link between actions/targets and objectives and/or social outcomes is tenuous. Table 3.2 sets out an example from the DARD action plan.

Table 3.2
DARD New TSN Objective 7

Social Need to be Tackled	Disadvantage in Rural Areas
Desired Outcome	Encourage economic growth in disadvantage areas
Objective	To introduce New TSN considerations into the development of environmental schemes.
Target/Action	The criteria for assessment of future applications under the Countryside Management Scheme (which is open to farmers from all over Northern Ireland outside of the existing designated Environmentally Sensitive Areas) will include a weighting system relating to the location of applicants. This will be additional to the existing criteria relating to environmental priorities. The new criterion is under active consideration and a decision is expected by the end of February 2001.

Source: DARD New TSN Action Plan

It is not clear how the allocation of expenditure for the development of environmental schemes will contribute to economic growth and the reduction of disadvantage in rural areas.

In addition, three DARD objectives relate to activities carried out by DARD Science Service. The extent to which the activities of the Science Service can meaningfully contribute to the core New TSN objectives of tackling unemployment and increasing employability, tackling inequality and Promoting Social Inclusion is questionable.

3.4   Additionality

The extent to which DARD action plans represent additional/New TSN specific activity cannot be readily determined. However, discussion with Department staff suggests that the majority of activities identified within the Action Plans would probably have taken place in the absence of New TSN.

3.5   Commentary on Action Plan

The DARD 2000/2001 Action Plan identified 19 NEW TSN objectives, nine of which were process oriented. The majority of these objectives had multiple targets/actions assigned to them, which produced an unwieldy number of actions and targets. In subsequent planning periods, the number and nature of objectives were revised. The action planning process therefore lacked continuity resulting in overly cumbersome monitoring and evaluation activities.

As identified above, the relevance of many of the objectives identified within the DARD Action Plan is questionable, as their potential for impacting positively on employability and unemployment, reducing other inequalities and promoting social inclusion is limited and in some cases negligible. The Objectives that offer the greatest potential for targeting social need are those relating to Rural Development Division (DARD Objective 16) and, in the context of possible changes to EU Fisheries policy, Fisheries Division (DARD Objectives 10 and 11).

3.6 Performance against Targets

Table 3.3 identifies the progress made to date on DARD New TSN targets.

Table 3:3
DARD Performance Against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	3	2		1
2	2	2		
3	2	1		1
4	3	3		
5	1	1		
6	1	1		
7	1	1		
8	1			1
9	2	2		
10	4	3	1	
11	6			6
12	2	1		1
13	2	2		
14	2	2		
15	1	1		
16	3	3		
17	1			1
18	2	1	1	
19	3			3
Total	42	26	2	14

Source: DARD

Of the 42 target actions or timescales, 62 per cent were completed, a higher completion rate than other Departments. During the course of the plan a further 33 per cent of targets were deferred or revised.

3.7 Summary Review of Evidence

3.7.1 Improved Systems for Targeting and Monitoring

DARD committed to developing a capability to monitor the distribution of Common Agricultural Policy (CAP) support by the community background of recipients by carrying out a major social survey. The survey was completed in mid March 2002, following a delay caused by the Foot and Mouth Disease outbreak, and the results published July 2002. As the results of this survey have only been made available in recent months, it is not possible to determine the impact of the survey on DARD policy. Discussions with

DARD have identified that Departmental staff have not so far received guidance or direction on the potential application of survey information in relation to New TSN.

3.7.2 Skewing of Resources

DARD considered options to skew resources to target social need following an increase in the allocation of Northern Ireland's milk quota. The options considered were well documented in the evidence produced by DARD. A decision was made to allocate the quota to active[2] small[3] producers and not active small producers located within Less Favoured Areas (LFAs)[4]. While it was recognised that allocating quota to small active producers in the LFA would have a greater impact in targeting social need, it was considered that this approach would incur a high level of administrative effort as DARD could not readily identify active small farmers in the LFA. The effect of the allocation of additional quota is:

- a 12,608 tonne and 7,092 tonne increase in wholesale milk quota (applicable to the years 2000/01 and 2001/02 respectively) was allocated to all active small milk producers in Northern Ireland;

- over 70 per cent of the small producers who received an allocation of additional milk quota are situated in disadvantaged areas; and

- based on the current levy of 22p per litre, the average allocation of quota provided a £1,400 benefit to eligible farmers.

While the approach adopted by DARD in allocating additional quota was not the most effective method of targeting social need it is recognised that by targeting small active producers resources were skewed towards disadvantaged areas more effectively than if quota had been split among all active milk producers. It is also recognised that the relative impact of the additional quota on small producers would be greater than on larger producers.

3.7.3 Skewing of Efforts

DARDs action plan contains an aim to skew efforts to ensure " *that disadvantaged rural groups can avail of the opportunities offered by the post-1999 Rural Development Programme (RDP)"*. The 2001-2006 RDP was formally launched in November 2001 and a series of Information Seminars were held across rural areas of Northern Ireland following the launch. It is not possible to measure the impact of the RDP on disadvantaged groups, areas and individuals at this early stage in the programme.

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[2] 'active farmers' are defined as those with a 70 percent minimum milk usage level in the quota year ending 31 March 1999

[3] 'small farmers' are defined as those with a permanent milk quota of less than 250,000 litres at 1 April 1999)

It is recognised however, that although the 2001-2006 RDP does not have specific targets in relation to disadvantaged areas and groups, its monitoring procedures facilitate the monitoring of spend within disadvantaged areas and the participation of young people, women, farm families, the long term unemployed and people with disabilities. New TSN considerations and the impact on poverty form part of the RDP Grant Application Form and are part of the criteria used to select LEADER+ Groups. New TSN considerations are also included as a guiding principle within the Guidelines on the Development of a Sustainable Tourism Strategy for the Natural Resource Rural Tourism Initiative Partnerships under the PEACE II Programme.

3.8   Summary of Key New TSN achievements

Given that DARD's potential to influence the disbursement of funding is limited by EU regulations, the Departments New TSN achievements over the 2000-02 period have largely been process related. In addition to the completion of the Social Survey of Farmers and Farm Families, which should inform future policy development within the Department, New TSN has also received greater weighting in the assessment of applications from (agriculturally) disadvantaged areas by the Countryside Management Scheme and Processing and Marketing Scheme.

It is recognized that the allocation of additional milk quota to small active producers effectively skewed resources towards disadvantaged individuals and areas, although greater skewing of resources would have been achieved by targeting small active producers in the LFA's.

It is considered that DARD's greatest contribution to New TSN will result from the £80 million funding allocated under the 2001-2006 RDP. At this early stage of the programme it is not possible to determine the extent of the likely impact on disadvantaged areas, groups and individuals.

4.   DEPARTMENT OF CULTURE, ARTS AND LEISURE

4.1   Relevance of New TSN to Department

DCAL is responsible for the central administration of arts and culture, museums, libraries, sport and leisure visitor amenities, inland waterways and inland fisheries. It also has responsibility for Ordnance Survey, the Public Records Office, language policy, matters relating to National Lottery distribution, Creative Industries and the Northern Ireland Events Company.

DCAL does not regard its core activities as having particularly high relevance to New TSN as increasing employment and employability are not core Departmental objectives. There is however a clear alignment between PSI and increasing participation and access by socially disadvantaged groups and individuals and speakers of minority languages, which is a core business and New TSN objective for DCAL. Figure 4.1 illustrates the low relevance of DCAL units of business to New TSN as set out in the EPEC report, with only two Business units out of seventeen defined as having very high relevance to New TSN. The low relevance of the Department to New TSN is reflective of the fact that DCAL does not directly deliver services to citizens.

Figure 4.1
New TSN Relevance of DCAL Business Units
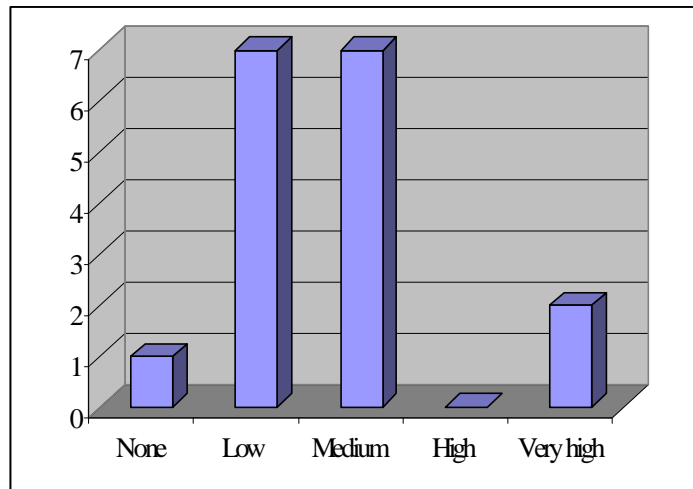
Source: Epec Report

Table 4.1 illustrates that the responsibility for progressing the majority of New TSN action within DCAL rests with units of business that were defined as having low relevance to New TSN.

Table 4.1
New TSN Objectives by Departmental Business Unit and Relevance to New TSN

Action Point	Business Unit	New TSN Relevance
1	DCAL	Not Defined
2-8	CAL	Low/Medium
9-11	Linguistic Diversity Unit	Low
12	Inland Fisheries	Low
13	Inland Waterways	Medium
14-15	PRONI	Low

Source: Epec Report

4.2 Definition of Social Need and Social Exclusion

The DCAL Action Plan does not define social need or disadvantage in relation to people, groups or areas although speakers of minority languages are clearly a key target group in respect of Linguistic Diversity. The Department's New TSN focus relates largely to reducing social exclusion in relation to culture, arts and leisure activities although social exclusion is also not specifically defined within the action plan. The DCAL action plan also aims to address economic under development in disadvantaged areas through objectives and targets relating to Inland Fisheries and Waterways.

4.2.1 Employability and Unemployment

DCAL does not view its activities as having a strong direct contribution to either reducing unemployment or increasing employability. Whilst a number of business units have indicated that their activities are aimed at increasing economic development and employment opportunities in disadvantaged areas and within minority ethnic groups, there are no specific training or job creation targets within the DCAL action plan.

4.2.2 Tackling Other Inequalities

The key inequality that DCAL aims to tackle is the lower participation in culture, arts and leisure (CAL) activities by disadvantaged people (disadvantage is not defined) and the improvement of access to culture, arts and leisure. In this respect, there is a close correlation between this and the Departments activities under PSI.

4.2.3 Promoting Social Inclusion

The DCAL action plan aims specifically to reduce social exclusion in the CAL sectors and to ensure that the linguistic needs of minority ethnic people are taken into account, demonstrating clear complementarity between the DCAL New TSN Action Plan and the PSI tenet of New TSN.

4.2.4 Key New TSN Constituencies

The target groups for the DCAL action plan are 'the *(undefined)* socially disadvantaged' and minority language speakers. There is also a focus on socially disadvantaged people from rural communities in relation to Inland waterways and fisheries targets. There is no clear geographical focus towards disadvantaged areas as the DCAL action plan tends to focus on groups of people rather than defined areas of deprivation.

4.3 Summary of Desired Outcomes

The desired outcomes contained in the DCAL New TSN action plan are:

■ effective strategic management;

■ increased access to and participation in CAL activities;

■ increased social activity based on minority languages and greater self esteem among minority language users particularly the most socially disadvantaged people;

■ increased economic activity in disadvantaged areas;

■ stimulate local economic development in disadvantaged areas through the provision of public water recreation facilities, aimed at improving the recreational and amenity value of the countryside; and

■ increase access to and participation in archive-related activities.

For the most part there is a clear correlation between the social need to be tackled and the desired outcome although it is difficult to ascertain how the effective strategic management objective can address the social need of disadvantage among people, groups and area in Northern Ireland.

4.4 Additionality

It is clear that the DCAL plan contains actions that are specifically aimed at meeting the Department's New TSN obligations and are additional to the work that the Department would have done in the absence of the New TSN policy. While the specific impact of identifying indicators and collecting data in relation to disadvantaged groups may not be clear, the activities in identifying indicators of social disadvantage in respect of DCAL activities are clearly focused on New TSN and demonstrate the additionality of New TSN within DCAL.

In those business areas that have a higher relevance to New TSN, for example Public Libraries, it is not clear to what extent the targets contained within the New TSN action plan are additional to the core work of the Department. The promotion of early literacy projects by Libraries preceded the introduction of New TSN and targets in respect of electronic libraries are part of a wider UK agenda to encourage electronic literacy.

The ability of both of these targets to impact on socially disadvantaged people is recognised but it is not clear to what extent impacting on social need is an incidental objective of these activities as opposed to a specific policy aim.

4.5   Commentary on Action Plan

The Department's action plan targets are clear and it is apparent that attention has been given to timebounding actions contained within the plan although for long range targets, interim milestones would have been useful to identify progress within the action plan period.   While the action plan targets specify outcomes to be achieved, these generally relate to processes and stop short of identifying an impact on the Department's New TSN constituent groups. Of the 15 objectives contained within the action plan, ten of these related to outputs or outcomes with the other five being process related, demonstrating a stronger focus on outputs than most other Departments.

The outcomes identified by DCAL were, for the most part, broadly aligned to the New TSN objectives, particularly the PSI tenet of New TSN. It was, however, difficult to identify how achievement of the target/action would achieve the desired outcome. An example from the DCAL action plan is presented in Table 4.2.

Table 4.2
DCAL Action Plan Target

Social Need to be Tackled	Social exclusion in the CAL Sector
Desired Outcome	Increased access to and participation in Cal activities
Objective	To increase uptake of museum facilities by Socially Disadvantaged People
Target/Action	To identify indicators of social disadvantage in the context of National Museums and Galleries using relevant Departmental data in addition to existing indicators by January 2001

Source: DCAL Action Plan

While the importance of being able to effectively monitor the impact of New TSN through adequate baseline information and indicators is recognised, the process of identifying indictors of social disadvantage of itself does not have any impact on increasing access to and participation in CAL activities by disadvantaged groups. The DCAL action plan contains targets framed around '*developing indicators*', '*gathering baseline information*' and '*assessing demand*' as ways of targeting social exclusion or low economic activity and it is unrealistic to expect these activities to either tackle the identified social need or meet the identified desired outcome.

It was clear from the Action Plan that complementary actions being taken forward by a number of business units, eg the establishment of indicators of social need for DCAL activities, were identified and reported on separately, causing unnecessary replication throughout the plan.

While the continuity of referencing and format between DCAL action plans is to be welcomed for its clarity, there was significant change in original timescales for targets throughout the action plans with targets being included in subsequent plans with amended timescales and no explanation for the delay.

4.6   Performance against Targets

Table 4.3 shows how DCAL has performed against the targets set out in Making it Work.

Table 4.3
DCAL New TSN Performance against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	6	2	2	2
2	3		3	
3	4		1	3
4	2			2
5	1			1
6	4	4		
7	3			3
8	2		1	1
9	6	1	1	4
10	2	1	1	
11	1	1		
12	3	2		1
13	3	3		
14	4	2		2
15	2	1		1
Total	46	17	9	20

Source: Deloitte & Touche

Less than 40 per cent of the original action plan targets have been completed. While recognising that some of the targets were process based and designed to be ongoing, there is still a significantly high number (20) of targets that were revised from their inclusion in the action plan, largely by delaying the timescale for achievement.

4.7   Summary Review of Evidence

4.7.1   Improved Systems for Targeting and Monitoring

DCAL's action plan has had a large focus on the development of indicators and gathering baseline information to inform the work of the Department in relation to New TSN. Preliminary indictors have been developed and the latest action plan contains commitments to finalise and examine indicators and assess their implication for Departmental action.

It is not clear how DCAL propose to take forward the developed indicators and translate them into action that will impact more directly on social need.

4.7.2   Skewing of Resources

In relation to Inland Waterways and Inland Fisheries there is clear evidence of skewing of resources towards disadvantaged areas with 60 per cent of annual expenditure of the Angling Development Programme and Inland Waterways recreational programme expenditure committed to disadvantaged areas. In other areas of the action plan it is not evident how resources have been skewed either to disadvantaged groups or areas.

Evidence provided on libraries suggests that DCAL was considering the application of a new resource model to the Education and Library Boards based on Noble data by considering the most educationally disadvantaged wards and each education and library boards share of the population living in these wards. Data provided by NISRA indicated that the distribution across boards depended on the cut off point adopted for defining disadvantaged wards. Table 4.4 shows the resourcing models considered and their impact on each Education and Library Board relative to their share of the population.

Table 4.4
Resourcing Model for Libraries Based on Educational Disadvantage

	100 most disadvantaged wards %	150 most disadvantaged wards %	200 most disadvantaged wards %	All NI %
BELB	42.3	31.4	27.7	16.8
WELB	15	16.9	19.3	16.6
SELB	8	14.6	17	20.2
NEELB	19.3	19.2	17.3	23.4
SEELB	15.4	18	18.7	23

Source: NISRA

The data provided illustrates that the higher the cut off point is set in terms of disadvantaged wards, the more the boards population share in those wards approaches the share of the overall population.

While this model has not been progressed, the evidence provided demonstrates that consideration has been given to skewing resources to take account of New TSN although clearly, it will be important to ensure that a policy decision is taken in relation to the options identified in Table 7.3.

4.7.3 Skewing of Efforts

The ability of DCAL to skew efforts is limited as it does not deliver services directly to citizens, although the identification of indicators in relation to culture, arts and leisure activities represents a skewing of efforts towards disadvantaged groups, areas and individuals.

4.8 Summary of key New TSN achievements

Despite the perception within DCAL that their activities are not highly relevant to New TSN, evidence was produced to demonstrate that efforts have been made to target social need within the Department's programmes. Key achievements of the DCAL action plan are:

- the development of indicators of social disadvantage in respect of the Department's activities has been a key outcome of the DCAL New TSN action plan, and should be able to inform future New TSN action and measurement of its impact. As previously stated further action is required to ensure that the indicators identified are used to shape future New TSN action;

- skewing of resources from two of its funding programmes so that 60 per cent of expenditure from the Inland Waterways and Inland Fisheries Programmes is in New TSN areas;

- consideration of resourcing models to skew public library expenditure towards areas of disadvantage; and

- heightened efforts to ensure the accessibility of the culture, arts and leisure sectors.

5.   DEPARTMENT OF EDUCATION

5.1   Relevance of New TSN to Department

The Department of Education (DE) has central responsibility for policy and planning for schools, youth and community relations activities for children and young people. DE is chiefly concerned with preparing children and young people to reach their potential and make a full and positive contribution to society. This relates to personal and social development as well as educational achievement. The links between social need and educational achievement are complex, but broadly, there tends to be a negative relationship between academic performance and disadvantage. (The exception to this pattern is that some schools serving highly disadvantaged communities are among the best performing schools in the region.) Therefore, actions taken to improve academic performance directly target disadvantage.

The Department considers that the targeting of social need/educational underachievement (as opposed to New TSN) is in the 'lifeblood', being a central consideration in all policy and programme development. New TSN is highly relevant to DE objectives although there are policy tensions in relation to the 'additionality' question. Figure 5.1 illustrates the relevance of DE units of business to New TSN, as set out in the EPEC report. Significantly, the EPEC report found that the vast majority of Departmental expenditure is relevant to New TSN. Even in the areas treated as not relevant it was found that they were essential to the delivery of New TSN relevant services.

Figure 5.1
New TSN Relevance of DE Business Units
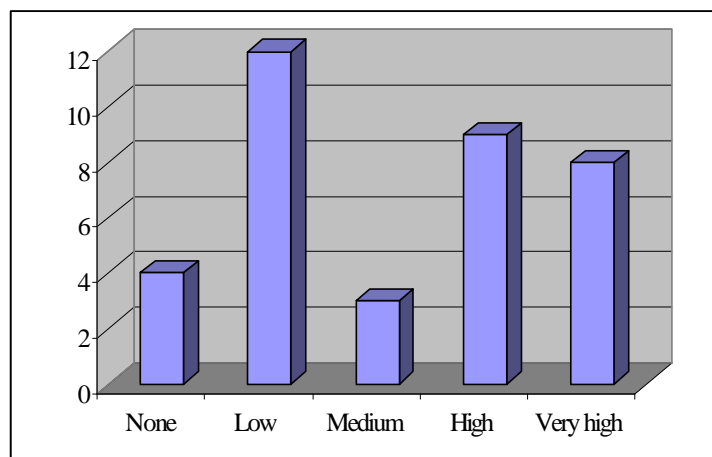
Source: Epec Report

Table 5.1 illustrates the units of business with responsibility for progressing New TSN actions and their relevance to New TSN as set out in the EPEC report. Significantly the action plan focus on youth services and community relations was found to be highly relevant to New TSN.

Table 5.1
New TSN Objectives by Departmental Business Unit and Relevance to New TSN

Department	Action Point	Business Unit	New TSN Relevance
DE	1-6	General	Not defined
	7-18	Educational Services	Low
	19-22	Youth	High
	23-24	Community relations	High

Source: Epec Report

5.2 Definition of Social Need and Social Exclusion

DE defines social need in its plan according to groups, areas and individuals and in relation to its three relevant business areas. Table 5.2 shows how social need has been identified in respect of schools, youth services and community relations.

Table 5.2
DE Definitions of Social Need

Business area	Social Need Identified
Schools	low educational achievement, low personal and social skills and poor employability among disadvantaged groups
Youth Services	exclusion of young people in disadvantaged areas
Community Relations	exclusion of socially disadvantaged young people

Source: Deloitte & Touche

Notably, the DE definition of social exclusion focus largely on the exclusion of young people from disadvantaged areas in relation to youth services and community relations.

5.2.1 Employability and Unemployment

DE's contribution in terms of New TSN is most strongly related to the employability element. The Schools business area focuses on improving the academic achievement of individuals, schools and (indirectly) areas. Youth Service activity also relates to employability, through its focus is on self-development and the 'softer' elements of employability, for example, confidence and communication skills. In relation to tackling unemployment, DE's contribution was related to improving the employability potential of young people, thereby reducing the likelihood of unemployment (long term effect).

5.2.2 Tackling Other Inequalities

DE also aims to tackle educational inequalities through measures that aim to 'level-up' facilities and teaching quality in schools serving disadvantaged communities to the generally higher standards provided at better performing schools.

5.2.3 Promoting Social Inclusion

DE also targets specific groups for social inclusion, particularly in relation to participation in community relations and youth services. Specific groups targeted under social inclusion measures include Travellers and other minority ethnic children and young people, school age mothers and looked after children.

5.2.4 New TSN Constituencies

DE, unsurprisingly, focuses on children and young people and identifies beneficiaries of New TSN actions on the basis of school performance and entitlement to FSM (not actual take-up). An area method such as Noble is arguably inappropriate as pupils attending a school do not necessarily live in the area in which it is located and schools located in deprived areas may have high levels of educational achievement.

5.3 Summary of Desired Outcomes

There are three desired outcomes set out in the DE action plan. These are:

- improved academic achievement increased self-esteem and employability among disadvantaged groups;

- increased access to, and participation in youth programmes; and

- increased access to, and participation in community relations programmes.

The schools and youth services desired outcomes are aligned to New TSN objectives and are clearly linked to the identified social need to be tackled. However, the relevance of participation in community relations to social exclusion is questionable. Although there are clear links between community tensions and disadvantage in Northern Ireland, the two issues are quite distinct and tackling poor relations is unlikely to have a direct impact on social need.

5.4 Additionality

At a Departmental level, DE has always aimed to raise educational standards and to target efforts to improve standards, directed at the most disadvantaged children and young people. Youth Service resources have also tended to focus on disadvantaged areas and pupils.

Therefore, New TSN's impact on the overall departmental focus has been limited although it has enabled DE to take a more structured and centrally regulated approach from a Departmental level and to focus on specific TSN actions within programmes.

Although DE has provided evidence on the patterns in educational participation and attainment since the introduction of New TSN, it has not been able to determine what would have happened in the absence of the New TSN policy or the degree to which the specified New TSN actions contributed to any change in educational trends.

Additionality is evident at a programme level within DE, with the introduction of new initiatives funded with additional resources (generally Executive Programme Funds). These initiatives (for example, the School Age Mothers programme and pilot programmes for participation in youth service provision) would likely not have taken place in the absence of this additional support or would have happened on a smaller scale.

5.5   Commentary on Action Plan

The DE action plan is strongly output rather than process focused, with only six of the 24 objectives relating to the development of New TSN processes and structures. As might be expected, the process objectives have only an indirect link to the desired outcomes stated in the plan; for example, identifying the extent of educational need could not be expected to improve academic achievement in itself. The desired outcomes set appear realistic but the absence of quantification makes it difficult to assess the degree to which they have been achieved.

Output related objectives are generally closely linked to the desired outcomes and targets are consistent with the objectives set. Most of the targets in the plan are time-bound but, with the exception of those for DE8 and DE14, are not quantified.

5.6   Performance against Targets

Table 5.3 overleaf, identifies the performance of DE to date in relation to the targets set out in Making it Work.

Table 5.3
DE Summary of Performance Against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	2	2		
2	2	1	1	
3	2		2	
4	3	1	2	
5	2	2		
6	1		1	
7	2	1		2
8	4	1		3
9	2		1	1
10	1	1		
11	4	2	2	
12	6	2	4	
13	2	2		
14	9	6	2	1
15	1			1
16	3			3
17	1			1
18	2			2
19	2		1	1
20	1			1
21	3		1	2
22	2			2
23	2	1	1	2
24	2	1		11
Total	61	22	18	21

Source: Deloitte & Touche

Thirty six per cent of the DE action plan targets were completed with a further 30 per cent of targets that are ongoing. The remaining 34 per cent of targets were deferred or revised during the plan.

5.7   Summary Review of Evidence

5.7.1   Improved Systems for Targeting and Monitoring

The key systems used by DE for monitoring educational participation, achievement and outcomes are:

- the School Leavers Survey;

- the Summary of Annual Examination Results; and

- the School Census.

All of these systems pre-date New TSN but have since been amended to provide better information to identify and monitor the progress of disadvantaged pupils and of pupils from minority ethnic groups. The Department is also developing a database to record the educational participation and achievement of looked after children, in conjunction with DHSSPS.

The setting of targets around attendance, exclusions and suspensions catalysed the revision of monitoring systems as it became clear that each ELB had developed different recording procedures. A number of important process actions have not yet been undertaken, including developing and implementing new arrangements for schools to account for their use of New TSN funding by April 2002.

Monitoring systems in relation to expenditure of the additional Local Management of Schools (LMS) funding require improvement to allow DE to determine the outputs of New TSN funding disseminated to schools through the formulae. Current systems only allow New TSN expenditure to be tracked at board level. The common Funding Scheme due for publication in 2003 will propose systems to address this shortcoming.

5.7.2   Skewing of Resources

DE has been skewing education resources since 1993/04 by **top slicing** five per cent of the schools budget according to the number of pupils in each sector eligible to receive Free School Meals (FSM). The New TSN funding is subsequently distributed using varying LMS formulae. A total of £200 million has been allocated through the New TSN formula in the period 1998/99 to 2002/03.

There is no clear rationale for the proportion of the budget allocated on the basis of New TSN and this proportion is due to increase to 5.5 per cent following the introduction of the Common Funding Formula. However, the allocation procedure is set to change so that only 50 per cent of this amount will be distributed on the basis of FSM. The other 50 per cent will be distributed on the basis of special educational need, which is to be determined using standard achievement measures for pupils at the various Key Stages.

In the area of **pre-school provision**, DE has skewed its limited expansion resources towards areas of high deprivation such that new places have only been made available in these areas. In addition, selection criteria for places have been implemented that prioritise socially disadvantaged children.

Under the **School Support Programme** (introduced in 1994/95) DE targets the poorest performing schools, with the highest proportion of pupils entitled to FSM. The budget for the SSP was £5m in 2001/02 and 65 schools participated in that year. 47 schools are taking part in the initiative in 2002/03.

DE has also provided additional resources to schools in the School Support Programme that were still underachieving despite assistance. There are five schools in the **Group 1 Initiative** who received additional funding totalling £530,000 over the period 1999/2000 to 2001/02.

In addition to these direct skewing actions, DE has bid for additional resources from EPF to undertake New TSN activity that would not have been funded under normal resources. Examples of this include:

- funding for **Detached Youth Workers** in disadvantaged areas;

- research into **barriers to accessing youth services** and the development of pilot projects to improve participation of excluded groups; and

- the **School Age Mothers** project.

5.7.3 Skewing of Efforts

DE have provided evidence to demonstrate that efforts have been skewed towards disadvantaged groups, areas and individuals, including:

- development of a best practice website to disseminate details of projects across education to all schools;

- development of training and teaching materials to assist teachers in mainstream schools to support children with special needs; and

- supporting disabled young people to access youth service provision through joint projects with PHAB and Mencap.

5.8 Summary of Key New TSN Achievements

DE provided information on educational trends since the introduction of New TSN. These show that performance has improved in some areas but incidences of poor performance are increasing. Key trends are as follows:

- **GCSE Attainment** - The proportion of school leavers entitled to FSM achieving 5+ GCSE Grades A*-C has increased at a higher rate than for school leavers in general since 1998/99. However, the proportion achieving 5+ GCSEs Grades A*-G or no GCSEs has decreased by more than the average;

- **School Performance** – the performance of pupils at the lowest achieving schools in terms of attainment of 5+ GCSE Grades A*-C has improved more than the average. However the reverse is true for pupils achieving no GCSEs;

- **Community Differentials** – the proportion of pupils at Catholic schools achieving 5+ GCSEs at Grades A*-C is almost identical to that at other schools. But the gap between pupils at Catholic and other schools in terms of low achievement has increased between 1998/99 and 2000/01;

- **Traveller Pupils** – attainment among this group is still much lower than the average with more than two-thirds of pupils from the travelling community leaving without any GCSEs from 1998/99 to 2000/01; and

- **School Leaver Destinations** – fewer FSM school leavers enter further education than the average and their first post-school destination is more likely to be unemployment or unknown than further education.

It is not possible to directly link the above trends to DE New TSN policy but evidence was provided of several notable achievements of DE as a result of New TSN actions:

- a rise in pre-school participation rates from 56 per cent in 1998/99 to 86 per cent in 2001/02 However, participation among disadvantaged children is still slightly lower than at primary school level suggesting that although new places have been provided in disadvantaged areas, they are not necessarily being taken up by disadvantaged children;

- an improvement in their GCSE results of 30 of the 32 secondary schools in the School Support Programme

- establishment of a database to monitor the educational achievements of looked after children.

- by February 2002, 28 young women had participated in the SAM tuition programme and 15 received home tuition; and

- establishment of pilot programmes to identify the needs of and barriers faced by young people with disabilities in relation to youth services provision.

6. DEPARTMENT FOR EMPLOYMENT & LEARNING

6.1 Relevance of New TSN to Department

DEL has central responsibility for three related functions. These are:

■ Further and Higher Education (delivered by the Institutes of Further Education and the universities);

■ Preparation for Work (a range of programmes and measures delivered through the JobCentre network and external training and employment agencies); and

■ Employment Rights.

The EPEC report concluded that DEL has a particularly high relevance to New TSN, due to the Department's focus on employability, and in particular, on the employability of those who would otherwise be unlikely to gain employment. Figure 6.1 illustrates the relevance of DEL units of business to New TSN.

Figure 6.1
New TSN Relevance of DEL Business Units
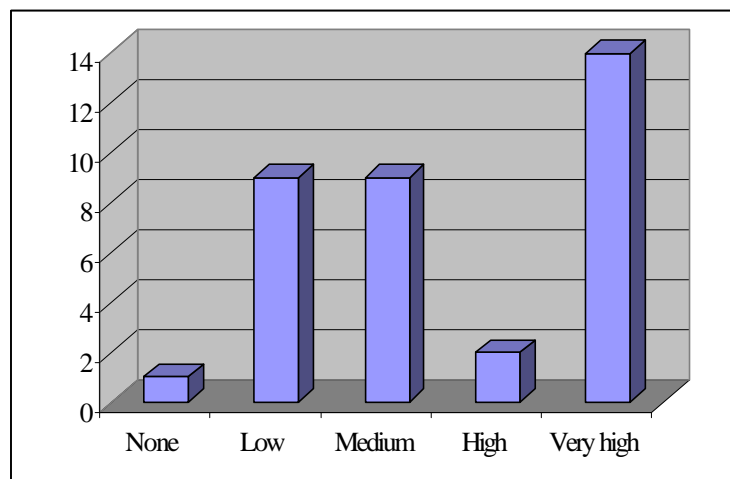
Source: EPEC Report

Table 6.1 shows that responsibility for progressing DEL New TSN action plan targets lies primarily with those business units defined as having very high relevance to New TSN as defined in the EPEC report.

Table 6.1
New TSN Objectives by Departmental Business Unit and Relevance to New TSN

Department	Action Point	Theme	New TSN Relevance
DHFETE	1	DEL	Not Defined
	2-7	Lifelong learning strategy	Medium
	8-9	New Deal 18-24	Very High
	10-11	New Deal 25+	Very High
	12	New deal for people aged 50+	Very High
	13	Job brokerage	Very High
	14-16	jobskills	High
	17	Bridge to employment	Very High
	18	worktrack	Very High
	19	Disablement advisory service	Very High
	20	New Deal for Disabled People	Very High
	21	Ulster Supported Employment Limited	Very High
	22-24	Northern Ireland Childcare strategy	Not Stated
	25	Joint service delivery by TEA and SSA	Not Stated
	26	Enterprise Ulster	Not Stated
	27	IFI wider horizons	not stated

Source: Epec Report

6.2 Definition of Social Need and Social Exclusion

The concepts of New TSN are highly consistent with DEL's activity and the strategic direction it takes. DEL defines social need and exclusion through its action plan as unemployment (in particular long-term unemployment) and employability. The DEL action plan also aims to tackle:

■ disadvantage in terms of access to employment, training, and further and higher education; and

■ low levels of qualifications and basic skills among socially disadvantaged groups or individuals.

6.2.1 Employability and Unemployment

DEL is the lead department regarding the unemployment and employability strand of New TSN. Its range of activity demonstrates its contribution in this regard including:

■ implementation of the Welfare to Work policy to directly target people not in employment and move them closer to the labour market;

■ adult Literacy and Lifelong Learning, encouraging access to learning opportunities among individuals and groups whose participation has been traditionally weak. This relates both to core provision through the FE colleges and HE institutions, and the support of other adult education providers;

■ skills Development to meet skills needs in the NI economy by providing training and learning programmes leading to vocational qualifications;

■ DEL is the lead Department for the employment strands of the PEACE II and Building Sustainable Prosperity Programmes and it takes the lead on EQUAL – a community initiative focusing on equal access to employment among specific groups, for example people with a disability; and

■ the Taskforce on Employability and Long-term Unemployment which is led by DEL and involves all NI departments in co-ordinated actions to tackle these issues.

6.2.2 Tackling other Inequalities

DEL has targeted inequalities faced by individuals rather than areas. It has identified need in terms of individuals' participation in the labour market, levels of qualifications, skills and employability. It has not set out to target activity on particular disadvantaged areas. However, this approach is currently under consideration following the work of the Employability Taskforce and the West Belfast and Greater Shankill Taskforces.

While the Department has not actively set about targeting individuals from one community over another, initiatives that aim to tackle long-term unemployment that are known to be more prevalent within the catholic community can potentially lead to the erosion of such inequalities.

6.2.3 Promoting Social Inclusion (PSI)

All of the PSI working groups have a focus on employment and employability. DEL therefore has played a key role in relation to this element of New TSN and its action plan contains targets focused on the long term unemployed, older people, younger people and the disabled.

6.2.4 Key New TSN Constituencies

While DEL does not focus specifically on groups or areas, instead targeting individuals regardless of where they live, a key constituency in relation to both New TSN and DEL's business areas is the unemployed. The DEL action plan however does contains targets relating to specific groups of unemployed people including:

■   unemployed young people;

■   unemployed older people;

■   the long term unemployed; and

■   unemployed disabled people.

6.3   Summary of Desired Outcomes

The desired outcomes contained within the DEL action plan include:

■   increased employability and raised levels of adult basic skills;

■   to get young unemployed people into jobs, and to help them stay in employment;

■   to increase the long-term employability of young unemployed people;

■   to get long-term unemployed (LTU) people into jobs, and to help them stay in employment;

■   to get unemployed older people into jobs;

■   to provide unemployed people with opportunities to compete on an equal basis with others for new jobs created through inward investment and expansion of NI companies;

■   progression into sustainable employment;

■   to get disabled people into employment and help them continue in employment;

■   more young people from disadvantaged backgrounds/areas securing employment on completion of their training; and

■   more people moving from welfare to work.

There is a fairly clear correlation between the social need to be tackled and the desired outcome as the majority of desired outcomes listed within the action plan are focused on impact rather than internal processes and refer specifically to improving employability and reducing unemployment.

6.4   Additionality

The Department's central focus on unemployment and employability, makes it difficult to identify the additionality associated with New TSN activity. It is likely that much of the activity in the DEL New TSN action plan would have taken place even in absence of the policy, given the core Departmental responsibilities.

In many cases, DEL programmes have been targeted at source as they have been designed to meet the employability needs of individuals. This is particularly true of DEL's Preparation for Work and skills development activity. The only opportunity DEL has to skew expenditure is in relation to the FE and HE sector and through provision of student support. The Department's New TSN action plan includes objectives around widening access to and participation in further and higher education.

The constraints within which DEL operates must also be recognised, in ensuring parity with UK policy. DEL generally works within the UK wide policy framework in relation to welfare to work and further and higher education. It has implemented initiatives such as the New Deals and ONE on the basis of experience in GB. There is an opportunity for some flexibility within the UK policy framework, for example, by tailoring the New Deal offerings and providing additional programmes to address specific NI labour market issues such as long-term unemployment.

6.5   Commentary on Action Plan

The DEL New TSN Action Plan comprised objectives originally included in the DED and DENI action plans prior to devolution.

The plan is structured around themes rather than business divisions within the Department and consistently describes social need in relation to employability and unemployment. Targets relate to ways in which access to employment and employability development opportunities can be improved.

There are 27 objectives in the action plan, and a total of 78 targets/actions. Most objectives have two to three associated actions, but those relating to lifelong learning tend to have a much larger number, for example, DEL 4 has 11 associated action points. Twenty-five of the objectives relate to outputs/outcomes, the highest ratio of output objectives of the eleven Departments.

The objectives around further and higher education tend to relate to the establishment of processes for the monitoring and development of New TSN support structures with the sectors. This is in contrast to the objectives set for individual programmes such as the New Deals, which focus on participation and employment outcomes.

The desired outcomes in the DEL action plan are focused on specific groups, for example, DEL 19 and 20 focus on people with a disability, DEL 8 and 9 on young people and DEL10 and 11 on the long-term unemployed. The desired outcomes in the plan do not include measurable targets.

In many instances, the desired outcomes in the plan are simply reiterated in the objectives. For example, the desired outcome for New Deal for 18-24 year olds is:

- to get young unemployed people into jobs, and to help them stay in employment; and

- to increase the long-term employability of young unemployed people by improving their self-respect, their skills, their experience and their motivation.

This outcome is simply restated in the objectives:

DEL 8 – *'to help young people aged 18-24 into jobs and help them stay in employment';* and

DEL 9 – *'to increase the long-term employability of young unemployed people by improving their self-respect, their skills, their experience and their motivation'.*

The targets/actions for each objective are dated and typically quantify the level of activity to be undertaken. Nine of the targets relate to quantifiable outcomes in terms of employment or skills development among the target group. For example, DEL 15 sets a target for the proportion of Jobskills participants that should enter employment or other education and training opportunities on completion of the programme.

6.6 Performance against Targets

Table 6.2 shows the DEL performance against the targets contained in making it work.

Table 6.2
DEL – Summary of Performance Against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	5	2	3	
2	6	3	3	
3	5	4		1
4	11	6	4	1
5	4	1	3	
6	7	1	2	4
7	3		3	
8	2	1	1	
9	1	1		
10	2	1	1	
11	1	1		
12	3	2	1	
13	1		1	
14	3		3	
15	1		1	
16	1		1	
17	2		2	
18	4	1	3	
19	1		1	
20	4		3	1
21	2		2	
22	1		1	
23	1	1		
24	1			1
25	2		2	
26	2		2	
27	1		1	
Total	**77**	**25**	**44**	**8**

Source: Deloitte & Touche

Fifty-seven per cent of the DEL targets are ongoing with 32 per cent of targets having been achieved throughout the plan. The high proportion of ongoing targets reflects the recurrent nature of many of the objectives and targets throughout the plan.

6.7 Summary Review of Evidence

6.7.1 Improved Systems for Targeting and Monitoring

As previously stated DEL primarily targets individuals regardless of where they live, focusing specifically on unemployed individuals and in particular the long-term unemployed as well as those with lower employment prospects. The DEL action plan does contain targets to improve the monitoring of participants in New Deal and other programmes by employment status immediately prior to participation in New Deal, community background and home area. It also set objectives for improved data collection regarding FE and HE participation and outcomes.

6.7.2 Skewing of Resources

DEL's skewing of resources is most evident with regard to FE and HE funding. The FE budget for 2001/02 was £146 million (of which £122 million was recurrent funding and £23 million was capital funding). More than £96 million of this funding was allocated directly to colleges through the FE Funding Formula which is based on a measurement of student activity and achievement called a Student Powered Unit of Resource (SPUR). The formula aims to ensure that all colleges are funded on an equitable basis. The SPUR formula was introduced by the Department on a transitional basis over the past three years and was fully implemented from 2001/02.

The SPUR formula includes a weighting for New TSN, such that colleges receive additional funding for disadvantaged students who are enrolled and who participate in learning. For these purposes, New TSN is defined as students aged under 19 whose parents are in receipt of Income Based Jobseekers Allowance, Income Support or Working Families Tax Credit or students aged over 19 where they or their partner are in receipt of these benefits themselves.

Funding is also provided to FE colleges through a number of special initiatives with earmarked budgets. These initiatives aim to widen access and increase participation. They include the **Access Initiative Fund**, under which Colleges bid for additional funding to support actions that aim to attract students from disadvantaged backgrounds and from groups with traditionally low participation rates in further education. In 1999/2000 a total of £200,000 was available under the fund and the allocation was significantly increased in 2001/02 to £1.2 million. DEL has set aside £1 million for 2002/03 under this initiative, and the fund is distributed on the basis of a sum per college (£30,000 in the current year) and additional monies on the basis of the SPUR allocation which reflects participation of disadvantaged students at each institution (£490,000 for this year).

DEL has embedded additional access funding into the teaching funding for universities during the life of the New TSN action plan. Additional sums are also provided to universities in the form of premium for students from disadvantaged backgrounds, for example, the widening participation premium that will amount to £1.14 million in 2002/03.

A new range of direct support for disadvantaged individuals to encourage their participation in Further and Higher Education has also been introduced.

The key features of the new support structure are:

■ the introduction of means tested bursaries of up to £1,500 for HE students from September 2001;

■ the introduction of means tested bursaries of up to £1,500 for FE students from September 2002;

■ the raising of the parental threshold at which a contribution to HE tuition fees is required from £17,805 to £20,000;

■ introduction of childcare grant for HE students from September 2001;

■ abolition of tuition fees for many vocational FE courses;

■ increase in the level of Further Education Support Funds for colleges; and

■ integration of Access Funds into teaching funding for universities.

6.7.3 Skewing Of Efforts

There is also evidence of skewing of efforts in relation to HE and FE participation through measures designed to promote access. Northern Ireland policy has focused on widening participation. Key elements of this drive have included:

■ an increase in full time HE places – some 5,500 additional full time equivalent HE places will be provided between 1999-2005 providing opportunities to widen access. However, these places will be subject to demands other than those relating to New TSN;

■ an increase in part time HE places – there is no restriction on the number of part-time HE places and these have increased significantly in NI;

■ introduction of HE provision in the FE sector – this measure provides HE opportunities more locally than do universities and perhaps offers a more accessible option to individuals without a family history of university attendance; and

■ foundation degrees – these are offered through the FE sector and again aim to attract a more diverse range of students to HE through provision of flexible, local courses. Foundation degrees commenced in Autumn 2001.

Several specific initiatives have been introduced, notably the University of Ulster *Step Up* and Queens University *Discovering Queen's Activity* projects. Both initiatives aim to encourage participation in third level education among secondary school pupils who had not previously considered university as an option.

DEL's efforts in relation to preparation for work activity are clearly skewed towards poorly skilled and unemployed individuals and in particular the long-term unemployed, young unemployed people, older unemployed people and the disabled. This skewing of efforts is evident in the range of DEL training and employment programmes including JobSkills, Worktrack and the New Deals. The JobCentre network also provides support to people not in work and DEL has revised its targets for job brokering to specifically focus on employment outcomes for unemployed customers.

The contribution of DEL sponsored research and its leadership on the Taskforce on Employability and Long Tem Unemployment must also be considered. For example, a tracking study examining the employability outcomes of young people not in education or employment ('Status O') was completed and DEL is beginning to target efforts and resources at disadvantaged areas through the development of Targeted Initiatives to be introduced in several areas from September 2003. The work of the Employability Taskforce has undoubtedly improved understanding of the concept of employability and the multi-agency approach required to tackle worklessness and social exclusion. The real impact of the Taskforces work on the unemployed themselves has yet to be seen but progress has been made in planning new approaches.

6.8 Key New TSN Achievements

The evidence provided suggests a consistent focus on behalf of DEL on improving employability generally and, more recently, improved targeting of measures towards disadvantaged groups and individuals. Key achievements include:

- the widening participation and access measures introduced in FE and HE;

- skewing of resources to HE and FE institutions based on New TSN considerations;

- improved monitoring of participants on New Deal programmes;

- the wide range of training and employment programmes that aim to improve the employability and employment of those out of work;

- the range of research into employability and unemployment, and

- the work of the Taskforce on Employability and Long Term Unemployment.

There is limited information at this stage on the impact of the actions to encourage participation in FE and HE among disadvantaged groups. Monitoring and evaluation of the various training and employment programmes suggests some degree of success in assisting the unemployed into work, but there are questions as to the impact of such programmes on the most disadvantaged in labour market terms. However the degree to which the Department's actions and related outcomes can be attributed to New TSN or deemed additional is unclear since Departmental and wider UK policy directions generally relate to targeting disadvantage.

7. DEPARTMENT OF ENTERPRISE TRADE AND INVESTMENT

7.1 Relevance of New TSN to Department

DETI is responsible for economic policy development, energy, tourism, mineral development, health and safety at work, Companies Registry, Insolvency Service, consumer affairs, and labour market and economic statistics services. It also has a role in ensuring the provision of the infrastructure for a modern economy and is regarded as one of the forerunning Departments in respect of New TSN due to its responsibility for attracting inward investment and job creation. The primary focus of the Departments New TSN policy is on addressing unemployment through the creation of employment opportunities. It is important to recognise that in discussion with representatives of Invest NI (former LEDU and IDB) it was highlighted that the agencies do not see themselves directly responsible for reducing unemployment but rather in the role of encouraging and facilitating competitiveness among the business sector in Northern Ireland. Through the development of the appropriate economic support structure the agency considers that it can assist Northern Ireland to become more competitive on a global scale. It is this competitiveness that should result in employment opportunities being created and social needs issues being tackled.

The EPEC report shows that the majority of DETI units of business have medium New TSN relevance, with 91 per cent of DETI expenditure categorised as medium. The DETI New TSN action plan targets focus on the Equality Working Group, LEDU and IDB (now Invest NI) and IRTU which all have a role to play in reducing unemployment through job creation. Figure 7.1 highlights how DETI business units were defined in relation to their New TSN relevance in the EPEC report.

Figure 7.1
New TSN Relevance of DETI Business Units
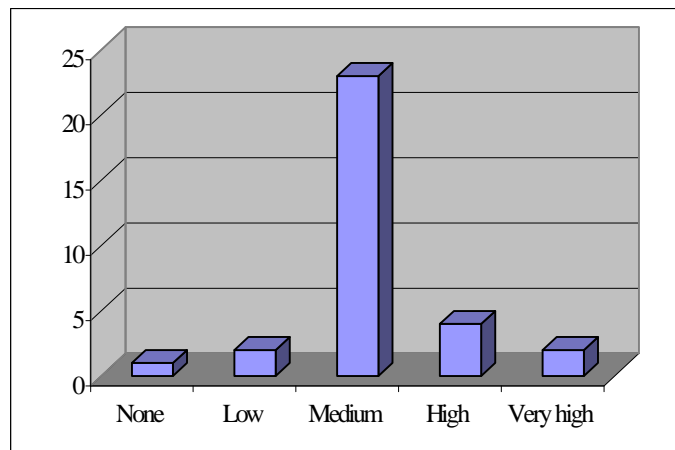
Source: Epec Report

Table 7.1 illustrates that the business units within DETI with responsibility for progressing objectives and targets typically have medium relevance to New TSN, reflecting the overall Departmental assessment in EPEC.

Table 7.1
New TSN Objectives by Departmental Business Unit and Relevance to New TSN

Department	Action Point	Business Unit	New TSN Relevance
DETI	1-6	Equality working group	Not Defined
	7	HQ EU programmes	High
	8	HQ	CDP-medium
	9-14	IDB	Medium
	15-20	LEDU	Medium
	21-22	IRTU	Medium
	23-24	NITB	Medium
	25	Trading standards	Medium
	26	General Consumer Council	Medium
	27	DETI-energy division	Low
	28	HSS Exec	Low
	29	Intertrade Ireland	Not Stated

Source: Epec Report

7.2 Definition of Social Need and Social Exclusion

The Department identified a series of issues that would be addressed through the development and implementation of their Action Plan including disadvantage among people, groups and areas in Northern Ireland and unemployment/long term unemployment. In addition the action plan focuses on addressing issues around awareness of Trading Standards, consumer rights; energy costs and health and safety at work issues and specifically how these impact on individuals and business living in or based in New TSN areas.

7.2.1 Employability and Unemployment

DETI has a clear commitment to addressing unemployment through the provision of support and services which contribute to creating jobs for those that are unemployed. The Department noted that their impact on unemployment needed to set within an operating environment that that was driven primarily by business needs. In relation to employability, DETI's activities focused on supporting the economic infrastructure that allowed for the creation of opportunities that assisted with employability objectives.

7.2.2 Tackling Other Inequalities

DETI identified consumer protection issues, monitoring of energy costs and health and safety at work issues within its action plan. While these issues may not be seen to be specifically New TSN focused, the Department argued that the impact of such issues may be greater for disadvantaged individuals.

7.2.3 Promoting Social Inclusion

DETI promotes social inclusion by targeting resources toward women and other groups in society, which have not previously had the opportunity to participate fully in economic development and entrepreneurial activities.

7.2.4 New TSN Constituencies

Robson +

DETI is the only department to have identified New TSN areas, which is a consequence of how their businesses operate. However, they do also focus on a number of key constituencies including unemployed etc. In relation to the selection of areas, DETI, under the initial preparation of the Action Plan decided not to proceed with proposals that defined New TSN areas on the basis of the unemployment claimant count. As a result of extensive consultation The Department subsequently opted to use the Robson plus methodology (Robson[5] plus claimant count data) which identified 10 District Council areas for New TSN. Because of its size, Belfast was treated as a special case and targeting was applied at electoral wards, using the Making Belfast Work wards.

Noble

Following the publication of Noble data, in October 2002 the department announced the designation of 160 most deprived wards in Northern Ireland, containing around 30% of the total population, as its focus for New TSN activities.

In addition, the Department has also drawn up a Council-level map by selecting the six most deprived Council areas based on the same methodology as the focus for its New TSN activities. The six Council areas are Strabane, Derry, Omagh, Moyle, Cookstown and Newry & Mourne.

Special Cases

In recognition of the significant economic difficulties, particularly in relation to job losses and rising unemployment experienced by certain areas over the past several months, DETI has decided to supplement the New TSN Council area map by awarding "special" status to those areas which have experienced an unemployment rate of at least 20% above the Northern Ireland average over the previous year. This brings into the equation Carrickfergus, Larne, Limavady and Fermanagh District Councils.

While the core Noble-based New TSN areas will continue to be the priority focus for encouraging new inward investment to locate in Northern Ireland, the suitability of 'special status' council areas for prospective inward investment projects will receive priority over other non-New TSN areas.

In addition, the department has indicated that the specific difficulties facing each "special status" area will be tackled by Invest NI through a variety of

programmes and initiatives. This will include staff considering how proposed new expansion projects would be likely to significantly impact on unemployment levels in the designated areas, and how Invest NI might encourage those projects to proceed.

This continuous review and assessment of the various needs reflects the commitment of the department to address New TSN issues, using the standard indicators. In addition, the department has enhanced the standard measures by factoring in other indicators that are closely linked to its business focus e.g Special Case

7.3 Summary of Desired Outcomes

The desired outcomes identified in the DETI action plan include;

- effective strategy management of New TSN within DETI;

- effective use of EU funds in addressing need;

- reduction in unemployment and increase in employment opportunities for the unemployed and the long term unemployed;

- greater awareness and understanding of services and up to date data on key consumer issues for New TSN individuals and areas;

- greater consumer awareness amongst disadvantaged individuals and groups in New TSN areas;

- a diversified and low cost energy supply; and

- greater awareness of health and safety at work in small companies and reduction of occupational accidents and illness in the high risk sectors concerned.

The main focus of the desired outcomes in the action plan are job creation and activities associated with this activity. In the majority of cases there are clear relationships between the social need identified in the plan and the desired outcome. There are also clear and logical links between process and output objectives. Objective 4, for example, sets out a range of targets relating to enhanced monitoring across a series of key outputs objectives.

7.4 Additionality

A significant number of the processes involved in developing and implementing New TSN Action Plans demonstrate the additional efforts put in place as result of the New TSN policy. To this end, the local policy flexibility associated with DETI (as opposed to other departments constrained by parity) has meant that the department was able to enhance interventions for New TSN. Whilst no additional programmes or initiatives were put in place, DETI has proven that it can considerably re-shape actions for very localised conditions. It should also be noted that DETI had been very proactive in relation to TSN and prior mechanisms for the targeting of disadvantage reflect significant foresight and commitment of DETI and it's agencies to focus resources towards disadvantaged groups and individuals.

7.5 Commentary on Action Plan

The Department has produced a comprehensive and large set of actions which reflect the substantial quantity of programmes and initiatives ongoing within the Department and its agencies. Action plan targets are clear and attention has been given to focusing on measurable outputs across the range of activities. Of the total 29 objectives in Making it Work, eleven were process and 18 were output related. Progress relative to achieving action plan commitments was made difficult as a result of the department setting objectives that covered the period of the plan or that were not time bounded and this resulted in a high deferral-revision rate (see performance against targets table).

DETI has also recognised the need to update plans and targets set. This can be seen across a range of actions including updating targets within plans. Objective 15b of providing *'not less than 50 per cent of support to LEDUs businesses to be in New TSN areas'* was subsequently updated to a 60% target based on the performance of the previous funding cycle. In addition it is confirmed through the introduction of the Noble indicators and the development of the Special Cases.

7.6 Performance against Targets

Table 7.2 illustrates how DETI have performed against the targets set out in Making it Work.

Table 7.2
Performance Against Target Summary

Target	Number	Completed	Ongoing	Deferred/Revised
1	3		3	
2	3	1	1	1
3	1			1
4	4		1	3
5	1			1
6	1		1	
7	1			1
8	1		1	
9	1		1	
10	1		1	
11	1		1	
12	2		1	1
13	2		2	
14	4		2	2
15	3		2	1
16	3	2		1
17	2			2
18	2		1	1
19	3	2		1
20	3		1	2
21	3			3
22	2			2
23	4		2	2
24	1			1
25	3		1	2
26	4		1	3
27	2			2
28	4	2		2
29	1			1
Total	**66**	**7**	**23**	**36**

Source: Deloitte & Touche

A significantly high proportion (55 per cent) of DETI targets were deferred or revised throughout the plan. Just 11 per cent of actions were completed with the remaining 34 per cent ongoing throughout the life of the plan.

7.7   Summary Review of Evidence

7.7.1   Improved Systems for Targeting and Monitoring

While there is already significant monitoring within DETI, a commitment was made to further enhancing monitoring systems to capture additional information on individuals gaining employment from DETI and DETI-managed EU programmes. A co-ordinated monitoring system, involving the four economic development agencies and appropriate parts of DETI Headquarters, was proposed to capture the following data on those gaining employment from new or expansion projects:

- location of individual (postcode);

- gender;

- disability;

- previous economic activity status (ie employee, self-employed, unemployed, education or economically inactive); and

- community background

The evidence gathered within the enhanced monitoring returns at July 2002 indicates that:

- almost 20 per cent of all those gaining employment (from former LEDU and IDB companies) were previously unemployed;

It should be noted that the above figure is based on a very small sample (less than 50) and do not reflect the overall scale of the departments inputs into the economic development sector in Northern Ireland. The Department noted that there were difficulties in getting data back from providers and as a result, this information needs to be treated with caution. The outputs from the above monitoring system demonstrate a commitment to ensuring that DETI has data that will enable it to introduce new targets and baselines. Our assessment would suggest that DETI should further extend the monitoring system beyond New TSN areas.[6] This will provide for a more complete analysis across NI. DETI should also seek to refine arrangement to ensure that the monitoring system can be dissaggregated by programme activity.

Another of DETI targets was to increase knowledge of the impact of DETI activity on the labour market. Notably, the Department's 'Research into Secondary Impacts on Unemployment' (NISEM – Jan 2001) model sought to:

> "develop a methodology which DETI may use in future years to quantify and hence monitor the impact of secondary effects on the

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[6] This is currently underway.

unemployed in Northern Ireland and to provide estimates of the secondary effects"

Significantly, this model developed estimates that where one hundred new jobs have been created, the direct effect would be that thirty-one of these jobs will go to people who were previously unemployed. In addition, the model suggests that a further twenty-six jobs will be created through secondary impacts of chain reaction, linkage and income multiplier. Although there was slippage in the delivery of this model, the development of NISEM shows significant commitment by the Department to monitoring input/processes and impact, particularly on the unemployed and long-term unemployed. The initial results from this system, while limited by sample size and quality of data, indicate impact in relation to addressing the employment needs of the unemployed and long-term unemployed.

7.7.2 Skewing of Resources

The evidence suggests that DETI and it's agencies made clear efforts to skew general funding to interventions that might have a New TSN impact. For example, Objective 15a sought to direct resources to disadvantaged areas and individuals with by ensuring that not less than 50 per cent of support to LEDU's businesses is in New TSN areas. Table 7.3 illustrates the performance against this target.

Table 7.3
Not less than 50% of support to LEDU businesses to be in New TSN areas

	Target	**1999/2000**	**2000/2001**	**2001/2002**
Support to LEDU businesses in New TSN areas	50%	52%	58%	57%
% of total annual assistance of £10,000,000	None	Not given	57%	69%

Source: DETI

Whilst the Department has achieved the stated objective, our review of the evidence and supplementary discussion with DETI and representatives of the former LEDU found there was insufficient evidence to suggest that the desired outcome of a '*reduction in unemployment and increase in employment opportunities for the unemployed and long-term unemployed'* has been achieved.

Therefore while skewing did take place, its primary impact was focused on increasing competitiveness among the business sector. Officials noted that the secondary effect of the skew might be the generation of employment opportunities for the unemployed.

DETI 10a aimed to ensure that 75 per cent of all first time inward investment projects were located in New TSN areas in each year of the plan. Table 7.4 illustrates the performance against this target from 1999-2002.

Table 7.4
First Time Investment Projects to New TSN Areas

	1999/2000	**2000/2001**	**2001/2002**
First Time visits to New TSN areas	59%	82%	70%
Located in New TSN areas	Not given	88%	56%
Jobs created in New TSN areas	Not given	2715	544

Source: DETI

The target of attracting 75 per cent of first time investment projects to locate in New TSN areas was addressed by the former IDB and in the period 2000/2001 the target was achieved. For the period 2001/2002, 70 per cent of first time visits, 56 per cent of projects and almost 550 jobs went to New TSN areas. It is important to note that the period 2001/2002 includes the after effects of September 11th and the subsequent global downturn. On the evidence provided by DETI, the ability of IDB to meet the high level objective of '75 per cent of first time visits to New TSN areas' is acknowledged. However, in terms of follow through the monitoring of the specific impacts among the unemployed has been limited by the delay in implementing the enhanced monitoring system and the limited responses to that system from companies which have received assistance

7.7.3 Skewing of Efforts

DETI New TSN objectives 18a and 18b aimed to identify take up of the Business Support programme among the unemployed, economically inactive and those living in New TSN areas. Table 7.5 overleaf, shows the percentage of participants at each stage of the Business Start Programme at September 2002.

Table 7.5
Business Start Programme Participants by Stage of Programme

	Lead in Assessment	Training	Planning	Offer	Post Start Mentoring
% from New TSN wards	16.4%	22.4%	20.1%	20.1%	35%
% previously unemployed	15.1%	17.6%	20.9%	22.1%	25%
% previously long term unemployed	7.9%	7.2%	8.6%	8.4%	9.5%

Source: DETI

The figures provided demonstrate that the business support programme has been successful in attracting people from New TSN areas as well as the unemployed and long-term unemployed to participate in the programme and to follow through each of the stages The evidence provided indicates that the level of BSP participants who are from new TSN areas and/ or previously unemployed or long term unemployed represents a better performance than those indicated by the Enhanced Monitoring Returns of July 2002. We would caution that these figures are initial but they do seem to indicate reasonable impact on New TSN target groups. We understand that an Internal Validation of the NIBSP is being put in place by to ensure ongoing monitoring of the New TSN impact over the programmes four year period.

7.8 Summary of key New TSN achievements

The Department has regularly identified key milestones in the plans and has updated these as appropriate. This reflects a commitment to the overall New TSN policy within DETI and it's agencies.

We would note however that much of these activities have taken place with the context of a buoyant economy where globalisation, technological advances and the boom within the service sector provided huge opportunities for the relatively low labour cost market in Northern Ireland. This reality is highlighted when a year on year comparison is carried out between 2000/2001 and the 2001/2002 performance by the former IDB. In this comparison there is a significant fall in the number of new projects and a potential direct link to the fall off in job opportunities provided for the unemployed and the long term unemployed.

The real measure of such efforts can only be assessed effectively;

■ over a reasonable period of time eg five years minimum;

■ using a robust and tested monitoring mechanism eg enhanced monitoring arrangements;

- using real quantifiable impacts across input/process/output; and

- across changes in local, national and global economic situations eg *does downturn have immediate and greatest impact on New TSN areas?*

For example, the introduction of Special Case council areas and wards (based on previous year unemployment increases) could lead to efforts being skewed to areas which do not historically suffer from high levels of social disadvantage and the effects of this will need to monitored through the Enhanced Monitoring system.

It is clear that the Department has made significant efforts to integrate New TSN within its policies and at an operational level.

Key achievements of DETI over the period of the action plan include:

- the Department's development of the Robson + framework and the associated definition of New TSN areas;

- evidence that New TSN objectives were kept under review eg West Belfast Task Force new objective 17e;

- retention of the Community Business Programme;

- location of Inward investment projects and job creation in New TSN areas; and

- development of enhanced Monitoring Arrangements to monitor and report on performance against targets.

The overall assessment found that significant efforts were made by the department to address New TSN and that New TSN appears to be an important dimension of departmental planning. This is reflected in the continuous updating of targets, monitoring of performance and development of new targets over the period of this evaluation. We would note however that this effort has been in a period of relative economic stability and a change in economic circumstances could significantly shift the emphasis from New TSN areas to more established groups and business sectors.

8. DEPARTMENT OF FINANCE AND PERSONNEL

8.1 Relevance of New TSN to Department

DFP are responsible for a wide variety of functions many of which are carried out centrally on behalf of the Northern Ireland Civil Service (NICS) as a whole including:

■ public expenditure, including the formation of the Annual Budget;

■ securing appropriate funding from various sources including the EU;

■ the general management of the Civil Service, including the areas of policy, pay, recruitment and security;

■ law reform and the provision of legal services to other NI Departments; and

■ government purchasing and construction services.

Given that DFP has limited programme expenditure, its contribution to New TSN has taken a different shape and form from other departments. DFP's relevance and contribution to New TSN is focused on strengthening the information and financial mechanisms for the implementation of the policy. Figure 8.1 illustrates that the EPEC report found that DFP expenditure was not highly relevant to New TSN.

Figure 8.1
New TSN Relevance of DFP Units of Business
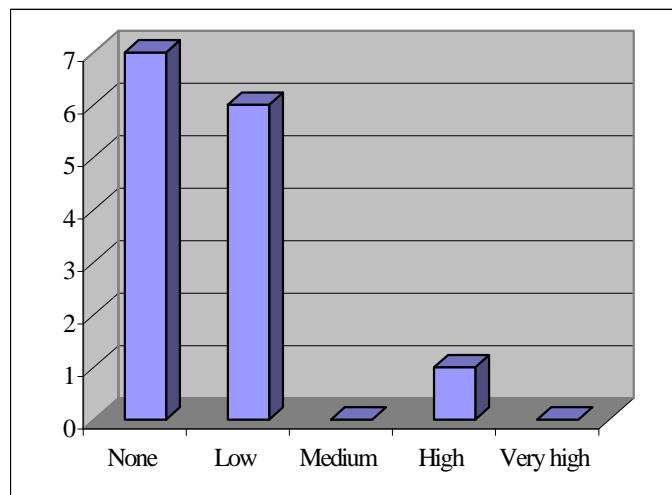
Source: Epec Report

Table 8.1 identifies the business units within DFP that are responsible for progressing New TSN actions within the Department.

Table 8.1
New TSN Relevance of Business Units responsible for New TSN Actions

Action Point	Business Unit	New TSN Relevance
1-3	NISRA	High
4-7	Central Finance Group	Low
8-9	Central Support group and Central Personnel Group	Low

Source: Epec Report

8.2   Definition of Social Need and Social Exclusion

The DFP Action Plan does not provide a definition of social need in relation to people, groups or areas. This is perhaps understandable given that DFP has limited programme expenditure. The Department's focus relates more to filling information gaps and reviewing methodologies for the identification of social need rather than on having a direct effect on the core themes of New TSN.

8.2.1   Employability and Unemployment

DFP does not directly contribute to either improving employability or reducing unemployment. Whilst a number of business units have indicated that their activities are aimed at the lack of employment opportunities in disadvantaged areas and providing access to work for the unemployed, the objectives and actions were process focused and largely beyond the direct control of DFP, for example, the office accommodation review.

8.2.2   Tackling Other Inequalities

DFP's Action Plan, notably in relation to NISRA, contributes to developing information sources that can assist in the identification of inequalities. DFP business units and Agencies have no direct policy control over tackling inequalities.

8.2.3   Promoting Social Inclusion

The Rate Collection Agency Action Plan is specifically relevant to improving access to information amongst disadvantaged and socially excluded groups.

8.2.4   New TSN Constituencies

Unlike programme delivery departments, DFP's interface with the public is limited and the Department has not generally, with the exception of RCA, defined target areas, groups or individuals for New TSN policy interventions.

8.3 Summary of Desired Outcomes

The desired outcomes contained within the DFP action plan are:

- improve and share research and statistical information sources;

- improved categorisation of expenditure baselines and/or programmes and expenditure outcomes;

- establish future basis for domestic and non-domestic revaluations;

- to ensure proper consideration of the option for dispersing jobs in planning to meet NICS accommodation needs; and

- effective strategic management for the New TSN by the Special European Union Programmes Body (SEUPB).

For the most part, the outcomes identified by DFP were broadly aligned to New TSN objectives although there was a mismatch in respect of the social need to be tackled. For example, NISRA indicated that the outcome of its plan was to improve and share research and statistical information sources. To this end, it listed a range of activities including the production of Noble indicators, the introduction of the Northern Ireland Household Panel Survey and the provision of support to the Research Unit of OFMDFM. NISRA stated that their actions would tackle disadvantage experienced by people, groups and areas in Northern Ireland. Whilst accepting the importance of NISRA's work, the relationship to tackling disadvantage is indirect. For example, it is difficult to see how undertaking an analysis of the 2001 Census will impact on social need amongst disadvantaged people, groups and areas.

The Central Finance Group noted that their work on categorising the PE central database would result in improved categorisation of expenditure baselines – a more realistic target. The DFP Plan also contains a number of desired outcomes in relation to improving access to employment opportunities and as with the NISRA objectives, quantifying and identifying such outcomes has proved unrealistic.

8.4 Additionality

The current content of DFP's Action Plan stems from the New TSN audit report that identified the following function areas as 'likely to be relevant' to New TSN:

- Financial Resources and Accountability Directorate (FRAD);

- Northern Ireland Statistics and Research Agency;

- Central Community Relations Unit (CCRU – now CRU and located within OFMDFM);

- Valuation and Lands Agency; and

- Central Personnel Group.

This report noted that the distinctiveness of DFP as both an 'ally of parliament' and as a department with limited programme expenditure meant that its contribution to New TSN was likely to take a different shape and form from other departments. In this respect, DFP's capacity for additionality is limited in relation to the actual skewing of resources and efforts. It has, however, played an important role through the work of NISRA and to a lesser extent through mainstream divisions.

Importantly, 'additionality' has been evidenced by the publication of guidance material on how New TSN should be incorporated into the public expenditure processes, particularly in respect of the in year monitoring process and Executive Programme Funds.

8.5   Commentary on Action Plan

The DFP New TSN action plan is largely based on recommendations arising out of the New TSN audits and identify the following areas of business for New TSN activity:

- public expenditure process;

- office accommodation (including location of civil service jobs policy); and

- statistics and research.

The Action plan contains 9 strategic objectives, six of which relate to processes reflecting the high process role of the Department in relation to New TSN, and 26 targets or actions. Objectives were identified from the recommendations of the New TSN audit report and following a series of internal discussions within the Department and with the Social Steering Group. Over the period of the plan, DFP introduced four new objectives including one relating to the work of the Rates Collection Agency. An objective for the effective implementation of New TSN across the Department was also introduced.

In addition to adding new objectives, DFP dropped key objectives identified in Making It Work. For example, DFP 1 in Making it Work related to providing expertise to OFMDFM and Departments on research and statistical aspects of New TSN and developing methodologies and statistics for New TSN. In the revised plan, the first half of the objective is dropped and the focus is on promoting the development of, and access to, appropriate data sources. DFP 2 in *Making it Work* relates to developing and keeping under review appropriate indicators of deprivation. In the revised plan, there is no reference to this objective and actions relating to the work are contained within a new target/objective in DFP 1. Aside from changing objectives, a considerable number of targets and actions were added through the action planning cycle.

8.6   Performance against Targets

Table 8.2 shows how DFP has performed against the targets contained in Making it Work.

Table 8.2
Performance Against Targets

Objective	Number	Completed	Ongoing	Deferred/Revised
1	5	0	3	2
2	4	2	2	0
3	3	1	1	1
4	2	0	1	1
5	3	1	0	2
6	3	1	2	0
7	1	0	1	0
8	4	2	1	1
9	1	1	0	0
Total	**26**	**8**	**11**	**7**

Source: DFP

Thirty one per cent of the action plan targets have been completed and a further 43 per cent of targets which are ongoing. While achievement of action plan targets appears low, it is recognised that many of the targets related to process and were designed to be ongoing throughout the life of the plan. During the course of the plan 27 per cent of targets were deferred or revised, largely by delaying the timescale for completion.

8.7   Summary Review of Evidence

8.7.1   Improved systems for Targeting and Monitoring

NISRA has played a leading role in driving forward the introduction of a range of data sources that have (or will have) improved the capacity of Departments to objectively target areas, groups and individuals in greatest need. The Noble Indicators represent the most visible contribution to improving systems for targeting and these indicators have been used by a number of departments. It should be noted that policy officials and statisticians from all departments contributed to the production of the Noble Indicators. In addition, the consultation process and the convening of an advisory group for Noble demonstrated good practice on the part of NISRA. The introduction of new surveys to Northern Ireland, including the Family Resources Survey and the British Household Panel survey, represent significantly important efforts towards improving systems for targeting and monitoring. NISRA has also produced a number of important Occasional Papers on Targeting for New TSN and Measures of Deprivation.

8.7.2 Skewing of Resources

DFP has a limited role to play in respect of the skewing of resources within Departments and within policy and programmes. DFP's New TSN Action Plan commits to taking steps towards examining the skewing of resources across Departments.

Central Finance Group, in conjunction with OFMDFM, has taken the lead in this area though DFP objectives five and six and has attempted to categorise expenditure within the Northern Ireland block according to social need factors. CFG is currently in the process of updating the Central Public Expenditure database to record New TSN relevant expenditure and this will enable DFP to identify changes over time in relation to the skewing of resources.

In Making It Work, CFG established three targets designed to improve the identification of New TSN relevant expenditure in Departmental spending plans. The first target related to the commissioning of research that would re-examine the use of more precise New TSN expenditure definitions for baseline classification. This work, which was funded by the Research Branch of OFMDFM and completed by EPEC, amongst other things, sought to identify appropriate methods and baselines for measuring the impact of New TSN on skewing of resources. The work resulted in the classification of departmental expenditure using a scale that ranged from no relevance to New TSN to very high relevance to New TSN. The research, which was based on 01-02 financial year, indicated that £2,337 million of government expenditure was either highly or very highly relevant to New TSN. Table 8.3 summarises the overall findings from the EPEC report.

Table 8.3
EPEC Report Findings

Relevance to New TSN	£ million	%
Very High	667	11.3
High	1670	28.2
Medium	764	12.9
Low	2,389	40.3
Nil	431	7.3
Total	5,921	100%

Source: EPEC report

The target date of February 2001 for the completion of the EPEC research was not achieved and objectives relating to the recording of New TSN definitions on the central public expenditure database and the issuing of guidance to Departments on revised coding and classification for New TSN slipped considerably. The original target date of March 2001 for recording New TSN expenditure on the PE database was delayed until March 2002. CFG have indicated that *'initial tagging of the database has been assessed and we are happy this can be done reasonably easily'*. As of December 2002,

agreement on the system for recording the relevance of each expenditure area for New TSN had not been finally agreed between OFMDFM and DFP.

CFG also committed itself to ensuring that departments identified the New TSN impacts of bids for additional resources and also in cases for surrendering resources. To this end, DFP produced reporting templates (PS1) that required departments to identify the New TSN and equality impact of bids and reductions to baselines. Two examples of completed proformas were provided by DFP for the Department of Regional Development. In both cases, scant detail is provided on how the proposed expenditure will have a positive New TSN impact. In the case of the bid for additional resources for two transportation plans, the details provided relate to Section 75 groups only and not New TSN even though both have been marked as having a positive New TSN impact. The proforma on meeting commitments to the Regional Development Strategy simply states that 'failure to implement RDS will impact on a range of (undefined) groups'. Our assessment of evidence would indicate that this process resulted in a certain amount of re-labelling for New TSN. Due to the absence of information recorded on the Central database, it was not possible to identify the proportion of in-bids in relation to positive, neutral or negative impacts. Evidence reviewed from OFMDFM raised concerns over the application of assessing New TSN expenditure by Departments.

8.7.3 Skewing of Efforts

Whilst DFP has limited potential to skew efforts, its revised action plan aimed to develop an outreach programme to increase uptake of Housing Benefit and the Disabled Person's Allowance benefit through the Rate Collections Agency. Through the utilisation of Noble data RCA developed a NI wide outreach programme within areas with high levels of disadvantage.

8.8 Summary of Key New TSN Achievements

While DFP does not have a strong focus in relation to impacting specifically on disadvantaged groups, areas and individuals, there department has been responsible for a number of process developments that have improved systems for targeting and monitoring. DFP's key New TSN achievements include:

■ the development of new and innovative data sets for the monitoring of poverty within Northern Ireland, which NISRA assisted with. The production of the Noble Indicators and the extensive consultation that NISRA undertook were driven by New TSN considerations and Departments have fully utilised the outputs of Noble;

■ the provision by NISRA of important research and statistical guidance on the measuring and monitoring of New TSN through its role within Interdepartmental Working Groups and also through the location of outposted statisticians within Departments;

■ development of a process that aims to quantify the extent to which public expenditure is relevant to New TSN. While this process has not yet been

completed, when finalised it will allow measurement of the degree to which skew has changed over time; and

■ development of an outreach programme to increase uptake of Housing Benefit and the Disabled Person's Allowance benefit through the Rate Collections Agency.

9. DEPARTMENT OF HEALTH, SOCIAL SERVICE AND PUBLIC SAFETY

9.1 Relevance of New TSN to Department

DHSSPS is responsible for improving health and social well being in Northern Ireland and its key responsibilities are:

■ policy and legislation for healthcare and social services;

■ promoting public health and wellbeing;

■ public safety – provision of ambulances and fire services;

■ food safety;

■ emergency planning; and

■ promoting of voluntary activity and community development in the health sector.

While DHSSPS does not play a key role in respect of reducing unemployment and increasing employability, they are the lead Department in respect of reducing inequalities within health and as such have a reasonable prominent role to play within New TSN. This is reflected in the assessment of business units relevance to New TSN in the EPEC report, which found that while the majority of DHSSPS units did not have a high relevance to New TSN that six business units had high or very high relevance to New TSN. Figure 9.1 illustrates the assessment of DHSSPS units if business as set out in the EPEC report.

Figure 9.1
New TSN Relevance of DHSSPS Business Units
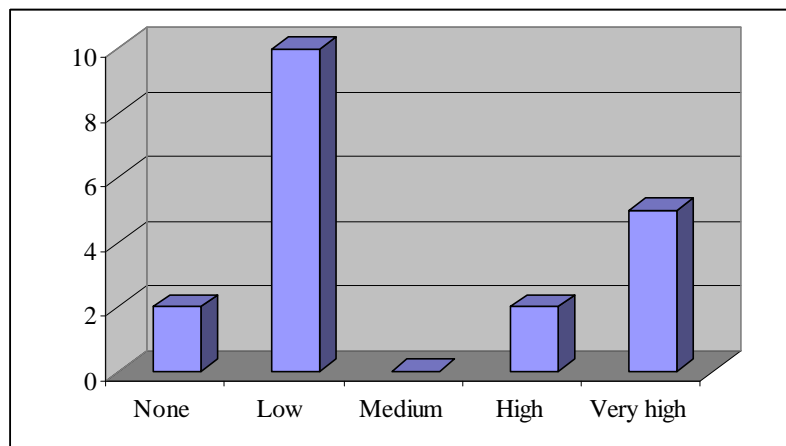
Source: Epec Report

Table 9.1 demonstrates that the DHSSPS action plan objectives are not assigned to individual business units but rather grouped into themes with up to eight business units having responsibility to progress single objectives.

Table 9.1
Relevance of DHSSPS Business Units Responsible for New TSN Actions

Action Point	Business Unit	New TSN Relevance
1-2	Strategic Planning Information and analysis; Personnel and Corporate Services Directorate; and Human Resources Directorate.	Varies
3-6	Medical and Allied Services (including Public Health) (MAS) Child and Community Care Directorate (CCCD) Public Safety, Strategic Planning and Information Analysis Unit (PSSPIAU) Planning and Performance Management Directorate (PPMD) Human Resources Directorate (HRD) Health Estates Agency (HEA) Primary Care Directorate (PCD)	Varies
7-9	Public Safety, Strategic Planning and Information Analysis Unit (PSSPIAU) Directorate of Information Systems (DIS) Finance Directorate (FD) Planning and Performance Management Directorate (PPMD) Primary Care Directorate (PCD)	Varies

Source: Epec Report

9.2   Definition of Social Need and Social Exclusion

DHSSPS does not specifically define social need, although it indicates through its action plan that it aims to tackle:

■   disadvantage experienced by people, groups and areas in Northern Ireland; and

■   poor health and social wellbeing experienced by disadvantaged people, groups and areas in Northern Ireland.

There is a clear focus on tackling inequalities in the field of health but social need or the groups, individuals and areas to be targeted is not defined.

9.2.1 Employability and Unemployment

DHSSPS do not focus specifically on this theme and do not see their role as having a high relevance to the employability aspect of New TSN. No reference has been made to employability in the action plan. Whilst the health services have only a marginal impact on employment rates they have an important role to play in terms of health at work schemes, mental health promotion, issues associated with work related stress and child care places etc.

9.2.2 Tackling other Inequalities

DHSSPS are the lead Department for tackling inequalities within health and have worked with other Departments including DSD and DE on health promotion initiatives.

9.2.3 Promoting Social Inclusion

DHSSPS aims to promote social inclusion of disadvantaged people, groups and areas, in particular by involving local people in decision making and improving access to quality childcare in areas of deprivation. DHSSPS Objective 5 is '*to promote the social inclusion of those who are most disadvantaged by encouraging community development approaches and involving local people in decisions about their health and social care needs and the services to be provided*'.

9.2.4 New TSN Constituencies

The DHSSPS action plan does not specifically define constituencies for its New TSN action beyond '*people groups and areas with poor health*'. One of the targets in the action plan is to achieve '*clearer identification of people, groups and areas with the greatest health and social need*' which may result in clearer differentiation of those that the DHSSPS plan is aimed at.

9.3 Summary of Desired Outcomes

The desired outcomes contained within the New TSN action plans include:

■ to ensure that New TSN is embedded in DHSSPS plans ;

■ to develop and promote policies and programmes of action which aim to reduce inequalities experienced by disadvantaged people, groups and areas;

■ to improve access to good quality childcare and family support, targeting those in areas of greatest need as measured by programme of care specific indices;

■ to promote the social inclusion of those who are most disadvantaged by encouraging community development approaches and involving local people in decisions about their health and social care needs and the services to be provided;

- to identify those in greatest health and social need and to measure the extent to which inequalities experienced by disadvantaged people, groups and areas are being reduced;

- to reduce inequalities experienced by disadvantaged people, groups and areas by matching resources to health and social care needs; and

- to provide evidence which supports informed decision making on tackling inequalities.

The objectives cover a wide range of areas relevant to the New TSN agenda, ranging from awareness raising to information and research needs.

9.4   Additionality

Six of the action points were devised and started prior to New TSN, illustrating that the actions would have progressed with or without New TSN (the travellers programme was initiated by the Southern Board). This also illustrates that the Department has always had a strong focus on reducing inequalities in health and social care.

Although the action points had not been developed specifically with the New TSN agenda in mind, a number of interviewees considered that New TSN had provided greater strategic support and legitimacy to their work. The Capitation Formula Review Group considered that New TSN made it easier to raise funds to further their work programme and that without the initiative at least one project would not have started. The cross-Departmental nature of the New TSN initiative was also felt to be beneficial when developing policies across Departments. For example, action point 3c involved a joint project to distribute New Opportunity Funding with the Department for Employment and Learning. In this example both Departments were clear about their aim to target resources to those in most need.

9.5   Commentary on Action Plan

The New TSN objectives cover a wide range of areas relevant to the NTSN agenda, ranging from awareness ranging to information and research needs. The objectives provide a good spread of programmes focusing on initiatives for disadvantaged client groups (children in care and people with addictions), objectives illustrating the skewing of resources and community development programmes. The DHSSPS action plan contains nine objectives and 57 targets. Of the Departments nine strategic objectives for New TSN, five related to outputs/outcomes, with the remaining four focused on processes. Unlike most other Departments, DHSSPS did not assign specific objectives to different business units, adopting instead a more thematic approach. While the interrelated nature of DHSSPS business units is recognised, this planning approach may increase confusion over responsibilities for progressing New TSN objectives. The Department has also used these objectives to form the basis of Board and Trust action plans and has actively engaged in work with its key stakeholders.   The majority of the objectives are still relevant at this level, however, we would expect to see more details about implementation rather than process at this level.

Most action points seem to be self generated in a 'bottom-up' approach from the separate business units. However, certain areas of work such as Investing for Health and the Capitation Formula do appear to be driving the agenda within the Department and have a clear alignment to the NTSN agenda. Unfortunately, we have been unable to identify the impact of this work partially due to the lack of baseline data and also the difficulty of measuring impacts, especially over short time horizons.

9.6 Performance Against Targets

Table 9.2 provides a brief summary of DHSSPS achievements to date relative to the first action plan contained within *Making It Work* shows the DHSSPS performance against action plan targets.

Table 9.2
DHSSPS New TSN Performance against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	2	2	0	0
2	6	4	2	0
3	8	7	0	1
4	10	5	2	3
5	3	0	2	1
6	8	3	1	4
7	5	1	0	4
8	12	6	2	4
9	3	1	0	2
Total	**57**	**29**	**9**	**19**

Source: Deloitte & Touche

Just over 50 per cent of the original action points have been completed (whilst recognising that a number were scheduled to cover the whole course of the action plan). A number of other actions were amended reflecting work-in-progress and could be classified as completed in some respect. However, in general it was very difficult to track progress of the actions.

9.7 Summary Review of Evidence

9.7.1 Improved Systems for Targeting and Monitoring

The DHSSPS action plan contains objectives to improve the monitoring and implementation of Childcare Partnerships and public health strategies, including those dealing with tobacco, drugs, alcohol misuse and mental health promotion, for their ability to reduce inequalities and to take appropriate consequential action, throughout the period of this Plan.

DHSSPS Objective Seven aims to identify the people with the greatest health and social need. While steps have been taken by the Department, including consideration of gathering information on patient's occupation, it is not clear to what extent targeting and monitoring information has been used to inform New TSN action.

9.7.2 Skewing of Resources

The residential care (3c) and childcare (3g) action points are excellent examples of the skewing of resources to those in most need. The childcare action point targeted additional New Opportunity Funding (£9.9m) to deprived wards using the Noble and Robson indices of social deprivation. The internal review indicated that 46% of projects were situation in the 25% most deprived wards according to the Noble index. It would be useful to see how the resources were distributed across the whole social deprivation spectrum to provide a better impression of the skewing of resources (for example, a graph of share of funds allocated across Noble decile).

The residential care action point highlighted how the provision of additional care places was associated with positive health and non-health outcomes for children in care. In an appendix to the internal evaluation a very insightful NTSN evaluation highlighted how to equitably distribute the additional care places geographically by matching current resources with estimated need. However, the distribution of funds was finally determined by locations with planning permission and those that could build facilities quickly.

The work of the Capitation Formula Review Group, however, (7c) is one of the key vehicles by which the Department skews resources to those in the most disadvantaged areas. The group has developed sophisticated statistical methods for measuring the need for health and social care resources. The method allocates funding to the four Boards based on the area's age and sex profile and socio-economic characteristics with further adjustments for the impact of remoteness on the costs of provision. The socio-economic or 'needs' adjustment applies to 100 per cent of the budget.

The formula currently allocates approximately £1.6 billion and it has redirected around £29 million of resources between Boards. At a district and electoral ward level the total re-distributive effect is even greater see Table 9.3.

Table 9.3
Redistributive Effect of the Capitation Formula

Boundary Level	Redistributive Effect	
	Funding	**Per cent**
Board	£29 million	0.02%
Local Government District	£61million	0.04%
Electoral Ward	£118million	0.07%
Note: Percentage based on £1.6 billion		

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

The Capitation Formula Review Group intends to further refine the formula going forward and has recently commissioned research to consider the extent to which the formula reflects relative needs and to ensure it addresses inequalities in the *use* of health and social services service. The implementation and wider dissemination of the approach should be considered to take advantage of the small area analysis underpinning the formula.

The capitation framework provides a useful method for evaluating New TSN consequences in discrete policy areas (for example, the residential care home New TSN evaluation). The approach provides a good method for ensuring resources are equitably and fairly distributed based on differences in service provision and objective measurement of need.

9.7.3 Skewing of Efforts

The Department has illustrated excellent evidence of skewing additional resources and shifting incremental resources using the capitation formula. However, there is little evidence in the evaluations reviewed of the skewing of efforts .

The travellers programme provides a good example of how effort as well as resources can be targeted at a disadvantaged group as it highlighted the substantial input and efforts of various health and social service personnel involved with this particular group.

The *Investing For Health* strategy (2a) attempts to address this issue to some extent by stressing the role of all health professionals in health improvement and the necessary multi-sectoral approach to health improvement. In order for the strategy to meet its targets it will be important to leverage the whole £2.2 billion Departmental budget rather than relying on incremental resource changes.

Equally, the Department has been fully engaged with Boards and trusts in the development of localised action plans including the development of equity strategies at Board level (due March 2004) which will set out how Boards intend to address any equity issues that are identified at a local level.

9.8 Summary of New TSN Key Achievements

Key achievements of the DHSSPS in relation to New TSN include the following:

- *Investing for Health* set a number of targets for improving health and reducing health inequalities. In particular, two inequalities targets were set for reducing inequalities in life expectancy and illness rates although the

impact of the strategy is not expected for at least ten years and it is unlikely that the programme will have any short run impacts;

- *Health Action Zones* have now been extended into the Northern and Western Boards. Structures are in place for developing communities and leveraging additional funding, although health outcomes are unlikely to be measurable in the short term;

- *Residential Care Places* have been built and although no outcomes were explicitly set, it seems reasonable to assume that once available they will have a positive influence on this disadvantaged group;

- *The Traveller's Programme* identified a clear health need in this population group and represented a skew of Departmental efforts;

- *The Capitation Formula Review Group* illustrated how resources are indicatively reallocated toward high need areas. To this end, good progress has been made in the skewing of funding for additional discrete sums. However, the skewing of effort and resources has received less attention yet it will be crucial to the realisation of future inequality targets;

- the Department has produced a comprehensive and large set of New TSN actions which reflects the substantial quantity of programmes and initiatives ongoing within the Department.

Overall, given the long-term nature of health outcomes and the difficulties of establishing causality, it has not been possible to confirm that the action plans have had any impact on inequalities or health outcomes of those in the most disadvantaged areas. It will be important to ensure that baseline measures are established to ensure that final outcomes or other appropriate intermediate or process measures can be evaluated in the future.

In summary, the Department has produced a comprehensive and large set of actions (we consider too many) which reflects the substantial quantity of programmes and initiatives ongoing within the Department. Whilst it is tempting to conclude that this reflects the Departments strong New TSN focus, it is more likely to reflect the existing strong focus on tackling health and social care inequalities. Progress relative to the action plan is reasonable although we found performance very difficult to assess.

10.   DEPARTMENT OF THE ENVIRONMENT

10.1   Relevance of New TSN to Department

The Department's aim is to improve the quality of life in Northern Ireland, now and for the future, by promoting a better and safer environment and supporting effective and efficient local government. The department has responsibility for planning control and policy and the promotion of sustainable development. It oversees road safety, roadworthiness and licensing for vehicles and their impact on the environment.

DoE does not have a particularly high relevance to New TSN and there is limited scope for impacting on groups individuals and areas as a result of the policy areas covered by the Department. The main areas included in the DoE action plan are the Planning Service, Local Government and Environment and Heritage Service although a significant amount of the targets and actions in the plan relate to internal Departmental processes and policies. The assessment of DoE's units of business and their low relevance to New TSN is illustrated in Figure 10.1.

Figure 10.1
New TSN Relevance of DoE Business Units
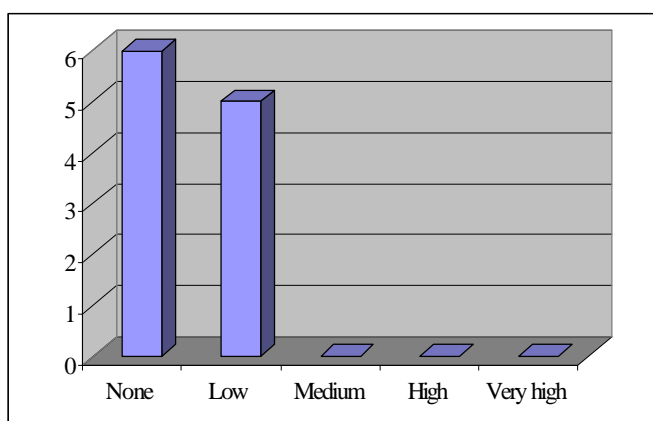
Source: Epec Report

Table 10.1 shows the DoE business units with responsibility for taking forward New TSN actions and their relevance to New TSN as categorised by the EPEC report.

Table 10.1
New TSN Relevance of DoE Business Units Responsible for New TSN Actions

Action Point	Business Unit	New TSN Relevance
1-5	Land Use Planning	Low
6-7	Local Government Unit	Low
8	EHS	Low
9-11	Corporate Services	Low
12	Finance	Low

Source: Epec Report

10.2 Definition of Social Need and Social Exclusion

The DOE Action Plan does not provide an overall definition of social need in relation to people, groups or areas. Within the Action Plan a range of social needs are identified which the department aims to tackle through achievement of target actions and timescales. These include:

■ lack of availability of jobs, housing, social amenities and a quality living environment;

■ multiple disadvantage in all NI District Council Areas;

■ environmental awareness in disadvantaged communities;

■ targeting of social need; and

■ lack of resources for those in social need.

10.2.1 Employability and Unemployment

DOE identifies *'the lack of availability of jobs'* and *'targeting of social need'* as issues to be addressed through their New TSN Action Plan. It is clear from discussions with the department officials and review of its action plans that its capacity to have direct impact on addressing employability and unemployment is limited by statutory and regulatory constraint and the capacity to skew departmental budgets.

10.2.2 Tackling Other Inequalities

The department seeks to address other inequalities including multiple disadvantage in all NI district council areas. While the action plans indicate such issues need to be tackled, there is limited evidence of how that might be achieved through identifiable impacts and the extent to which measurable outputs can be identified.

10.2.3 Promoting Social Inclusion

As with tackling other inequalities, efforts such as *'improved opportunities for educational and awareness activities'* and *'improved targeting of social need'*, seek to promote social inclusion.

10.2.4 Key New TSN Constituencies

The department does not have many opportunities for direct interface with the public. In the limited situations where the opportunities do exist, there are efforts to identify such groups and DoE 8 aims to develop mechanisms to focus educational and awareness activities on disadvantaged areas or groups in association with the environment voluntary sector.

10.3 Summary of Desired Outcomes

There are five desired outcome targets within the action plan. These are:

■ a sufficient supply of suitably designated land to facilitate development conducive to meeting the social need;

■ reduction in social need across a range of social and economic indicators;

■ improved opportunities for educational and awareness activities;

■ improved targeting of social need; and

■ increased resources for those in social need.

None of these outcomes are presented in SMART (specific, measurable, achievable, realistic and time bound) and tend to be aspirational rather than outcome specific. For example under the Business Area 'Land Use Planning' the desired outcome is stated as '*a sufficient supply of suitably designated land to facilitate development conducive to meeting social need*'. While accepting the importance of 'Land Use Planning' at the broader Northern Ireland macro level, it is difficult to measure the outcome at a local level.

The relationship between Business area, Social Need to be tackled, Desired outcome and individual targets is difficult to assess as it is unlikely in many cases that achievement of the target actions will result in a measurable impact on the social need to be tackled. However, the linkages between the Environment and Heritage Services and Road Safety Business areas proved to have better linkages and identifiable impacts and measures.

10.4 Additionality

There has been limited additionality as a result of the New TSN action plans. This is arguably due to the limited parameters within which the department operates. The department is essentially constrained by its primary statutory and regulatory obligations. It was not and is not within the brief of new TSN to amend or redefine the departmental obligations.

Evidence presented suggests that the review of the formula for the calculation of the resources element of General Exchequer Grant, while not prompted by New TSN in the first instance, sought to consider factors which impact upon social need and to integrate these within the proposed formula. In addition, within the department, officials have sought to place New TSN within the decision-making processes reflected in the action plan objective of changing departmental culture. It is unlikely that these efforts would have been made had the New TSN not been in place demonstrating additionality within specific programmes of the department.

10.5 Commentary on Action Plan

The constraints within which DoE operates limits outputs both in terms of budget allocation and skew within particular programmes. These constraints are reflected to some degree within the action plan. Of the initial twelve objectives set at the outset of this planing process, eight can be defined as broadly process based while four are output related reflecting the low relevance of the Department to New TSN. The review of the eight process related actions indicates that efforts were made to monitor the progress of particular actions, ensure regular reporting and update where appropriate. For example DOE 11 aimed to '*drive forward New TSN and Monitor the progress of New TSN objectives.* The evaluation found that this objective was pursued thoroughly in terms of addressing the actual target set demonstrated by regular progress reports since 2000. The impact of such activity and need for such reporting, in the absence of high relevance to social need, is questionable.

While efforts were made to monitor and address objectives, the actual outputs and impacts were difficult to determine due to:

■ absence of agreed timescales within targets (or continuously moving targets);

■ absence of identifiable outputs within the targets eg DOE 3 *'to ensure that new or revised operational Planning Policy Statements reflect New TSN principles'; and*

■ absence of links between targets and outputs which might impact on the lives of citizens.

Four of the original actions identified by DoE are output related (DOE 4, DOE 6, DOE 7 and DOE 8). A summary review of the action plan updates provided by the department indicates that while these targets have been addressed broadly, there have been significant updates, delays and movement of target dates over the period of the plans. Based on this evidence, it is difficult to substantiate any significant output or impact on New TSN.

10.6 Performance against Targets

Table 10.2 illustrates how DoE performance against the targets contained in Making it Work were assessed.

Table 10.2
Performance Against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	1	1		
2	1			1
3	1	1		
4	5	1	2	2
5	1		1	
6	2	1		1
7	3	1		2
8	2	1		1
9	5	3	2	
10	1	1		
11	2	1	1	
12	2	2		
Total	26	13	6	7

Source: DoE

10.7 Summary Review of Evidence

10.7.1 Improved Systems for Targeting and Monitoring

The review of the Council grant formula (DoE Objective 6) has initiated a system of targeting and monitoring which should contribute to the overall enhancement of New TSN by the department. Specifically the monitoring of the allocation and implementation of the grant by respective councils should create a system by which New TSN targeting can be better focused through the monitoring of outputs. The innovative formula reflects a significant attempt by the department to implement a more objective and New TSN focused allocation, particularly through the use of the Noble indicators and the approach is summarised below.

In relation to improved targeting, NISRA statisticians have developed a resource allocation model based on weighted capitation methods as opposed to historical spend methods and as a result, the planned allocation of resources to district councils now takes account of New TSN needs. New TSN needs are assessed using a formula that reflects 5 key local authority services:

- community services;

- economic development;

- tourism;

- refuse collection; and

- street cleaning.

Significantly, the Department consulted with key stakeholders and negotiated an agreement on the formula as a means an objective 'need to spend' calculation. As a result of the extent of consultation required, the original date for completing the review slipped by at least a year from March 2001 to March 2002. Subsequently, the Department anticipates that the implementation of the new formula will take place for the planning period 2003/2004. The formula takes account of the wealth share of each council and where the adjusted population share is higher than the wealth share for a council, the council is entitled to grant (magnitude of which is proportional to this difference between needs and wealth). The outworking of the formula has meant that seventeen of the twenty six councils qualify for grant under the new formula. The evidence provided indicate a shift of £1.15 million as a result of New TSN factors. In terms of assessing impact, it is important to note that:

- the resource element allocation makes up only a small percentage of the total income by local councils and ;

- the DOEs role is essentially allocation & monitoring and the Department cannot direct *how* the local council might allocate its budget at a local level.

Furthermore, discussions with the department indicated that it may take five to ten years before any significant impact can be quantified in real terms.

10.7.2 Skewing of Resources

The regulatory and statutory constraints of the department impact significantly on the capacity of the department to skew resources. However where opportunities exist within the departments remit to skew resources, the department has sought to do so, as in the case of the General Exchequer grant which results in a skew of resources of £1.15m. However in overall monetary terms the actual net change as a result of such skewing is not significant,

10.7.3 Skewing of Efforts

The Department's capacity to skew efforts has also been constrained. However, through educational awareness programmes efforts have been made in this regard. In other areas of the action plan it is not evident how efforts have been skewed either to disadvantaged groups or areas.

10.8   Summary of Key New TSN Achievements

As indicated in the original DOE New TSN Audit and the EPEC report, the framework within which the department operates (budget and statutory framework) limits its capacity to significantly impact on New TSN. While significant efforts were made in setting up processes, measuring actual New TSN outputs remains difficult and the relevance of the policy to the Department is questionable.

The review of the formula for the calculation of the resources element of General Exchequer Grant to District Councils is a key New TSN achievement and the methodology used was especially innovative. However, the value in terms of addressing New TSN is questionable when set against the policy objectives of employability and tackling unemployment.

11. DEPARTMENT FOR REGIONAL DEVELOPMENT

11.1 Relevance of New TSN to Department

DRD's aim is to improve the quality of life for everyone in Northern Ireland by maintaining and enhancing a range of essential infrastructure services and by shaping the region's long-term development. Its responsibilities include the provision and maintenance of roads, water and sewerage services; the development of policy and funding related to the provision of public transport; the formulation of regional strategic planning policy and guidance; and policy and legislation relating to air and sea ports.

The Department of Regional Development does not regard its core activities as having particularly high relevance to New TSN as increasing employment and employability are not a core Department objective. The core business of the department is driven by the statutory obligation of the department to provide key services to the Northern Ireland community. These core services are water, roads and transport. Given these core activities of the department it is clear that the capacity of the department to address New TSN present a significant challenge. This challenge is highlighted in the EPEC report which stated;

> *"Almost the entirety of the Department of Regional Development's spend can be considered as expenditure that is TSN enabling in that it allows TSN to be addressed. Little of it can be considered however as focused mainly on TSN objectives''*

Figure 11.1 illustrates the assessment of the EPEC report of DRD's units of business as being of low relevance to New TSN.

Figure 11.1
New TSN Relevance of DRD Business Units
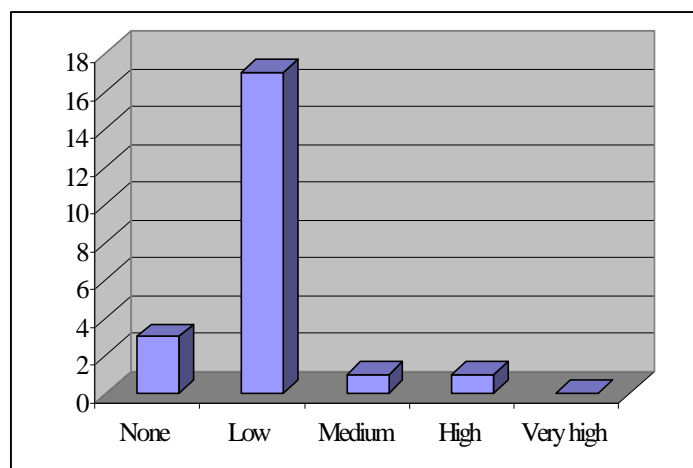
Source: Epec Report

Table 11.1 indicates how the DRD action plan targets are distributed between business units.

Table 11.1
New TSN Relevance of DRD Business Units

Action Point	Business Unit	New TSN Relevance
1-2	Regional Planning	Low
3	Regional Transport Strategy	Low
4-5	Roads Service	Low
6-8	Public Transport	Low
9	Water Service	Low
10	Finance Division	None
11-13	Central policy management unit and top level management new TSN working group	None

Source: Epec Report

11.2 Definition of Social Need and Social Exclusion

Within the Department's Action Plans, a series of social needs are identified: These include:

- accessibility of jobs, housing, social amenities and a quality of living environment;

- accessibility and mobility;

- peripherality and accessibility; and

- the 1 per cent of houses (mainly in remote rural communities) which do not have a public water supply.

Within the action plan there is no clear identification of target groups or areas which are socially excluded nor is there a definition of social exclusion particular to the department's activities. Given the framework within which the department operates, the department considers that New TSN has relevance to the following core activities:

- water - the provision of a public service to those in rural areas who do not have a public supply;

- roads - to demonstrate that major works schemes are reducing peripherality and hence making a positive impact on social need; and

- transport - the department aimed to help with mobility for those in rural areas and those with a disability.

11.2.1 Employability and Unemployment

Within the thirteen objectives set out in the original action plan, there is limited specific reference to addressing employability and unemployment. The plan does refer to '*accessibility to jobs, housing etc*' but this is within the broader context of regional planning. DRD has a primary statutory and regulatory role which involves looking at key utilities which must be delivered as a result of statutory obligation. eg water, roads, etc and does not see its primary and sole function as addressing social need.

The department does however consider that the development of appropriate road infrastructure addresses peripherality and therefore facilitates employability through improved access to pockets of training and employment. The Employability Taskforce model supports this view. In addition, access can be further enhanced through the support of appropriate transport interventions such as the Rural Transport Fund.

11.2.2 Tackling Other Inequalities

The action plan refers specifically to '*increased resources to those in social need*' and '*improved targeting of social need*'. However it is unclear as to how '*those in social need*' is defined. In addition there is little clarity on how the desired outcomes would impact on social need. The Department could not provide evidence demonstrating that resources had increased to those in social need.

11.2.3 Promoting Social Inclusion

The department seeks to promote social inclusion through seeking to address key accessibility and mobility issues of certain sections of the community. Objective 6 of the plan clearly identifies '*those living in rural areas*' and '*those with a disability*' as groups to be targeted with the desired outcome of '*improved accessibility and mobility*'.

11.2.4 New TSN Constituencies

Within the Action Plan the department identifies people with disabilities and rural communities as two key constituencies whose needs should be addressed within the context of New TSN.

11.3 Summary of Desired Outcomes

The desired outcomes featured in the DRD action plan are:

- the completion of the Regional Development Strategy (Shaping out Future) to provide a balanced approach to the development of Northern Ireland over the next 25 years;

- improved accessibility and mobility;

- reduced peripherality and improved accessibility;

- a reduction in the number of houses not connected to the public water supply system;

- increased resources for those in social need; and

- improved targeting of social need.

The desired outcomes are, in large part, restatements of the social need to be tackled and none of the outcomes are presented in SMART format (specific, measurable, achievable, realistic and time bound). While each objective within that Business Area contains specific targets with timescales, the robustness of the actual desired outcome is limited by its lack of specific measures. Therefore, while the specific targets may or may not be met, it is difficult to assess the extent to which the desired outcome is achieved.

11.4 Additionality

There has been limited additionality as a result of the New TSN Action Plans due to the limited parameters within which the department operates. Given the department's remit, its associated expenditure, and that it operates at a Northern Ireland macro/infrastructural level as well as the scale and lifespan of it's activities, eg roads, airports, the ability to measure New TSN impact is difficult.

At a programme level, the majority of identified actions are process based. Objective 6, *'To target the rural transport fund for disabled people to improve travel opportunities for people who experience reduced mobility and social exclusion'*, highlights the need to ensure the implementation of the Rural Transport Fund in a manner that maximises the impact of the programme across rural communities. In co-ordinating the Fund appropriate monitoring and evaluation measures were put in place which required additional efforts to monitor performance. In all likelihood this would not have been the case in the absence of the New TSN policy had not been in place.

11.5 Commentary on Action Plan

Of the initial 13 Actions Plan objectives, eight were process focussed and the remaining were output/outcome related.

In respect of key processes, the focus rested on establishing management and reporting structures for New TSN (embedding the policy). For example, DRD 11 (later changed to DRD 10) aimed at *'Changing the Departmental Culture'*. To this end, the Department set training targets for senior and management staff within the department.

Generally, however, it is difficult to follow the flow of objectives over the timeframe and across the different range of objectives that were being pursued. Indeed while efforts were made to monitor and address objectives, the actual outputs and impacts of these objectives were difficult to determine as a result of a number of factors, including:

- absence of agreed timescales within targets (or continuously moving targets);

- absence of identifiable outputs within the targets eg DRD 7 *'To provide Northern Ireland Transport Holding Company and Translink with guidance in respect of New TSN; and*

- absence of links between targets and outputs which might impact on the lives of citizens.

As noted, five of the original actions were output focused (DRD 4, DRD 5, DRD 6, DRD 8 and DRD 9). As with the DoE, our review indicates that while these targets have been broadly achieved, there have been significant updates, delays and movement of target dates over the period of the plans which make it difficult to track progress. Based on the evidence provided, it is difficult to identify any significant output or impact as a result of New TSN.

11.6   Performance Against Targets Table

Table 11.2 illustrates the DRD performance against the targets set down in Making it Work.

Table 11.2
Performance Against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	2	1		1
2	2	1		1
3	1	1		
4	3	2		1
5	2	2		
6	3	1		2
7	2	1	1	
8	1		1	
9	2	2		
10	2		2	
11	5	1	3	1
12	1		1	
13	1			1
Total	**27**	**12**	**8**	**7**

Of the 27 target actions in the original plan, 44 per cent were completed on time with a further 30 per cent of actions that are ongoing. During the life of the plan 26 per cent of actions were deferred or revised.

11.7   Summary Review of Evidence

11.7.1 Improved Systems for Targeting and Monitoring

The department's commitment to New TSN has created a greater focus on targeting its resources and efforts towards those areas for which it has responsibility. However, the limited parameters within which the department operates makes the impact of such efforts difficult to assess, at least in the short term.

Although Noble was considered in defining social need, the domains within these indicators did not fully reflect the social needs as measured by the functions of the department. For example, water supply in rural areas is not a domain within Noble but it does represent a basic utility for the vast majority of the population in Northern Ireland and those who do not have access to such a service are disadvantaged. However, this disadvantage may not necessarily be social disadvantage ie as a result of poverty or unemployment. It may be an infrastructural disadvantage for those people who live in areas without supply. Therefore any definition proposed for social exclusion would need to be specifically focused on groups or areas that suffer disadvantage such as unemployment.

In the case of the Rural Transport fund, the allocation of vehicles was based on data from Robson and the fund has set in place monitoring arrangements against which this fund can be assessed in New TSN and equality terms.

11.7.2 Skewing of Resources

There is no evidence of significant skewing of resources by the department over the period of the action plans. DRD suggest that their ability to skew is limited by its statutory and regulatory limitations. This view is supported within the EPEC which states;

> *'This department though, perhaps more than any other, also demonstrates the extent to which statutory responsibilities inhibit freedom to allocate resources'.*

On the evidence provided by the department it is difficult to make a quantitative assessment of skew of either monies or resources. In the particular case of the Rural Transport Fund, the original figure of an increase of funding from £700,000 in 1999 to £1,300,000 in 2000/01 shows a net increase. However the increase does not come from the departmental funding block but from the Chancellor's fund which predated New TSN.

11.7.3 Skewing of Efforts

Skewing of efforts by the Department is limited by the lack of interfaces between the department and the community that it serves. Most of the department's service delivery to the wider community is through other bodies such as Translink.

Given the macro level of DRD operations, efforts at skewing show only tenuous links with impact on the ground. DRD4 seeks to '*revise assessment methods for capital works schemes to ensure that New TSN is given proper consideration*' and is addressed through ensuring that future appraisal framework '*will include assessment of New TSN impact*' making it difficult to assess the impact on disadvantage groups, areas and individuals.

11.8   Summary of Key New TSN Achievements

As indicated in the original DOE (Pre 1999) Audit, the relevance of DRD functions to New TSN is relatively low. This was confirmed within the EPEC report, which indicated that a combination of statutory constraints and expenditure limitations defined the framework within which the Departments New TSN Action Plans could impact.

Throughout the period of the action plan DRD's New TSN achievements include:

■   allocation of vehicles under the Rural Transport Fund based on Robson;

■   targeting of jobseekers and people with limited mobility through the rural transport fund;

■   monitoring of rural community transport partnerships by means of monthly statistical returns; and

■   publication of progress reports in relation to the rural transport fund.

12. DEPARTMENT FOR SOCIAL DEVELOPMENT

12.1 Relevance of New TSN to Department

DSD has central responsibility for urban regeneration, the community and voluntary sector within Northern Ireland as well as for housing, social security, pensions and child support. The Department has always had a strong focus on tackling disadvantage and it is the key Department with regard to the Programme for Government priority 'Growing as a Community', which focuses on housing, neighbourhood renewal, tackling social need, benefits and community development. The Department's mission is *"Together, tackling disadvantage, building communities"*.

The **EPEC** report on the relevance of Northern Ireland departments' activity to New TSN, concluded that DSD's programme of work was strongly TSN relevant and categorised 17 of its 20 business areas as having medium, high or very high relevance to New TSN. Only three were considered to have low relevance and none were considered to have no relevance to New TSN. More than 80 per cent of the Department's expenditure was rated as highly relevant due to the dominance of social security expenditure in departmental funds. This rating process indicated the Department's view on its activities and the degree to which it considers targeting social need is embedded within its culture. Figure 12.1 illustrates the assessment of DSD units of business in the EPEC report.

Figure 12.1
New TSN Relevance of DSD Business Units
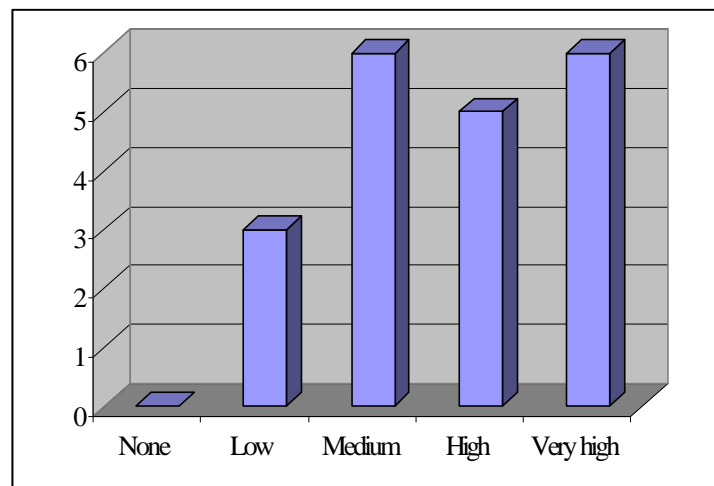
Source: EPEC Report

Table 12.1 shows the business units in DSD with responsibility for progressing objectives and targets illustrating that the business units tasked with New TSN actions range from medium to very high relevance.

Table 12.1
New TSN Relevance of DSD Business Units

Action Point	Business Unit	New TSN Relevance
1,11-18	Resources housing and social security group	Medium
2-4,7-9	Urban Regeneration and Community Development Group	Medium-high
5-6	Urban Regeneration and Community Development Group (Peace II)	Very high
19	Social Security Agency	High
20	Child Support Agency	Medium

Source: Epec Report

12.2   Definition of Social Need and Social Exclusion

DSD defines social need in its Action Plan as relating to:

- disadvantage among groups (eg travellers, the homeless and elderly people) and individuals in Northern Ireland;

- disadvantage in specific areas across Northern Ireland including social housing estates, conflict areas and neighbourhoods identified through objective measurement as being deprived;

- poor housing conditions in the social and private sectors and associated health and environmental problems; and

- income poverty (eg benefit dependency, unequal up take of certain benefits and domestic energy expenditure).

These definitions are consistent with the aims of the Departmental business areas for which objectives have been included in the Action Plan.

12.2.1 Tackling Unemployment and Increasing Employability

DSD impacts on this aspect of New TSN through:

- the implementation of the Welfare to Work policy which aims to directly target people out of employment and move them closer to the labour market; and

- urban regeneration and community development activity which aims to have indirect, long-term impact by creating the conditions for economic development in disadvantaged areas.

12.2.2 Tackling Inequalities and the Problems of Disadvantaged Areas

Many DSD programmes are highly applicable to this element, in particular those relating to housing, welfare to work and regeneration activity.

12.2.3 Promoting Social Inclusion (PSI)

The Department's focus on the housing, social and welfare needs of specific groups render its activity highly relevant to the PSI strand of the policy.

12.2.4 Key New TSN Constituencies

The plan targets disadvantaged people broadly and specific target groups are not typically defined, although disadvantage among travellers and homeless people are highlighted for action.

12.3 Summary of Desired Outcomes

The desired outcomes contained within the DSD action plan are:

- full and effective implementation of New TSN by DSD;

- reduction in multiple social and economic disadvantage in identified urban areas;

- increased reconciliation, reduction in multiple social and economic disadvantage;

- reduction in multiple social and economic disadvantage of Travellers in Northern Ireland;

- reduction in multiple social and economic disadvantage;

- decent housing for those in need;

- renewal of run down social housing estates and other areas;

- reduction in domestic energy consumption and eradication of fuel poverty;

- fair, efficient and effective arrangements for the payment of social security benefits to disadvantaged people;

- greater take up of benefits and entitlements by disadvantaged people; and

- services effectively targeted, and employment opportunities maintained and improved for disadvantaged people.

The Department has clearly made efforts to differentiate the desired outcome from the social need to be tackled although there are still examples of process based actions which are not likely to achieve the desired outcome or impact on the social need to be tackled.

12.4 Additionality

The Department's keen focus on meeting the needs of disadvantaged individuals, groups and areas makes it difficult to identify the additionality associated with its New TSN activity. It is difficult for the Department to disentangle New TSN activity from the range of DSD programmes and it is likely that much of Department's NEW TSN activity would have happened without the introduction of the policy.

Arguably, a department that already focuses on social need will find it more difficult to identify new ways of working and targeting resources that will make an additional impact on disadvantaged people. The EPEC report noted that it is Departments at either extreme of the applicability spectrum (ie activities deemed to be of very high or very low TSN relevance) that will find it most difficult to demonstrate additional targeting of efforts or resources. This is particularly true in DSD's case, whereby programmes have been targeted on the most needy at the design stage. DSD has little opportunity for skewing expenditure as regards shifting towards the more disadvantaged and away from the relatively affluent. The Community Services Programme is the only example of a change to a funding formula in the DSD Action Plan.

12.5 Commentary on Action Plan

The DSD New TSN Action Plan was inherited from the original DOE and DHSS plans. Following devolution, elements of each of these plans were combined to make up an action plan for the new Department. The Action Plan represents good coverage of relevant business areas consistent with the degree to which each can contribute to further tackling social need.

The 20 objectives in the plan give rise to 53 targets/actions. Thirteen of the Department's 20 objectives related to outputs/outcomes, representing 65 per cent of the Departments objectives. Most objectives have two or three associated targets and with 6 targets, DSD 20 has the greatest number. The objectives relate to both processes (research, structures and systems for implementing New TSN) and outcomes (actions that produce direct benefits for disadvantaged people). Thirteen of the objectives are outcome focused and seven are process focused.

The outcomes generally describe broad improvements rather than specific strategic targets and some are very similar across business areas. For example the URCDG set five outcomes that vary only in their focus on particular groups (travellers) and areas (urban).

None of the desired outcomes in the plan include measurable targets. For example, the desired outcome for DSD 17 could have specified the factor by which domestic energy consumption was to be reduced and the desired outcome for DSD 19 could have quantified the expected increase in benefit uptake by disadvantaged groups as a result of New TSN actions. The absence of quantified targets was generally due to a lack of baseline information at the time the plan was written.

The linkages between the desired outcomes and the objectives in the plan are sometimes weak, in particular in the case of process objectives that represent the first step in actions to reduce disadvantage.

The objectives set in the plan are similar to the desired outcomes in that they set out broad objectives without quantification or timescales of the effect the Department hopes to produce through its action. The targets/actions for each are dated and generally quantify activity but only a small minority quantify the target in terms of its impact (for example, DSD 19a and 20a).

12.6 Performance against Targets

Table 12.2 illustrates DSD's performance against targets set out in Making it Work.

Table 12.2
Performance Against Targets

Target	Number	Completed	Ongoing	Deferred/Revised
1	6	2	1	3
2	3		3	
3	4	1		3
4	2			2
5	1			1
6	4	4		
7	3			3
8	2		1	1
9	6	1	2	3
10	2		1	1
11	1	1		
12	3	1	2	
13	3	3		
14	4	2		2
15	2	1		1
Total	46	16	10	20

Source: DSD

DSD achieved 35 per cent of their targets within the period of the plan with a further 22 per cent of targets are ongoing. A significantly high proportion (43 per cent) of targets were delayed or revised throughout the period of the plan.

12.7 Summary Review of Evidence

12.7.1 Improved Systems for Targeting and Monitoring

DSD has improved targeting and monitoring primarily through use of the Noble Indicators, the development of an evaluation framework to measure the impact of urban renewal initiatives; the inclusion of questions on fuel poverty in the House Conditions Survey and the introduction of the Family Resources Survey (FRS) in NI to assist with identification of uptake of benefits the results of which are expected in September 2003.

12.7.2 Skewing of Resources

DSD's capacity to skew resources is constrained by the fact that its activity already involves targeting of resources and efforts on the most needy and many of its services are demand led on a 'worst first' basis. For example, the new build housing programme targets the most needy and area-based regeneration by definition focuses on disadvantaged communities. Having said that, DSD has made efforts to ensure that expenditure really is targeted on the **most** disadvantaged by revising its priorities for the new build social housing programme and by developing new indicators of multiple disadvantage to identify the most needy areas. Much of the Department's expenditure on urban regeneration has been funded by EU programmes, eg Peace II and URBAN II.

The only clear example of skewing of expenditure relates to the revised formula for the Community Services Programme that now takes deprivation into account as well as population. The new formula has not yet been implemented. There was no further opportunity for skewing the resources allocated to other programmes.

12.7.3 Skewing of Efforts

Efforts were generally skewed at the design stage, for example, the various regeneration programmes developed by the Department target the most disadvantaged. The key area in which DSD has demonstrated a skewing of existing effort towards the most disadvantaged is Social Security, were efforts have been made to improve access to and uptake of benefits. To date the focus has been on the Minimum Income Guarantee (MIG) and the introduction of FRS will enable the identification of disparities in other benefits for future promotion of uptake. SSA has also undertaken research into the needs of other disadvantaged groups to shape service delivery appropriately eg ex-prisoners, minority ethnic groups and people living in isolated areas.

12.8 Key Achievements

The key achievements of DSD in relation to New TSN over the period of the plan include:

- ■ the development of an urban regeneration strategy for NI including:

  - - identification of the most deprived areas upon which to focus regeneration efforts (the Noble indices, July 2001);

  - - establishment of an Inter-Departmental Committee on neighbourhood renewal;

  - - establishment of an Urban Policy Working Group comprising academics and practitioners from the statutory, community and voluntary sectors to feed into the Strategy for Neighbourhood Renewal;

  - - the development of a Strategy for Neighbourhood Renewal developed in draft form (target date for publication of final version December 2002); and

  - - the allocation of £12 million PEACE II money to 12 deprived communities under Measure 2.11 Area based Regeneration;

- ■ the development and implementation of URBAN II including:

  - - area selected for the programme following consultation;

  - - proposal submitted to EC Nov 2000;

  - - monitoring committee established;

  - - delivery framework agreed and negotiations with EC concluded Dec 2001;

  - - applications for project funding under one of the measures opened in September 2002;

- ■ the review of Community Services Programme and development of New TSN based funding formula;

- ■ revision of categorisation of new build social housing to enable greater focus on groups and areas facing specific housing needs;

- ■ allocation of new build funding to priority groups – North Belfast, Travellers, Rural Housing, West Bank;

- ■ introduction of Minimum Income Guarantee for pensioners resulting in average payments of £23.41 per week to 8,148 successful claimants;

- ■ promotion of the New Deal for Lone Parents resulting in participation of 4565 individuals in the programme;

- ■ completion of 1,850 new social housing units since introduction of the Action Plan in March 2001;

- completion of new group housing for 13 traveller families with two further schemes underway;

- overall improvement in housing conditions including improvements in seven of the 10 most deprived district councils, four of which saw improvements greater than the NI average;

- introduction of the Warm Homes Scheme offering energy efficiency grants to disadvantaged individuals. £4.38 million was spent on 4,500 households between July 2001 and March 2002.

13. CONCLUSIONS

The following section attempts to bring together the key issues identified in relation to our review of departmental evidence.

13.1 Relevance

The ability of Departments to impact on social need in Northern Ireland varies widely according to their statutory areas of responsibility. It is also evident that within departments there is wide variation between business units on their ability to reduce social need in respect of groups individuals and areas.

It is of particular note that while central administration and co-ordinating units with responsibility for New TSN are included in all action plans that their primary role relates to embedding New TSN within Departments and ensuring that New TSN achievements can be monitored and reported. While the importance of this function is recognised in ensuring that New TSN is embedded within the lifeblood of Departments, such administrative actions will not of themselves result in a reduction in social need among groups, individuals and areas.

This evaluation has found that the relevance of business units and Departments across the civil service is not taken account of through the action planning process, resulting in the inclusion of business units with very limited ability to target social need and detracting focus from those departments and business units with most scope to impact on social disadvantage.

13.2 Definition of Social Need and Social Exclusion

There are wide definitions of social need throughout Departments evidenced through the 'social need to be tackled' identified in action plans. Without central definition of social need, most departments have kept a general interpretation and identify the social need to be tackled as '*social disadvantage among people, groups and area in Northern Ireland'*. There are also examples of social need given by Departments in their action plans which do not seem closely linked to general understanding of social need and exclusion including '*animal disease in disadvantaged areas'* and '*poor community relations among the most disadvantaged'*.

13.2.1 Employment and Employability

DEL, DETI and DE are key Departments in respect of the employability and unemployment aspect of New TSN and their action plans largely reflect this relevance. Other Departments that have less relevance to this aspect have also tried to frame action plan targets around improving employability and reducing unemployment. DoE for example identifies '*the lack of availability of jobs'* as a social need to be tackled although it also acknowledges that its scope for impacting on this area is limited.

13.2.2 Reducing Other Inequalities

In Partnership for Equality the key inequalities that were envisaged being tackled as a result of New TSN were health, education and housing. DE views itself unsurprisingly as having a key role to play in reducing inequalities in education and DHSSPS in respect of health. Apart from within Health Action Zones and the operation of PSI projects for Travellers, there is little clear evidence of interdepartmental working in respect of these inequalities with most Departments aiming to tackle inequalities within their statutory area. For example DCAL aims to tackle inequalities within the culture arts and leisure sector and DARD aims to tackle disadvantage within agriculture.

13.2.3 Promoting Social Inclusion

Promoting Social Inclusion appears to be generally well understood and embraced by Departments in particular in respect of action plan targets aimed at promoting social inclusion of people with disabilities, ethnic minorities and members of the travelling community. There are however examples of where groups in respect of PSI are broadly defined, for example DETI promotes social inclusion by targeting resources toward '*women and other groups in society which have not previously had the opportunity to participate fully in economic development and entrepreneurial activities'*.

13.2.4 New TSN Constituencies

There is not a coherent focus across Departments in respect of the areas groups and individuals that New TSN is targeted at with action plan targets focused on a wide variety of groups including:

■ rural communities;

■ women;

■ people with disabilities;

■ fishery dependant communities;

■ children and young people

■ ethnic minorities;

■ the unemployed; and

■ the long term unemployed.

13.3 Desired Outcomes

The majority of Departments demonstrated a clear link between the desired outcome and the objectives identified in their New TSN Action plans ie achievement of the target actions would lead to the desired outcome. However throughout all Departments there were instances where the link between the social need to be tackled and the desired outcome was clearly mismatched. This was most prevalent when the objectives were framed around internal processes. For example both

OFMDFM and DFP aimed to *'tackle disadvantage experienced by people, groups and areas in Northern Ireland'* through their New TSN action plans.

The vast majority of New TSN objectives in both plans related to internal processes that would impact on Departments or improve targeting and monitoring systems rather than impacting directly on disadvantaged groups, people and areas.

13.4 Additionality

It is recognised that New TSN aims to ensure that targeting of social need is mainstreamed within Departments. However in order to close the gap between the most socially disadvantaged members of society and the rest of the population the New TSN actions must be additional to actions Departments would have carried out in the absence of the policy and should therefore be attributable to the policy.

While the majority of Departments were able to demonstrate the inclusion of some actions within their New TSN action plan that would not have happened without the policy, for example the DE School Age Mothers programme they found it difficult to demonstrate that the majority of action plans targets would not have happened anyway.

In respect of both DETI and DEL, which both have a high relevance to New TSN substantial evidence of additionality was not demonstrated. In the case of DETI evidence was produced to demonstrate that existing programmes had been significantly modified to take account of New TSN. DEL found it particularly difficult to demonstrate the extent to which New TSN had catalysed actions above and beyond their normal statutory remit.

13.5 Commentary on Action Plans

Sixty per cent of the objectives in the Making it Work New TSN Action plans were output focused, with 40 per cent framed around process. The high process orientation of the action plans may detract the focus of New TSN from tackling disadvantage on the ground.

Our assessment found that for a large number of both process and outcome focused objectives and targets there was an absence of clear timescales for completion.

13.6 Performance Against Targets

There were 532 targets in total contained within the eleven Departmental action plans. Our evaluation found that 36.5 per cent of these have been achieved with a further 30.5 per cent that are ongoing targets.

175 action plan targets have not been achieved. While recognising that many of the action plan targets were focused on processes and in many cases were designed to be ongoing the deferred/revised targets represented 33 per cent of all New TSN targets.

13.7   Review of Evidence

13.7.1 Improved Systems of Monitoring and Targeting

A key strength of the New TSN policy has been the development of systems and the gathering of base-lining information to inform the development of New TSN actions and to improve the identification of impacts arising from them. Almost all Departments have engaged in research and systems development for New TSN, improving the base of information available on disadvantaged groups, individuals and areas. Key Departmental activities have included:

■   DFP (NISRA) has played a leading role in driving forward the introduction of a range of data sources that have (or will have) improved the capacity of Departments to objectively target areas, groups and individuals in greatest need. The Noble Indicators represent the most visible contribution to improving systems for targeting and these indicators have been used by a number of departments.   The introduction of new surveys to Northern Ireland, including the Family Resources Survey and the British Household Panel survey, represent significant efforts towards improving systems for targeting and monitoring;

■   OFMDFM has conducted research, particularly in relation to the measurement of poverty and the use of poverty indicators, community differentials in Northern Ireland and on minority ethnic communities and the Northern Ireland Traveller Community;

■   DCAL has developed specific indicators for social disadvantage and exclusion in the culture, arts and leisure sector;

■   DARD has conducted a social survey to establish baseline information and inform analysis of future New TSN action; and

■   DE amended the School Leavers Survey and School Census to take account of social need.

Whilst the above examples provide evidence of improved systems for New TSN, a distinction needs to be drawn between information gathered on targeting and monitoring. Our assessment has shown that the focus of actions at this point in time related more to improved targeting tools (use of Noble) rather than on monitoring for the key elements of New TSN.   In other words, monitoring mechanisms for demonstrating that a department has contributed to increased employability, reducing unemployment, tackling inequalities or promoting social inclusion were not, for a number of departments, readily available. In relation to monitoring for the key elements of New TSN, the issue of relevance was once again found to be critically important.   For departments with a limited relevance to New TSN, a view was expressed that it was not feasible to gather data on the employability and unemployment effects of New TSN actions. In the case of highly relevant 'social need' departments, DETI represents an example of a department that has, as a direct result of New TSN, set in place a series of actions in relation to improved targeting, improved monitoring and additional research. The Enhanced Monitoring System of DETI, which gathers key data on location, employment status, community background of individuals across all business areas, has enabled the department to

demonstrate the impact of New TSN actions in relation to employment and unemployment effects.

13.7.2 Monitoring Community Differentials

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

- DE's submission of evidence, for example, contained an assessment of key educational trends by community background. The evidence reviewed found that the proportion of pupils at Catholic schools achieving 5+ GCSEs at Grades A*-C is almost identical to that at other schools. But the gap between pupils at Catholic and other schools in terms of low achievement - 5+ GCSEs Grades A*-G or no GSCEs - has increased between 1998/99 and 2000/01 to 2.7 and 1.7 per cent respectively.

- DEL reported that the New Deal 18-24 evaluation found that Catholic participation in New Deal 18-24 (59 per cent) was broadly in line with their share of the ILO unemployed (58 per cent). However, it also found that Protestants were more likely than Catholics to have left the programme because they found work, suggesting that there was greater success amongst Protestant participants.

In relation to monitoring, additional data on community differentials was gathered by DETI and DARD although both departments noted that this information was not used for targeting. DETI's Enhanced Monitoring System represents an important development in measuring the impact of job creation policies by community background. In relation to DARD's Farming Survey, which included a question on community background, it is too early to assess how DARD intended to use the results. Our assessment of Action Plans in relation to community differentials is broadly in line with Dignan[7]'s assessment that found ' Departmental Action plans pay little attention to the issue of community differentials, notwithstanding the importance of this issue for the initiative and the potential equality implications of alternative skewing strategies'.

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[7] Measuring Community Differentials, October 2001

13.7.3 Evidence of Skewing of Resources

Our assessment of evidence has found that considerable resources were being skewed by a number of departments, mostly within policy and programme areas rather than within and across departments. In relation to skewing across Departments, it was noted that the Northern Ireland Executive's priorities on social need were best demonstrated through increased budget allocations to health and education. In addition to the general budget allocation, DFP and OFMDFM initiated actions that sought to identify the New TSN impact of bids for funding through the Executive Programme Funds and they also attempted to categorise New TSN expenditure within the PE process. In relation to the latter, OFMDFM demonstrated that New TSN considerations were important in changing allocations to the Executive Programme Social Inclusion fund.

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

As for skew within programme, DE and DHSSPS have both demonstrated that social need has been integrated into funding formulae for deciding allocations to local education and library boards and health and social services boards. In the case of DHSSPS, the capitation formula currently allocates approximately £1.6Bn and it has redirected around £29m of resources between Boards on the basis of social need. At a district and electoral ward level, the total re-distributive effect is even greater (Table 13.1). The re-distributive effect at a district or ward level is only indicative because Boards and Trusts have control over funding at this level and generally do not use a formulaic approach. That said, the Eastern Board in particular has applied the formula at a sub-Board level and the creation of the new Local Health and Social Care Groups should provide a further vehicle for devolved and targeted funding.

Table 13.1
Re-distributive Effect of the Capitation Formula

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

Note: percentage based on £1.6Bn

The majority of other Departments were able to identify examples where resources had been skewed within existing programmes towards disadvantaged groups areas or individuals. Through the Rural Development Programme for example DARD specifically targets the most disadvantaged rural areas and DCAL commits 60 per cent of annual expenditure of the Angling Development Programme and Inland Waterways to disadvantaged areas. The methodology introduced for allocating resources to District Councils within Northern Ireland will result in a movement of £1.15m of funds to councils with higher levels of social need. DSD's proposed methodology for Community Support Plans will also result in the re-allocation of this particular budget.

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

13.8   Skewing of Efforts

The skewing of efforts was a new concept and it provided opportunities for departments with limited ability to skew resources to make a contribution through changing working practices in order that 'policies, programmes and services are more beneficial to disadvantaged people'. Making It Work identified a range of skewing of effort actions including:

■   ensuring that people in greatest need are aware of services and benefits;

■   provision of adequate advice and information;

- use of 'outreach' and actions designed to make service provision more accessible; and

- making special efforts to ensure that public information, education and prevention campaigns were designed and communicated effectively with and targeted towards groups and areas in social need.

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

- review of services to people affected by the troubles: Victims;

- review of services to people affected by the troubles: Ex-prisoners;

- literacy and Social Security;

- People Living in Isolated and Deprived Areas;

- New TSN Strategy for the elderly; and

- Disability Audit;

- New TSN for people with Disabilities; Summary of feedback from Discussion Groups; and

- review of services to Minority Ethnic Communities.

  In discharging its inward investment function, DETI ensures that New TSN areas are targeted for initial visits by potential investors and that 75 per cent of initial investment projects are located in disadvantaged areas provided one of the clearest examples of skewing of efforts. The Rates Collection Agency provided outreach actions in relation to housing benefit claims and it used Noble as a means for selecting key council areas.

13.9 Summary of Key Achievements

Table 13.2 summaries key achievements identified to us through the submission of evidence within Departments. In assessing achievements, reference should be made to the issue of relevance, additionality, parity and the configuration of actions within Departments between processes and outputs.

Table 13.2
Summary of Achievements

Department	Key Achievements
OFMDFM	■ Negotiating for an increase in allocation to the social exclusion fund to ensure New TSN relevant bids were not penalised by an over-subscription to the fund ■ Working with DFP to ensure that the New TSN impact of bids to Executive Programme funds were identified by Departments ■ Consulting on and establishing priorities for PSI working groups ■ Engaging in consultation with the voluntary and community sector in relation to promoting social inclusion and the PSI report on travellers ■ Conducting and publishing New TSN related research on poverty, community differentials, barriers to essential services and employability ■ Significant contribution to the development of poverty and social exclusion indicators for Northern Ireland
DARD	■ Completion of the Social Survey of Farmers and Farm Families ■ Greater weighting given to New TSN in the assessment of applications from (agriculturally) disadvantaged areas by the Countryside Management Scheme and Processing and Marketing Scheme ■ Allocation of additional milk quota to small active producers effectively skewing resources towards disadvantaged individuals and areas ■ Targeting of disadvantaged areas and groups through the 2001-2006 Rural development Programme
DCAL	■ The development of specific indicators of social disadvantage in respect of DCAL activities ■ Skewing of resources from two of its funding programmes so that 60% of expenditure from the Inland Waterways and Inland Fisheries Programmes is in New TSN areas

	■ Five per cent of public library expenditure is skewed towards areas of disadvantage using Noble deprivation data
	■ Heightened efforts to ensure the accessibility of the culture, arts and leisure sectors
DE	■ The proportion of school leavers entitled to FSM achieving 5+ GCSE Grades A*-C has increased at a higher rate than for school leavers in general since 1998/99
	■ The performance of pupils at the lowest achieving schools in terms of attainment of 5+ GCSE Grades A*-C has improved more than the average
	■ A rise in pre-school participation rates from 56% in 1998/99 to 86% in 2001/02
	■ An improvement in their GCSE results of 30 of the 32 secondary schools in the School Support Programme
	■ Establishment of a database to monitor the educational achievements of looked after children
	■ The establishment of School Ages Mothers Programme which 28 young women had participated in and 15 received home tuition by February 2002
	■ The establishment of pilot programmes to identify the needs of and barriers faced by young people with disabilities in relation to youth services provision
DETI	■ Development of the Robson + framework and the associated definition of New TSN areas
	■ Definition of social need based on area assessment of Noble
	■ Retention of the Community Business Programme
	■ Introduction of targets for companies in receipt of assistance to recruit from the long term unemployed
	■ Location of Inward investment projects and job creation in New TSN areas
	■ Development of Enhanced Monitoring Arrangements to monitor and report on performance against targets with initial evidence showing that of the 1,500 new recruits (April 2000 and September 2001):
	■ 20% of all those gaining employment (from former LEDU & IDB companies) were previously unemployed and 12% had been in

	■	full-time education;
	■	53% were Roman Catholic, 38% were Protestant and 9% were of another religion;
	■	Significantly exceeding targets for the number of first time investments in New TSN areas and for LEDU support to businesses in New TSN areas
DOE	■	Review of the formula for the calculation of the resources element of General Exchequer Grant to District Councils (£1.5m skewed to areas of disadvantage)
DRD	■	Allocation of vehicles under the Rural Transport Fund based on Robson
	■	Targeting of jobseekers and people with limited mobility through the rural transport fund
	■	Monitoring of rural community transport partnerships by means of monthly statistical returns
DEL	■	Introduction of widening participation and access measures in FE and HE
	■	Skewing of resources to HE and FE institutions based on New TSN considerations
	■	Improved monitoring of participants on New Deal programmes;
	■	Allocation of funding directly to colleges through the FE Funding Formula which is based on a measurement of student activity and achievement called a Student Powered Unit of Resource (SPUR) which includes a weighting for New TSN, such that colleges receive additional funding for disadvantaged students who are enrolled and who participate in learning
	■	An increase of £1,000,000 to the Access Initiative Fund, under which Colleges bid for additional funding to support actions that aim to attract students from disadvantaged backgrounds and from groups with traditionally low participation rates in further education
	■	The provision of a premium for students from disadvantaged backgrounds to universities that will amount to £1.14m in 2002/03.
	■	Introducing new support for FE and HE students. The key features of the new support structure are:
	■	the introduction of means tested bursaries of up to £1,500 for HE students from September 2001

	■ the introduction of means tested bursaries of up to £1,500 for FE students from September 2002
	■ the raising of the parental threshold at which a contribution to HE tuition fees is required from £17,805 to £20,000
	■ Introduction of childcare grant for HE students from September 2001
	■ an increase of 5,500 in full time HE places
	■ The initiation and publication of the Employability and Long Term Unemployment Taskforce
	■ completion of DEL research such as tracking study examining the employability outcomes of young people not in education or employment ('Status O')
	■ Achievement of New Deal targets for 18-24 year olds, 25+ including evaluations on effectiveness that found that over half of participants on 18-24 New Deal lived in areas of multiple deprivation
	■ 53% of Jobskills participants transferred to employment or training opportunities by March 2002 and 50% of Jobskills trainees progressed to Modern Apprenticeship training in March 2002
	■ Achievement of job brokering targets that assisted 8,270 claimants in 2000/01
	■ Partial Achievement of Worktrack targets that resulted in 29% of participants in 2000/01 progressing into employment with an 87% retention rate for employed participants after 13 weeks
	■ Funding of Worktrack Outreach programme
DHSSPS	■ Development of innovative methodologies for targeting of social need which extended the use of Noble (Capitation formula)
	■ The work of the *Capitation Formula Review Group* which illustrated how resources are indicatively reallocated toward high need areas and how this formula reallocates resources towards Boards (results in a shift of resources)
	■ extension of *Health Action Zones* into the Northern and Western Boards
	■ Building of additional *Residential Care Places*

	■	Identification of the health needs of travellers through *The Traveller's Programme*
DFP	■	The development of the Noble indices for multiple deprivation
	■	Introduction of key surveys that will assist with the identification and monitoring of poverty, notably the FRS Survey and the British Household Panel Survey
	■	The provision by NISRA of research and statistical guidance on the measuring and monitoring of New TSN through its role within Interdepartmental Working Groups
	■	Development of a process that aims to quantify the extent to which public expenditure is relevant to New TSN
	■	Development of an outreach programme to increase uptake of Housing Benefit and the Disabled Person's Allowance benefit through the Rate Collections Agency
DSD	■	The development of an urban regeneration strategy for NI including the allocation of £12m PEACE II money to 12 deprived communities under Measure 2.11 Area based Regeneration
	■	The development and implementation of URBAN II
	■	a review of Community Services Programme and development of New TSN based funding formula
	■	revision of categorisation of new build social housing to enable greater focus on groups and areas facing specific housing needs
	■	allocation of new build funding to priority groups – North Belfast, Travellers, Rural Housing, West Bank
	■	introduction of Minimum Income Guarantee for pensioners resulting in average payments of £23.41 per week to 8148 successful claimants
	■	promotion of the New Deal for Lone Parents resulting in participation of 4565 individuals in the programme
	■	completion of 1,850 new social housing units since introduction of the Action Plan in March 2001
	■	SSA has also undertaken research into the needs of disadvantaged groups (victims, ex-prisoners, people with disabilities)

	■ overall improvement in housing conditions including improvements in seven of the 10 most deprived district councils, four of which saw improvements greater than the NI average
	■ introduction of the Warm Homes Scheme offering energy efficiency grants to disadvantaged individuals. £4.38m was spent on 4,500 households between July 2001 and March 2002

DE	• The proportion of school leavers entitled to FSM achieving 5+ GCSE Grades A*-C has increased at a higher rate than for school leavers in general since 1998/99
	• The performance of pupils at the lowest achieving schools in terms of attainment of 5+ GCSE Grades A*-C has improved more than the average
	• A rise in pre-school participation rates from 56% in 1998/99 to 86% in 2001/02
	• An improvement in their GCSE results of 30 of the 32 secondary schools in the School Support Programme
	• Establishment of a database to monitor the educational achievements of looked after children
	• The establishment of School Ages Mothers Programme which 28 young women had participated in and 15 received home tuition by February 2002
	• The establishment of pilot programmes to identify the needs of and barriers faced by young people with disabilities in relation to youth services provision
DETI	• Development of the Robson + framework and the associated definition of New TSN areas
	• Definition of social need based on area assessment of Noble
	• Retention of the Community Business Programme
	• Introduction of targets for recruiting from the long term unemployed
	• Location of Inward investment projects and job creation in New TSN areas
	• Development of Enhanced Monitoring Arrangements to monitor and report on performance against targets with initial evidence shows that:
	• 20% of all those gaining employment (from former LEDU & IDB companies) were previously unemployed
	• Significantly exceeding targets for the number of first time investments in New TSN areas and for LEDU support to businesses in New TSN areas
DOE	• Review of the formula for the calculation of the resources element of General Exchequer Grant to District Councils (£1.5m skewed to areas of disadvantage)
DRD	• Allocation of vehicles under the Rural Transport Fund based on Robson
	• Targeting of jobseekers and people with limited mobility through the rural transport fund
	• Monitoring of rural community transport partnerships by means of monthly statistical returns

| DEL | Introduction of widening participation and access measures in FE and HE Skewing of resources to HE and FE institutions based on New TSN considerations Improved monitoring of participants on New Deal programmes; Allocation of funding directly to colleges through the FE Funding Formula which is based on a measurement of student activity and achievement called a Student Powered Unit of Resource (SPUR) which includes a weighting for New TSN, such that colleges receive additional funding for disadvantaged students who are enrolled and who participate in learning An increase of £1,000,000 to the Access Initiative Fund, under which Colleges bid for additional funding to support actions that aim to attract students from disadvantaged backgrounds and from groups with traditionally low participation rates in further education The provision of a premium for students from disadvantaged backgrounds to universities that will amount to £1.14m in 2002/03. Introducing new support for FE and HE students. The key features of the new support structure are: the introduction of means tested bursaries of up to £1,500 for HE students from September 2001 the introduction of means tested bursaries of up to £1,500 for FE students from September 2002 the raising of the parental threshold at which a contribution to HE tuition fees is required from £17,805 to £20,000 Introduction of childcare grant for HE students from September 2001 an increase of 5,500 in full time HE places The initiation and publication of the Employability and Long Term Unemployment Taskforce completion of DEL research such as tracking study examining the employability outcomes of young people not in education or employment ('Status O') Achievement of New Deal targets for 18-24 year olds, 25+ including evaluations on effectiveness that found that over half of participants on 18-24 New Deal lived in areas of multiple deprivation 53% of Jobskills participants transferred to employment or training opportunities by March 2002 and 50% of Jobskills trainees progressed to Modern Apprenticeship training in March 2002 Achievement of job brokering targets that assisted 8,270 claimants in 2000/01 Partial Achievement of Worktrack targets that resulted in 29% of participants in 2000/01 progressing into employment with an 87% retention rate for employed participants after 13 weeks Funding of Worktrack Outreach programme |

DHSSPS	■ Development of innovative methodologies for targeting of social need which extended the use of Noble (Capitation formula)
	■ The work of the *Capitation Formula Review Group* which illustrated how resources are indicatively reallocated toward high need areas and how this formula reallocates resources towards Boards (results in a shift of resources)
	■ extension of *Health Action Zones* into the Northern and Western Boards
	■ Building of additional *Residential Care Places*
	■ Identification of the health needs of travellers through *The Traveller's Programme*
DFP	■ The development of the Noble indices for multiple deprivation
	■ Introduction of key surveys that will assist with the identification and monitoring of poverty, notably the FRS Survey and the British Household Panel Survey
	■ The provision by NISRA of research and statistical guidance on the measuring and monitoring of New TSN through its role within Interdepartmental Working Groups
	■ Development of a process that aims to quantify the extent to which public expenditure is relevant to New TSN
	■ Development of an outreach programme to increase uptake of Housing Benefit and the Disabled Person's Allowance benefit through the Rate Collections Agency
DSD	■ The development of an urban regeneration strategy for NI including the allocation of £12m PEACE II money to 12 deprived communities under Measure 2.11 Area based Regeneration
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	■ a review of Community Services Programme and development of New TSN based funding formula
	■ revision of categorisation of new build social housing to enable greater focus on groups and areas facing specific housing needs
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	■ completion of 1,850 new social housing units since introduction of the Action Plan in March 2001
	■ overall improvement in housing conditions including improvements in seven of the 10 most deprived district councils, four of which saw improvements greater than the NI average

		introduction of the Warm Homes Scheme offering energy efficiency grants to disadvantaged individuals. £4.38m was spent on 4,500 households between July 2001 and March 2002