

Minister's Foreword

The **Programme for Government**, which sets out our priorities for 2002 – 2005, makes explicit our commitment through New Targeting Social Need (New TSN) to combat the problems of poverty and social exclusion. We recognise the inequalities in the life experiences of our citizens in terms of poverty, health, housing, educational and economic opportunity and we are determined to tackle them.

Programme for Government stated that an annual report detailing the progress achieved by the Executive in implementing New TSN would be published.

There are no quick fixes or easy answers to tackling poverty. In its second full year of implementation much more has been achieved. This report sets out where we are making progress across all areas of Government.

In developing policies and programmes and in allocating the necessary resources we are focusing on those people and areas in greatest social need. We are turning our commitments into action by targeting those in greatest need through the policies on student fees, procurement, rating and Executive Programme Funds. We will make sure that measures to tackle poverty and other causes of social exclusion remain a priority.

This is the second Annual Report on New TSN and it provides a number of examples of how the policy is being implemented to assist the most disadvantaged in our society. Of course there is more to do. We are determined to take our programme forward, towards our vision of a better, fairer society that supports the most vulnerable, focuses on the future and delivers quality of life for all. We want to build effective partnerships between all those with a role to play and are committed to evaluating New TSN policy this year. Our aim is to assess the way in which the policy has been implemented so far and, to examine its impact. The outcome of the evaluation will inform the future policy direction.

We know the scale of the challenge we face in addressing these deep-seated social difficulties. But we know too that in tackling the problems of social exclusion we can help make Northern Ireland a better place for everyone. We are determined to make it so.



DES BROWNE
MP, Parliamentary Under-Secretary of State

1 Introduction

- 1.1 The Executive set out its vision in the **Programme for Government**, highlighting the challenges ahead in turning its vision into reality, which will deliver real benefits to all. The Executive has made explicit its desire to address fundamental issues that are important to achieving a stable, peaceful and cohesive society, in particular the impact of poverty on individuals and communities.
 - 1.2 New TSN is the Executive's main policy for tackling poverty and social exclusion. It has influenced and shaped the **Programme for Government**, being built into the Executive's priority areas such as Growing as a Community, Investing in Education and Skills, and Securing a Competitive Economy.
 - 1.3 Our economy is generally performing well with numbers in employment reaching high levels. However, unemployment remains above the UK average, with long-term unemployment declining at a much slower rate than desired. We still have a large percentage of the population dependent on benefits. Evidence shows that those worst off have a considerably lower achievement level at school-leaving age. In the area of health, our average life expectancy is less than the European average, and there are large differences in health status between the best and worst off in our society.
 - 1.4 The Executive's New TSN policy aims to tackle poverty, social need and social exclusion by targeting efforts and available resources towards people, groups and areas in greatest social need. This means Government Departments using more of their resources to benefit the most disadvantaged people, groups and areas. It is also about changing the way things are done so that programmes and services are organised and delivered in ways which are more helpful to disadvantaged people.
 - 1.5 **Making it Work: the New TSN Action Plans Report** published in March 2001, set out the Executive's New TSN policy and detailed New TSN Action Plans making clear how each Northern Ireland Department would implement New TSN over the period January 2000 to March 2003. Ministers promised that each Department would review and update their New TSN Action Plans, and that progress would be reported in New TSN Annual Reports.
 - 1.6 **This New TSN Annual Report is the second such report produced by the Executive. It details the main achievements in implementing New TSN across the Administration during the period ending March 2002.**
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2 The Policy

- 2.1 The New TSN policy aims to tackle social need and social exclusion by targeting efforts and available resources on people, groups and areas in greatest objective social need. The policy is being advanced through three complementary elements: tackling unemployment and increasing employability; tackling inequality in other policy areas such as health, housing and education; and Promoting Social Inclusion (PSI).
- 2.2 New TSN is unique in that it is not a programme with its own budget. Instead it is a policy running through all relevant existing spending programmes across all Northern Ireland Departments. Further background details of the New TSN policy can be found in the **New TSN Annual Report 2001** and in **Making it Work**, available on the New TSN website at www.newtsn.gov.uk.

Driving New TSN forward within Departments

- 2.3 OFNMDFM ministers have responsibilities for the promotion of New TSN and review of progress within the executive. Departmental ministers are responsible for the delivery of New TSN within their respective areas. They made clear their individual commitment to delivering on New TSN in prefaces of the Action Plans of their respective Departments published in **Making it Work**.
- 2.4 Every Department has produced a New TSN Action Plan showing how it will implement New TSN through existing and new programmes. These Plans identify the social needs which Departments are tackling, and contain the actions and targets that Departments' delivery of New TSN can be judged on.
- 2.5 Ministers keep a close watch on progress by their respective Departments, and the Executive receives regular reports on progress across the Administration. Ministers have been actively involved in the development, consultation, review and publication of New TSN Action Plans. This report summarises progress made on Departmental Action Plans from 1 April 2001 – 31 March 2002, further detail may be obtained from individual Departments. Each Department has thoroughly reviewed its New TSN Action Plan and updated it for the period 1 April 2002 – 31 March 2003 to take account of progress; building in new targets to follow those completed, these are provided at Annex 1.
- 2.6 Promotion of the Equality Agenda, including New TSN, across the Northern Ireland Administration is one of the Office of the First Minister and Deputy First Minister's (OFMDFM) key responsibilities.
- 2.7 The New TSN Unit has central co-ordination responsibility for the implementation of New TSN across Departments. On behalf of ministers it promotes and drives forward the policy, sets overall objectives; advises and, where necessary, challenges Departments; and reports progress. Research Branch provides professional research and statistical support on equality and social need. Economic Policy Unit works to integrate New TSN into policy at a strategic level across Government. These Branches work with all NI Departments and the NIO collectively through cross- Departmental groups as well as with individual Departments. The Equality and Social Needs Steering Group, chaired by OFMDFM, comprises senior officials from all Northern Ireland Departments and the NIO. It aims to promote a coordinated cross-Departmental approach to the further development and implementation of equality and social need policies.
- 2.8 The development and annual revision of the **Programme for Government**, including the budget, is the core process of the Administration. Through it the Executive sets out the overall policy direction, plans and priorities which in turn inform budgetary

decisions. The **Programme for Government** states the Executive's vision as “ the establishment of a cohesive, inclusive and just society” and this vision has been set out in the New TSN policy. The key aim has been to integrate New TSN considerations into all aspects of the development of the **Programme for Government**. This has included:

- Discussions with the inter-Departmental **Programme for Government** Drafting Group and Ministers on the development of the Draft **Programme for Government** to ensure that New TSN Policies are fully taken account of by ensuring that resources and efforts are targeted at those most in need
- Ministers and their Departments working during the development of the **Programme for Government**, Public Service Agreements and Service Delivery Agreements to ensure that priorities and sub-priorities are developed which include New TSN
- Presentation of the Draft **Programme for Government** to the Assembly and the social partners for consideration including the integration of New TSN in policies
- Undertaking a series of consultation exercises to obtain the views of our social partners on all aspects of the **Programme for Government**, including New TSN.
- Undertaking quarterly, and annual monitoring of progress made, across all Departments, in delivering against all commitments in the **Programme for Government**.

2.9 The New TSN Unit has a role in relation to both the **Programme for Government** and the budget. As well as working to ensure that New TSN considerations are taken into account in all aspects of development of the **Programme for Government**, New TSN Unit comments on bids to the budget and plays an active part in the evaluation of bids to Executive Programme Funds (EPFs). The guidance on the budget requires that full consideration is given in Departmental returns to the principles of the Executive's New TSN policy. The New TSN Unit is consulted and involved throughout the year in the key assessment stages for all budget and In-Year Monitoring bids, and in the development of related bid recommendations for Executive consideration.

Overall the approach to the promotion of New TSN is one of mainstreaming – the aim is to facilitate total integration of NEW TSN into the policy and programme development of all Departments.

- 2.10 Northern Ireland Departments have worked very closely with relevant Non-Departmental Public Bodies (NDPBs) and, where necessary, North- South Implementation Bodies to advance the implementation of New TSN. Departments, assisted by the New TSN Unit where appropriate, have provided guidance and support to these Bodies, to enable them to develop their New TSN Action Plans. Specific examples of progress are noted below.
- 2.11 During 2001 – 2002, all 19 Health and Social Services (HSS) Trusts developed draft New TSN Action Plans on which they consulted publicly for implementation from April 2002. These Action Plans demonstrate a high level of commitment to making New TSN integral to the Trusts' operations and contain a wide range of initiatives to achieve the objectives of New TSN. These plans follow the high level objectives adopted by the Department of Health, Social Services and Public Safety (DHSSPS) and HSS Boards and complement and extend the range of actions and targets.
- 2.12 The Department of Education (DE) has put in place a Working Group Group acts as a focus for the exchange of information, advice and material and where appropriate allows members to agree a common approach to New TSN issues.
- 2.13 The Special EU Programmes Body produced their own New TSN Action Plan which was agreed with the Department of Finance and Personnel (DFP). The draft plan was issued for consultation on 13 April 2001 and has been in place since 28 November 2001. European Division, within DFP, maintains a role in monitoring its implementation.
- 2.14 Two of the Department of Agriculture and Rural Development's (DARD) NDPBs,

namely the Rural Development Council (RDC) and the Northern Ireland Fishery Harbour Authority (NIFHA), have developed their own New TSN Action Plan. The Loughs Agency of the Foyle, Carlingford and Irish Lights Commission (a North/South implementation body) has also developed its own New TSN Action Plan.

- 2.15 The Laganside Corporation, which is a Department for Social Development (DSD) NDPB, has also developed its own New TSN Action Plan. Laganside Corporation is primarily concerned with physical regeneration but its integrated approach recognises the importance of economic and social regeneration. The urban regeneration, undertaken by Laganside to date, has already secured significant improvements in physical conditions, particularly in disadvantaged areas within its designated boundary.
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3 Working Together

- 3.1 The **Programme for Government** emphasises Ministers' commitment to a joined-up approach to policymaking between Departments.
- 3.2 Departments' Action Plans identify various initiatives in which a particular Department takes the lead responsibility but which involve the active co-operation of other Departments, Agencies or NDPBs. The following examples highlight how New TSN is being mainstreamed into key policy developments across the Administration.
- 3.3 In pursuit of a commitment in the 2001 **Programme for Government**, a high level Executive Working Group was established to review the opportunities for the use of Public Private Partnerships (PPPs) in all major service provisions/infrastructure. This Working Group was jointly chaired by DFP and OFMDFM, with the Working Group including representatives from all Departments, the private and voluntary/ community sectors and trade unions. The review considered how PPPs may be best used to address the current deficit in the public service infrastructure and how public services may be most effectively delivered, especially to those in need.
- 3.4 As part of the review, informal consultation was held with key stakeholders on the use of PPPs in the provision of public services. This informal consultation will be supplemented by formal consultation on the PPP Working Group report, which includes a draft Equality Impact Assessment. The report, which was submitted to Ministers at the end of March, will be published on 21 May and the consultation period is due to end on 20 September 2002.
- 3.5 Consultants were appointed on 25 May 2001 to undertake a strategic review of the Government Office Estate, including the policy on the location of Civil Service jobs. Since then they have met with the Finance and Personnel Committee on three occasions; conducted a consultative forum in October 2001; and produced an Interim Report. This was issued to a wide range of consultees on 11 March 2002 and the exercise is due to close on 29 April 2002. The new strategy will cover a number of key issues, including the future use of the Stormont Estate, the scope for office relocation, service delivery and funding implications.
- 3.6 The Department for Employment and Learning (DEL) is taking a variety of actions to promote social inclusion. At a strategic level the Employability and Long-term Unemployment Taskforce, following extensive consultation, is bringing forward an Action Plan aimed at taking realistic and practical initiatives to improve employability and tackle Departmental Employability Taskforce, chaired by the Minister for Employment and Learning, to ensure that all dimensions have been addressed in the development of a framework which seeks to draw together all policies which impact positively on employment and employability.
- 3.7 Operationally, DEL and DSD are major contributors to the Welfare Reforms and Modernisation programme, at the heart of which is the aim of reducing the culture of benefit dependency by focusing attention on helping people move from welfare to work. This places the DEL's Employment Service and DSD's Social Security Agency (SSA) at the centre of what is one of the most significant areas of joined-up Government in Northern Ireland. In this major exercise DEL and the SSA are working closely together to deliver a range of employment and benefit related services in a more efficient and customer focused way. This involves the co-location of Job Centre and SSA staff, as well as the integration of business processes and supporting IT systems.
- 3.8 During 2001 – 2002, the Department of Enterprise, Trade and Industry (DETI), working closely with DSD, other interested Departments and the voluntary and

community sectors, advanced plans to map out the future development of the social economy sector in Northern Ireland. A major review of the social economy sector, undertaken by appointed consultants and completed in June 2001, resulted in a series of recommendations aimed at ensuring that we are able to realise the full economic and social contribution of this sector. It is estimated that the social economy may account for between 30,000 and 48,000 jobs in Northern Ireland which is equivalent to the level of employment in the construction or tourism sectors.

- 3.9 Following the Executive's endorsement of the review findings in September 2001, an Inter-Departmental Steering Group chaired by DETI was established to implement the review's recommendations. The Group's initial activities are focused on setting up a Social Economy Network, comprising key social economy stakeholders, who will work together to develop a vision for the role of the social economy in Northern Ireland, and to articulate the needs of the sector. It is also intended to establish a Social Economy Forum, chaired by the DETI Minister, which will provide strategic direction to those engaged in promoting and developing the sector.
- 3.10 Sponsored by DETI and DSD, the West Belfast and Greater Shankill Task Forces were established in May 2001 with the aim of bringing forward recommendations to reduce unemployment and poverty in West Belfast. The two task forces, working with Departments, statutory agencies, partnership boards, local bodies and economic advisers, sought to identify and target the particularly serious economic and social problems faced by the Greater Shankill and West Belfast areas. A report containing a series of recommendations on improving employment prospects and reducing the widespread poverty and deprivation in those areas of the city was presented to Ministers in March 2002. The Government's initial response to these recommendations will be published in June 2002.
- 3.11 The Rural Development Steering Group (RDSG) is an interdepartmental forum chaired by the Deputy Secretary in DARD. Its main aim is to oversee and co-ordinate activities of Departmental and Statutory agencies in their application to rural communities, particularly in the context of New TSN. The Steering Group meets twice a year and New TSN is a standing agenda item.
- 3.12 During 2002 the RDSG established a Sub-group comprising representatives from DARD, the Northern Ireland Tourist Board, the Department of Culture Arts and Leisure (DCAL), the Environment and Heritage Service and the Rural Development Council to oversee the administration of the Natural Resource Rural Tourism Initiative under PEACE II. This is an Initiative that will provide support for the development and implementation of sustainable projects in the tourism sector that utilise the natural resources of Northern Ireland's disadvantaged rural areas. It is anticipated that strategies and projects emanating from the Initiative will regenerate local community life within these areas by providing jobs and income for local people in addition to providing attractive and helpful amenities for tourists. Partnerships for five designated areas have been selected and are preparing sustainable tourism development strategies for their areas. The 5 Partnerships appointed are:- Causeway Coast and Glens Heritage Trust, South Armagh Tourism Initiative, Mourne Heritage Trust, Sperrins Tourisms Ltd and Fermanagh Local Strategy Partnership. These strategies have the potential to make a real and lasting contribution to the economy of rural areas which have suffered considerable disadvantage in recent years, and which were badly affected by the outbreak of Foot and Mouth disease in 2001.
- 3.13 DARD, the Northern Ireland Housing Executive, Community Foundation for Northern Ireland and the Rural Community Network are members of the Rural Housing Estates Partnership that provides strategic leadership for the Rural Housing Estates Programme. The overall aim of the Programme is to target and work with communities in selected rural housing estates where there is little or no community infrastructure to build towards equality of opportunity and access to resources and services for local residents. The proposal is to provide support for up to twelve rural housing estate clusters with low levels of community support. The Rural Community Network is bringing the Programme forward for funding under the Programme for Building Sustainable Prosperity. An economic appraisal is currently being

undertaken. When completed the Programme will be considered for approval by the DARD Assessment Panel.

- 3.14 Under the leadership of DSD, DARD, DE and DHSSPS, together with the Southern Education and Library Board, have looked jointly at how best to address Weak Community Infrastructure. There are proposals to finalise an Outreach Programme to provide assistance to statutory sector organisations to strengthen their connections with local communities.
 - 3.15 Following a consultation process and endorsement by the Executive Committee, the key public health strategy "**Investing for Health**" was launched by the DHSSPS Minister at the end of March 2002. The strategy is a cross-Departmental, multi-sectoral framework for action to improve health and well-being, focussing in particular on the sources of good health and on inequalities in health. It seeks to tackle the factors which cause poor health within our social, economic, physical and cultural environment. A key element of the strategy is the involvement of local communities and good progress is being made towards establishing Investing for Health Partnerships that will develop health improvement plans to address the local health and well-being needs in line with the priorities in Investing for Health. A grants programme, "Investing for Healthier Communities" designed to enable local communities to identify and meet local needs, was launched in September 2001. It has attracted over 300 applications and initial awards have been announced.
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4 Targeting Resources

- 4.1 Fiscal, and related policies which impact upon income are determined at UK level. The Executive works to make best use of the resources it controls. Departments are allocated programme budgets which are used to fund services, projects and other measures to fulfil their responsibilities. However the Executive has also decided that New TSN should be one of the important factors which it takes into account in making decisions about how it will allocate resources between spending programmes.
- 4.2 OFMDFM and the New TSN Unit Economic Policy Unit worked with DFP to ensure that New TSN principles were taken into account in the consideration of spending proposals. New TSN has been built into the public expenditure system, where New TSN criteria are used within the budgetary management system across all Northern Ireland Departments. All budget allocations are evaluated for their impact on New TSN.
- 4.3 The New TSN Unit also provided advice to DFP on how New TSN should be taken into account in conducting economic appraisals.
- 4.4 During the year OFMDFM commissioned research into public expenditure and its relevance to New TSN. '**Public Expenditure and New Targeting Social Need**' was published in January 2002. The study was concerned with examining the implications for resource allocation arising out of the policy of New TSN, across all central Government and its agencies in Northern Ireland. This represents a total expenditure of just under £6bn.
- 4.5 The study findings are that New TSN has been enthusiastically adopted by Departments, and that, while not all change is yet apparent, already the thrust of public expenditure is supportive of New TSN objectives with a large proportion of this expenditure exhibiting a strong relevance, some two fifths (£2.3bn) being assessed as being of a 'High' or 'Very High' relevance. Full details of the Research are available on the OFMDFM Research Branch website at www.research.ofmdfmi.gov.uk.
- 4.7 DFP have produced new guidance on appraisal and evaluation of New TSN to assist Departments in targeting resources towards New TSN relevant policies. The guidance was issued to Departments on 9 November 2001 and published on the DFP Economics Website at www.dfpni.gov.uk/economics_division/. This guidance will be incorporated and updated if appropriate into a revised version of the Northern Ireland Preface to the Green Book, DFP's general guide to economic appraisal and evaluation, following completion of the current HM Treasury Green Book Review, which is due by the end of 2002.
- 4.8 An innovative feature of the **Programme for Government** is Executive Programme Funds (EPFs) through which the Executive supports the development of new policies and programmes, new improved services, and major infrastructure projects in line with its commitments as set out in the **Programme for Government**. These funds were also established to enable Departments to break away from patterns of spending that applied under direct rule, so that local solutions could be applied to local problems.
- 4.9 Allocations from EPFs are fully consistent with the Executive's priorities as set out in the **Programme for Government** and its commitments to Equality and New TSN. For each of the project assessment stages, which have been completed for the range of EPF rounds to date, the New TSN Unit has been actively involved in ensuring that both the criteria for eligibility under the respective Funds, the scrutiny of bids against these criteria, and the recommendations for EPF support took

account of New TSN policy and principles.

- 4.10 In addition, representatives from the New TSN Unit were similarly involved in progressing the recent review of EPFs endorsed by the Executive, to ensure that the recommendations for streamlining and refocusing the EPFs, flowing from the outcome of the consultation exercise, embraced New TSN policy and principles.
- 4.11 Allocations have already provided support to Students, Victims, Travellers, community regeneration projects, the development of a public health strategy, improving the provision of education to ethnic minorities, improving support for those children at risk, and improving reading capabilities amongst our children.
- 4.12 DE have had a range of projects funded under the Social Inclusion/Community Regeneration Fund such as reading recovery, new provision for Autism which is a joint project with the Department of Education and Science in Dublin, together with Youth Service projects for social inclusion and outreach measures in areas of high social need.
- 4.13 New TSN involves Departments, Agencies and NDPBs giving greater priority to the needs of disadvantaged people within a programme's objectives so that a greater proportion of the available funding can be channelled towards people and areas in greatest social need. The poorest must be identified objectively using measures of deprivation, fairly and consistently applied within programmes.
- 4.14 The method of targeting will depend on a number of factors – notably the level at which the programme is delivered. Where programmes are delivered to individuals, Departments must identify the people who are least well off and who need the particular service. Improving the take up, for example of income-related benefits, through identifying and targeting particular groups and individuals to remove or reduce barriers such as difficulties with language, poor literacy, little knowledge of entitlement or a fear of claiming, through proactive initiatives (often in partnership with others including the voluntary advice giving sector) is one model that has proved successful.
- 4.15 Some areas and communities are subject to higher than average rates of unemployment and are more deprived than others. New TSN recognises this and commits Departments, where possible, to target such **geographic areas** for special attention. Programmes such as the proposed Neighbourhood Renewal Strategy, the Rural Development Programme and other area-based interventions are particularly relevant in this regard. Indicators of multiple deprivation are an effective means of identifying the most disadvantaged areas when programmes attempt to address a range of different needs.
- 4.16 The Northern Ireland Statistics and Research Agency (NISRA) commissioned work to develop new indicators of Multiple Deprivation. The results of the research project on the geographical distribution of deprivation in Northern Ireland were published in July 2001. The '**Northern Ireland Multiple Deprivation 2001**' report was launched on the Internet on 5 July 2001, available at www.nisra.gov.uk and the hard copy report was published in September 2001.
- 4.17 The Noble Multiple Deprivation Measures assist with area based targeting. They rank electoral wards according to how deprived they are relative to each other. As well as an overall measure of multiple deprivation they include sector specific measures of deprivation covering employment, income, health, etc which can be applied where appropriate.
- 4.18 NISRA has also developed a small area Geographical Information Service (GIS) which it officially launched on 5 July 2001. The GIS was put on the Agency website at www.nisra.gov.uk to provide small area statistics across Northern Ireland with a built-in mapping facility. In addition to a wide range of general statistics, the deprivation scores from the Noble research are available on the GIS.
- 4.19 Since the publication of the Noble report, briefing and advice have been provided on the application of the measures. Presentations have also been made to a number of Departments, committees and other bodies. These indices are now being used by some Departments to effectively target resources towards those areas in greatest

social need.

- 4.20 Another consideration in targeting resources on an area basis is that the areas to which one type of programme is appropriate, for example, urban regeneration, may not be appropriate to other types of programme, such as rural development or forestry. The need for the particular service must also be taken into account. While areas may have similar overall levels of deprivation, their need for a particular service may differ.
- 4.21 The following paragraphs provide examples of ways in which Departments are targeting their resources towards those in greatest social need. In some cases Departments use formulae to calculate the amounts of money they distribute. These formulae are generally based on population levels, with adjustments or “weightings” being added to take account of factors including deprivation.
- 4.22 The Department of the Environment (DOE) provides financial support to District Councils through the General Grant. The resources element of this grant provides additional support to those Councils whose rateable value per head of population falls below a standard determined annually by the Department. The existing formula used to calculate this element of the Grant is extremely complicated and takes no account of social needs factors. Work is progressing to incorporate into a new formula, factors which will take account of relative socio-economic disadvantage. Primary and subordinate legislation should be in place by December 2002 and will allow Local Government Division to calculate the District Councils’ resources allocations for 2003 – 2004 using the new formula. Efforts are also continuing to encourage District Councils to address New TSN in their allocation of resources.
- 4.23 Almost half of DARD’s expenditure, some £180 million in 2001 – 2002, was expended on the implementation of policies determined in whole or in part either at EU or UK level. Given the European dimension, a considerable proportion of Departmental activities are subject to the constraints imposed by the Common Agricultural and Common Fisheries Policies framework. These policies are not aimed primarily at social disadvantage. Rather, they are targeted at agricultural disadvantage. For instance, 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. The application of assorted measures under the EU framework is uniform across Europe, and the Department does not have discretion to apply them any differently in Northern Ireland. However, where the possibility of local discretion exists, the Department seeks to develop and implement New TSN activity across as wide an area as possible.
- 4.24 As mentioned previously, DARD’s ability to re-direct resources is constrained by the policy framework under which aid is granted. However the Department is pleased to record that New TSN was one of the issues taken into account again during 2001 – 2002, as in the previous year, in determining that just over 19 million litres of milk quota secured as part of the Agenda 2000 agreement was allocated to small milk producers. The Department also amended the scoring system of the Countryside Management Scheme to provide a weighted score for applicants living in Disadvantaged Areas and Severely Disadvantaged Areas (i.e. disadvantaged as defined by reference to designation under EU legislation). Furthermore, during the year a new Processing and Marketing Grants Scheme was developed as part of the Building Sustainable Prosperity Programme. The scoring system whereby applications under the Scheme are assessed includes increased weighting for New TSN.
- 4.25 Within DHSSPS an update of the Capitation Formula, (used to distribute resources to each of the four HSS Boards, taking account of the level of health and social care in their areas) has taken place. Targets have been revised and, as a result, HSS Boards are now closer to their share of resources than previously. The Department currently uses a weighted capitation approach to allocate of its budget about £1.6 billion to the four Boards. The current formula redistributes around £40m between the Boards with £37m redistributed because of age/gender related need and £29m because of deprivation related need. Because Boards are a mixture of affluent and

deprived areas, this masks the true impact of the formula. It is estimated that within Boards there is a redistribution of around £91m between areas because of age/gender differences while £118m is also skewed from affluent electoral wards to more deprived ones. These can be viewed as monetary swings of £182m and £236m respectively. A research project has been commissioned to assess the degree of unmet need in order to consider how this might be taken into account in the Capitation Formula for allocating resources to HSS Boards and Trusts. Work is also continuing on development of a capitation-based methodology, including weighting for social need, for General Medical Services cash limited funding.

- 4.26 Another approach to skewing resources is to set aside a percentage or "Top Slice" an amount from a programme budget. DE targets social need in a range of ways. Since 1993 –1994 DENI (now DE) has top sliced 5% of the annual schools budget for allocation through the Targeting Social Need factor in the Local Management of Schools formulae.
- 4.27 In addition, DE has continued to implement a number of initiatives designed to address low-achievements in schools. The School Support Programme (SSP) provides a period of intensive professional support to schools that are identified as low-achieving and under-achieving. Schools remain in the programme normally for a period of 3 years but, exceptionally, up to 5 years with the aim of making them self-sufficient in taking forward their own improvement.
- 4.28 SSP has its origins in the Raising School Standards Initiative (RSSI), which it replaced at the end of the 1997 – 1998 school year. Over the period some 110 of the schools that have received support through RSSI and SSP have successfully left these support programmes and in the 2001 – 2002 school year 65 schools continued to receive support. Social need is closely correlated with under-achievement and it is the strategy of the Department to tackle both and to take full account of that correlation in the development of initiatives.
- 4.29 New TSN, in the form of free school meals entitlement, is now an element in the criteria for determining the annual capital programme. Projects in each year's capital programme are determined on the basis of educational needs wherever they exist, including disadvantaged areas. The capital programme announced by the Minister for Education on 21 March 2002 included 2 special schools and mainstream schools in Strabane, Londonderry and West Belfast.
- 4.30 Other Departments aim to allocate at least a certain percentage of resources available within relevant programmes towards designated New TSN areas. For example, within DETI's New TSN Action Plan, the Local Enterprise Development Unit (LEDU) aimed to direct a minimum of 60% of its support for small business and Local Economic Development (LED) activity towards disadvantaged individuals and areas during 2001 – 2002. This was increased from 50% in 2000-2001 following a redefinition of LEDU's active client bank which led to a greater number of companies falling within DETI's designated New TSN areas.
- 4.31 DCAL have worked with the The Arts Council to identify within its Five Year Strategic Plan actions to be taken to remove barriers that prevent people from taking part in the arts, especially children and young people, people with disabilities and people from ethnic minority groups.
- 4.32 The Arts Council Lottery has established performance indicators relating to social disadvantage. As a result the following targets have been set:
- 50% of all awards will go to projects that directly promote involvement of children and young people and;
 - 31% of all awards will go to projects that impact on social and economic deprivation reduction.
- 4.33 In 2001 – 2002 applications were successfully targeted at 25% and 63% respectively of total funded projects. Although the results for the first indicator did achieve its target this figure is slightly misleading as many other awarded projects are targeted at a mix of age groups that include children and young people. The Arts Council will be commissioning further research during 2002 – 2003 with the identification of

social, economic and educational barriers to participation in the arts as a high priority.

- 4.34 The central focus of DEL's Action Plan has been on targeting efforts and resources at individuals. For example the Department's labour market interventions such as the New Deals and Jobskills Access programmes have been tailored to suit the specific needs of participants while DEL's higher and further education policies are primarily about meeting the needs and aspirations of individuals.
- 4.35 Widening access for groups under represented in higher and further education is a key objective for DEL and it looks to the Higher and Further Education Institutions to work with it to achieve a much greater participation from such groups. The Department set challenging targets for widening access such as allocating an additional 850 higher education places and an additional 2,500 Further Education (FE) student enrolments. Although audited enrolments will not be available until the end of the current academic year, snapshot data indicates that these targets will be met. Other actions taken by the Department included:
- the introduction of a childcare grant to assist mature students on low incomes to access higher education. In the period ended 31 March 2002 a total of 160 students were assisted at a cost of £243,711;
 - the introduction of FE bursaries. In the period ended March 2002 161 students were assisted by a FE Bursary at a total cost of £169,012;
 - the extension of the Skills Fund which provided for an additional 1,200 adult enrolments on part-time vocational courses in priority skill areas;
 - the extension of the Access Initiative to take forward innovative approaches to engage disadvantaged individuals and groups previously marginalised from educational opportunities. A total of £927,949 was allocated in 2001 – 2002;
 - the provision of a Partnership Fund to enable FE colleges to establish and strengthen local partnerships to drive up demand for learning in their local area and to provide the infrastructure to meet the demand;
 - a review of the Individual Learning Account (ILA) Scheme to focus on better targeting of resources on the needs of the disadvantaged.
- 4.36 DEL has also provided funding to the Universities to improve the representation of students from disadvantaged backgrounds namely:
- Special Initiative funding was introduced to develop partnerships between the universities and schools with traditionally low levels of participation in Higher Education. Total funding of £760k will be allocated during the lifetime of the projects. In the year ended March 2002 a total of £228,313 was spent.
 - Additional funding of £840k aimed at widening participation has been added to the teaching funding for universities in 2001 – 2002. This is to enhance the recruitment and retention of students from disadvantaged backgrounds.
 - Allocating £815k to the Higher Education Reach-Out to Business and the Community (HEROBC) programme. The aim of this programme is to ensure that Higher Education is responsive to the needs of business and industry with a focus on co-ordinating outreach activities and work experience for students to enhance their employability.
 - Allocating £170k to support the NI Student Mentoring Project, known as "Access all Areas" for an initial 30-month period from April 2001. The aim is to support higher education students in further education colleges to work with children from lower achieved secondary schools which have no history of pupils progressing to further or higher education.
 - During 2001 – 2002 work on the Community Outreach Centre, which is part of the first phase of the Springvale Education Village, was completed.
- 4.37 These measures are designed to make a real and meaningful difference to the lives of students and their families and are targeted at those specifically from less well off backgrounds. They will open up access to more people who would not previously

have considered participating in further or higher education.

- 4.38 Departments are committed to effectively skewing other resources at source. Work is ongoing to build New TSN into the financial aspects of other major policies.
- 4.39 On 20 March 2001, the DFP Minister announced the commencement of the Review of Rating Policy, which will examine all aspects of the rating system including the implications of altering the basis of future revaluations. Stage 1 of the review factual analysis and research has been completed and a consultation paper prepared. The consultation period for the review will take place from May to September 2002 and a final report will be presented to the Executive in October 2002.
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5 Reducing Unemployment and Increasing Employability

- 5.1 Unemployment is the most profound cause of poverty. For most people of working age, a job with a decent wage is the best protection against poverty. New TSN is therefore particularly concerned with tackling the problems of unemployment and with increasing people's employability. This means creating the conditions for an increase in the number of jobs available. It also means helping disadvantaged people to increase their knowledge, skills and confidence – and removing barriers to employment so that people can make the most of the employment opportunities that are available. This aspect of New TSN is particularly relevant to four Departments – DETI, DEL, DE and DSD. However, other Departments have a significant contribution to make.
- 5.2 Inequality in society is closely correlated with deprivation. While progress has been made there remain significant problems within our society across a range of social groupings. There are differences in unemployment rates and earnings across gender and religious groups and also in relation to race and disability. For example, the unemployment rate for Catholic men remains significantly higher than for others. New TSN aims to contribute to the reduction of inequalities among different sections of society and, alongside other initiatives, help to combat unemployment and differentials in unemployment rates.
- 5.3 In a major change towards service delivery the SSA, in conjunction with DEL is rolling out a new Jobs and Benefits service to provide a greater focus on work and financial support for customers of working age receiving Jobseekers Allowance. Five offices (out of the 35 local offices) were live on the new system by March 2002. The balance will roll out at approximately one a month until mid 2004.
- 5.4 A pilot of a more ambitious service which is designed to provide a joined up work-focused service for people claiming Jobseekers Allowance, Income Support, Incapacity Benefit and Housing benefit began in Dungannon in May 2001. The ONE service is a partnership which brings together employment and benefit services offered in a secure open environment by a range of Government bodies:
- Social Security Agency;
 - DEL;
 - Inland Revenue;
 - Rate Collection Agency;
 - Northern Ireland Housing Executive; and
 - Child Support Agency
- 5.5 Piloting of the ONE service will continue until March 2003, prior to commencement of full implementation.
- 5.6 The principles of Welfare Reform also underlie many of the DEL's Labour Market measures. The Employment Service, equipped with new Internet technology, now places particular emphasis on assisting unemployed jobseekers, while programmes such as Focus for Work and New Deal are specifically designed to prepare unemployed people for their transition to work. All of these activities are underpinned by an effective all age information, advisory and guidance service delivered by, for example, New Deal Personal Advisers and Careers Officers.
- 5.7 In addressing the low levels of qualifications and basic skills among socially disadvantaged people DEL, in conjunction with the University for Industry (Ufi), has increased the network of local learning centres to 31 by the addition of a further 4 centres.

- 5.8 Although there has been a steady improvement in the unemployment figures over the last decade the level of long-term unemployment has remained high. DEL, through its various labour market interventions, particularly the New Deals, contributed to a decrease in the number of those unemployed for 18 months or more. In the year ended 31 March 2002 DEL assisted a total of 17,579 people secure employment.
- 5.9 Through its Disablement Advisory Service the Department assisted 1,165 people with disabilities to gain or retain employment. In addition the Employment Support Programme was expanded by a further 50 places, to bring the total to 850. New Deal for Disabled People was extended to the whole of Northern Ireland from April 2001, and the programme was further enhanced in July 2001 by the introduction of a Job Broker service. Job Brokers are organisations in the private, voluntary and public sectors (and combinations of these in partnership), tasked with helping people on health related benefits to find work.
- 5.10 DSD's SSA through the New Deal for Lone Parents programme offers a Personal Advisor service to parents who are not working, or are working less than 16 hours per week and who want to make the move from welfare into work. The service ranges from encouraging and motivating lone parents to identify their skills and develop confidence, to the more practical aspects of trying to find childcare, sorting out benefits and applying for jobs and it also addresses all other barriers to work such as disability.
- 5.11 During the business year 2001 – 2002, the SSA achieved a total of 4,565 lone parents participating in the New Deal for Lone Parents programme against an end year target of 4,121.
- 5.12 Many young people in Northern Ireland have grown up with social disadvantage. For example, some 40% of children aged under 16 live in families that claim basic means tested benefits. DE has central responsibility for policy and planning for schools, youth and community relations activities for children and young people.
- 5.13 Pupils in NI continue to perform better than their counterparts in England and Wales at the higher qualification levels, with 57% of Year 12 pupils achieving 5 or more GCSEs at A*-C (compared to 50% in both England and Wales) and 93% of final year pupils gaining 2+ A levels (compared with 82% in England and 92% in Wales). Moreover, the pattern of more pupils in NI achieving no GCSEs has been reversed in recent years and the 2000 – 2001 figure of 4% was below that of both England (5%) and Wales (8%). Nevertheless, there continue to be too many schools where substantial proportions of pupils leave without GCSEs and there remains a significant problem of poorly qualified school leavers. There are also specific groups of disadvantaged young people, such as young people in care, school-age mothers, those from Traveller and other ethnic minority backgrounds and disabled young people, who need specific, targeted measures to help them achieve their potential.
- 5.14 To address this, expenditure for the 3 year period commencing 2001 – 2002 up to 2004 on DEs School Improvement Programme, is aimed at raising standards in schools and will total some £66m. This continues to impact most directly on schools and pupils in areas of social disadvantage. The programme includes initiatives on literacy and numeracy, including summer literacy and numeracy schemes, a major programme of in-service support and training for teachers and an early intervention programme Reading Recovery for pupils struggling with reading, discipline and behaviour and school self-improvement through self-evaluation, development planning and target-setting.
- 5.15 The Department, in conjunction with the Education and Library Boards (ELB's) and the Catholic Council for Maintained Schools, is reviewing the SSP and the literacy and numeracy strategy and the outcomes of the reviews are expected during 2002.
- 5.16 A range of other initiatives, will also impact in particular on pupils in disadvantaged areas or suffering personal disadvantage, and so promote social inclusion. These include:
- the Development and Dissemination of Good Practice Initiative,

- Pre-School Education Expansion Programme,
 - Making a Good Start (which funds classroom assistants and additional materials for P1 classes)
 - Multi-cultural resources and other support for teachers of Traveller children
 - Projects to support "at risk" pupils and the Special Educational Needs Code of Practice
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- 5.17 Work has also been taken forward by DCAL to increase the accessibility of Library Services. A public library provides access to knowledge, information and works of the imagination through a range of resources and services and is equally available to all members of the community regardless of race, nationality, age, gender, language, disability, economic and employment status and educational attainment. Electronic libraries will extend the range of services on offer and will enable wider access to information and extend lifelong learning opportunities to disadvantaged sections of society. It will also enable other traditional library services such as enquiries and inter-library loans to be developed electronically.
- 5.18 The Electronic Libraries Project for Northern Ireland aims to create within Northern Ireland a modernised public library service that will deliver cost-effective services to the community to meet present and future needs. It will link all public libraries to the National Grid for Learning (NGFL) and through that to Learn Direct. The contract between the service provider and the five education and library boards was signed in

January 2002. Implementation of the new services is underway with all libraries and mobile libraries live by July 2003.

- 5.19 In spite of Northern Ireland's recent economic success, too many people of working age are either unemployed or economically inactive. This problem varies greatly across geographical areas, and between gender, community background, age and disability groups. There is therefore a need to focus on the factors that make people employable: not just knowledge, skills and motivation, but also considerations such as childcare and readiness or ability to travel to find work. To fully address all barriers to employment there is a need to foster a new way of working, for example by increasing cross-Departmental working. The Executive is determined to make a difference through the services and policies for which it is responsible, to take opportunities to break away from approaches that are no longer effective and relevant to the best interests of the community.
- 5.20 To achieve this a Taskforce on Employability and Long-Term Unemployment has been established. The Taskforce is chaired by the Minister for Employment and Learning and includes representatives from all other Departments and the Northern Ireland Office.
- 5.21 In 2001 – 2002 the Taskforce published a discussion document on employability and followed this up with an extensive round of consultations. Following further consideration, the Taskforce will produce a report, with recommendations on how current programmes addressing employability and long-term unemployment might be improved and what new initiatives should be taken by Government Departments and others. The Taskforce is currently working on the final stages of making recommendations and drawing up a draft action plan.
- 5.22 In addition DEL has undertaken a large-scale qualitative and quantitative evaluation of the New Deal for 18-24 year olds and 25+. Final reports of the qualitative evaluation were published in December 2001 with a final report of the quantitative evaluation due to be published in June 2002. The existing evaluations have already had a significant input to the design of the enhanced New Deal 25+ and also informed the review of the New Deal for 18-24 year olds which was completed in March 2002. The New Deal 18-24 Programme is scheduled under DEL's Equality Impact Assessment (EQIA) Programme for a preliminary EQIA with a full EQIA on the 25+ Programme scheduled for next year.
- 5.23 Departments and related agencies have made progress in delivering programmes which will increase employability through the development of basic skills and by linking education and training provision more closely to regional and local skill needs. Work has also been undertaken to help secure a competitive economy, attract inward investment and stimulate the conditions which can generate job opportunities.
- 5.24 DETI has taken steps to address the fact that Northern Ireland has one of the lowest business start-up rates of any UK region. In September 2001, LEDU, in close co-operation with local Councils, launched the new £12 million Business Start Programme (BSP II). Following a major media campaign, 4,840 people logged an enquiry for more information about the Programme; more than 1,200 people completed business training courses; and 685 new businesses were established during 2001 – 2002. 56.4% of those who participated in BSP were from New TSN areas.
- 5.25 Work was initiated on the development of a new Business Birth Rate Strategy which is designed to promote a more enterprising culture, and raise the overall level and quality of business starts in Northern Ireland. It will also address the need to raise the enterprise rates of disadvantaged groups. Further development of the Strategy is now being taken forward by Invest NI in conjunction with DETI.
- 5.26 Despite a general downturn in economic activity following the September 11 attacks in the United States of America, IDB arranged for 50 potential first time investors to visit New TSN areas last year (70% of all locational visits). This resulted in five out of nine new inward investment projects locating in these areas, creating 544 new jobs in investments totalling £15.9 million. A further project has yet to finalise its decision on a location within Northern Ireland.

- 5.27 During the course of the past year DARD undertook a major consultation exercise on the report of the Vision Group “**Vision for the Future of the Agri-food Industry**”. The Group was established in 1999 to identify the problems and opportunities within the Agri-food industry over the next 10 years and to develop a vision for the industry. In March 2002, at the end of the consultation period, the DARD Minister announced that measures which were to be introduced immediately included addressing the issue of re-skilling and up-skilling of the existing labour force, promoting lifelong learning and attracting young people into the industry and ensuring that they have the appropriate skills and training. The measure was aimed at ensuring that agri-food and rural businesses, including farms, increase their capacity to adapt to changing market demands.
- 5.28 DCAL have been working to increase training and employment opportunities in the arts for socially disadvantaged people with a view to increasing participation and employment.
- 5.29 Creative Enterprise is a major research and development programme, funded by DCAL and led by the Centre for Creative Industry, QUB, in association with Dream Ireland Ltd, the Northern Ireland Economic Research Centre, the Invest Northern Ireland Design Directorate and Paradigm Shift Ltd. Its purpose is to assess the current status, capabilities and potential of the Creative Industries in Northern Ireland to make a key contribution to economic growth and social regeneration.
- 5.30 The programme commenced in October 2000 and is now in its third and final phase leading to presentation of key opportunities and recommendations to DCAL in September 2002. The emerging findings suggest that Northern Ireland would stand to benefit from sustained development of the creative industries sector, built on indigenous talent and providing both high skilled employment and high added value. In this context, the final phase of the programme will include an assessment of the potential of the creative industries to increase training and employment.
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6 Tackling Other Aspects of Poverty

- 6.1 New TSN recognises that poverty can manifest itself in many ways, and people who are poor are likely to experience other types of social need. For example, they are more likely to have poor health; achieve lower levels of attainment in education; live in poor housing or in areas with high crime rates or areas that have been badly scarred by the Troubles; and they are less likely to be able to access the services for which their need is greatest.
- 6.2 In this respect every Department has an important contribution to make, helping to address the many inequalities that poor people experience.

Improving Lives

- 6.3 Through a range of interventions DSD provides a range of assistance to reduce disadvantage and improve the daily lives of many people in Northern Ireland. For example significant progress has been made to increase the number of people claiming Minimum Income Guarantee (MIG) which is designed to help people of 60 or over whose income is below a certain level, with basic living expenses. By 31 March 2002, some 14,659 MIG forms were returned to the SSA. Of these to date 8,099 have resulted in successful claims with an average weekly award of £23.41. The Retirement Pensions Tele-claims Service to help pensioners claim their retirement pension was also introduced in August 2001.
- 6.4 During the year the SSA has also continued to implement its rolling programme of action plans to improve the delivery of social security services for disabled people, older people, people with literacy problems; people in isolated areas, people affected by the Troubles and minority ethnic groups.
- 6.5 In addition to specific improvements for particularly vulnerable groups, the wider contribution to targeting social need and improving lives through the work of the SSA and Child Support Agency (CSA) should not be forgotten. In 2001 – 2002 the SSA paid out some £3.6 billion in benefits while a total of £17.72m in child maintenance was secured by the CSA through achievement of their case and cash compliance targets. (The case compliance target was to achieve 74% of cases where non-resident parents are paying child maintenance; 77.8% was achieved. The cash compliance target was to have 72% of the total amount of child maintenance due to be paid, actually paid; 73.4% was achieved).
- 6.6 In relation to Housing, DSD assisted the registered Housing Associations to deliver a physical programme of new house building. By the end of March, a total 1,005 units were on site, £54.4 m capital spent and £38.8m of private finance attracted. While work on 195 units was delayed in 2001 – 2002, work on 89 units is due to begin in June 2002 with work on the remaining 106 units due to start by August 2002. In addition two pilot group housing schemes to meet the accommodation needs of Travellers were funded. The Omagh scheme was completed in December 2001 while the Castledawson scheme commenced in January 2002.
- 6.7 To reduce unfit and improve housing conditions during 2001–2002, the Northern Ireland Housing Executive approved 9481 private sector grants (against a target of 9,070), through grant expenditure of £42m. Unfit and disrepair is most prevalent in the private sector, and particularly in rural areas. Resources are focused on mandatory grant which remedies unfit. A 'means test' ensures that resources go to those on low income.
- 6.8 There was also a strong focus on promoting social inclusion by improving energy conservation and addressing the problems created by fuel poverty in the residential sector. Set against a target of reducing, by 20,000, the number of fuel poor

households in the private sector by December 2004, DSD delivered its first tranche of grants to 4,500 households during 2001 – 2002 at a cost of £4.38m. The Warm Homes Scheme targets private sector homes, many of them occupied by pensioners, taking them out of the fuel poverty trap by providing a range of insulation and heating measures. In addition, 5,300 conversions to gas or oil heating were completed in Housing Executive homes under their heating replacement policy.

- 6.9 Within DHSSPS, to improve access to good quality childcare and family support, 23 projects were approved under the Sure Start Programme for those in areas of high disadvantage. The Children Leaving Care) Bill is currently before the Assembly. The Bill is designed to enhance the duties placed on Health and Social Services Trusts for improving the life chances of young people preparing to leave care and those who have already left care.
- 6.10 Twenty residential places for children have been established. In addition, funding for a parental support scheme was awarded to the Northern HSS Board and funding for a wraparound support pilot scheme was awarded to the Southern HSS Boards to offer a range of multi-disciplinary services for disabled children, including medical care, social care, respite care and early years support. Also, to assist in developing innovative approaches for dealing with families at risk of breakdown, funding was allocated to the Western Board to establish a residential family assessment centre.
- 6.11 Substantial progress has also been made in applying New TSN to the formulation of the Department for Regional Development's (DRD) long term regional planning and transportation strategies which will provide a framework for consideration of a range of proposals to address social disadvantage. Implementation of the Regional Development Strategy which was formulated on 20 September 2001, will include appropriate indicators to assess impact of accessibility to jobs, housing, transport, social amenities and a quality environment for those living in socially disadvantaged communities (DRD objective 2).
- 6.12 The Department believes that initiatives in the Regional Transportation Strategy resulting in new or improved public transport services will, in general, support the objectives of New Targeting Social Need by providing transport for those in social need (DRD objective 3). These schemes will provide access to employment, training and other services for many of the less affluent people, thereby facilitating their inclusion in society.
- 6.13 In view of the significant challenges facing society in NI, processes to increase social inclusion and accommodate religious, cultural and racial diversity must be developed and enhanced. DEs budget of £3.6m for the promotion of improved community relations among young people, much of it targeted at the voluntary sector, will play an important part in contributing to this objective.
- 6.14 The Youth Service aims "to ensure opportunities for children, young people and young adults to gain for themselves, knowledge, skills and experience to reach their full potential as valued individuals". While DE has overall responsibility for the Youth Service, it is the 5 ELB's which, under legislation, are required to secure provision of adequate facilities for recreational, social, physical, cultural and youth service activities. This is delivered by a mixture of statutory and voluntary bodies.
- 6.15 Youth organisations have a front line role to play in New TSN. Research in 1998 "Benefits of the Youth Service" – Youth Council, confirmed the rising influence of the youth worker as the incidence of social need increases. The statutory service established in the Education and Libraries (NI) Order 1972 was concentrated on those areas where multiple deprivation made it difficult for voluntary action alone to succeed. Statutory provision has remained broadly true to this spirit. The Youth Service seeks to identify key issues affecting young people and is addressing these in a range of ways which includes them having programmes and infrastructure developments to meet the needs of marginalised young people. For example, in the Greater Belfast area 20 outreach youth workers have been appointed to develop innovative ways of making contact with marginalised young people and tailoring programmes of personal and social development to meet their needs. In addition, there is an increasing trend of youth workers going into schools to co-work with

teachers to provide support to pupils who are underachieving.

- 6.16 The Pre-School Education Expansion Programme (PSEEP) is a key element both of DE's strategy for tackling low and under-achievement and of the Childcare Strategy "**Children First**". The programme is creating over a 4-year period some 9,400 new free pre-school places of which approximately 4,200 will be in the statutory nursery sector and 5,200 in the private and voluntary sectors, with the ultimate aim of providing a funded place for every child in their immediate preschool year whose parents wish by March 2003. Research has shown that preschool education is particularly beneficial to those children from socially disadvantaged backgrounds, who tend to experience more difficulty at school than other children and therefore priority has been given to children from this group in the allocation of places.
- 6.17 The Minister for Regional Development introduced free travel for older people with effect from 1 October 2001. This initiative aimed to promote social inclusion, target disadvantaged groups and maximise the improved accessibility to public transport. The initial uptake has shown a significant increase in the number of older people travelling on public transport services. In connection with this policy, the Smartpass system will be officially launched on 1 May 2002 for people over 65 and the war disabled.
- 6.18 Since DRD's decision to increase the reasonable cost allowance to £5,000 for existing private households, a total of 168 households have been connected to the public water mains and are therefore no longer reliant on private water supplies. In order to promote the availability of this assistance, a leaflet entitled '**Get Connected**' was produced at the end of March 2002.
- 6.19 In addition, Water Service conducted an extended pilot study to establish the number of properties liable to remain dependent on private water supplies and to consider how best to provide assistance for improving the quality of these supplies. The study, produced in March 2002, included the following council areas:
 - Ballymena Borough Council;
 - Down District Council;
 - Dungannon and South Tyrone Borough Council;
 - Omagh District Council; and
 - Strabane District Council.
- 6.20 It is estimated that 829 private households are liable to remain dependent on private water supplies and work is now underway to discuss and determine the most economically advantageous means of providing and administering a fund to improve the quality of water from individual private sources (DRD objective 8).
- 6.21 OFMDFM has central responsibility for addressing the needs of victims. A consultation paper on the development of a cross- Departmental strategy on victims was launched on 7 August 2001 for a three-month consultation period. The responses received helped to shape the strategy which will run from 2002 – 2004 and promotes equality of opportunity for victims, many of whom are among the most marginalised people in our society. It will contain almost 50 actions, spread across Departments, relating to access to Government, information, health, education and learning, business skills and the interaction of victims with policy makers. A £3m Strategy Implementation Fund accessible by Departments and Agencies will be created to help take forward projects and initiatives.
- 6.22 The victims Measure of the European Programme for Peace and Reconciliation (Peace II), aimed at reducing the social exclusion of victims and increasing their access to the labour market, opened on 30 November 2001. Projects addressing the needs of areas displaying high levels of relative deprivation are particularly, though not solely, eligible for assistance under Peace II.
- 6.23 Delivery of a capacity building programme for victims' groups, involving training in a wide range of issues, to enable them to work more effectively was completed in June 2001. The need for delivering further capacity building will be examined in

conjunction with the voluntary and community sector.

- 6.24 DOE has increased Road Safety Education Officer (RSEO) support to schools with a significant number of pupils from disadvantaged households. This has involved an increase of 150% in RSEO visits to schools in socially disadvantaged areas (from more than 320 in 2000 – 2001 to over 800 in 2001 – 2002 supplemented by the piloting of a Practical Child Pedestrian Safety Training Scheme in six schools in each of the Education and Library Board areas. In addition, arrangements are being finalised for the introduction of "Walking Buses" in further schools in the next academic year. A "Walking Bus" is an organised group of primary school children who walk to and from school under the supervision of an adult, front and rear. The leading adult pushes a trolley which carries the children's school bags and all children and adults wear fluorescent / reflective tabards. The Bus travels along a pre-arranged route collecting or dropping off children at stops along the way.

Improving Communities

- 6.25 Some areas and communities are subject to higher than average levels of unemployment and are more deprived than others. New TSN recognises this and commits Departments, where appropriate to target such areas for special attention.
- 6.26 Following a consultation process and endorsement by the Executive Committee, the key public health strategy "**Investing for Health**" was launched by the DHSSPS Minister at the end of March 2002. The strategy is a cross-Departmental, multi-sectoral framework for action to improve health and well-being, focussing in particular on the sources of good health and on inequalities in health. It seeks to tackle the factors which cause poor health within our social, economic, physical and cultural environment.
- 6.27 Two Health Action Zones (HAZ) are already established in areas of greater social need to tackle persistent health problems and work continues on a further two HAZ in the Northern and Western HSS Board's areas, with action plans being drawn up for each and 2 pilot projects commenced in the Northern HSS Board area. The HAZ are working to tackle health inequalities by focussing programmes on the wider determinants of health, including poverty, unemployment and housing issues as well as lifestyle factors. Each HAZ works to locally agreed Action Plans which identify the focus for each Zone and the programmes or projects to be put in place. Programmes include tailored support for households in tackling the barriers to employment; work with young people to promote sexual health, reduce teenage pregnancy and support teenage parents; and a range of programmes concerning employability around the themes of housing, rurality and young people.
- 6.28 Under the joint implementation model for the Drug and Alcohol Strategies, the DHSSPS Minister leads the Ministerial Steering Group and the DHSSPS Permanent Secretary chairs the Implementation Steering Group. The joint implementation model is working well, with six working groups established covering the key issues and DHSSPS in the lead for the Treatment working group. For each working group, Regional Action Plans are to be put in place by April 2002 and these will also be translated in to local action and targets in four Local Action Plans. Investing for Health complements New TSN commitments, as its main focus is to improve the health of the most disadvantaged in society. All of the initiatives highlighted in the Action Plans will assist in the implementation of the Drug and Alcohol Strategies, which are fundamental to the success of the Investing for Health Strategy. In particular, the projects to provide initiatives at community level, especially outreach initiatives, will be piloted in areas of social need and economic deprivation, thus it is the most disadvantaged who will benefit.
- 6.29 DSD has been developing a new strategic approach to urban regeneration across Northern Ireland. This focuses on neighbourhood renewal. The core aim is the regeneration of neighbourhoods, targeting those communities experiencing the most serious social and economic deprivation. Public consultation involving 500 organisations and 7 workshops has been completed and the strategy is being finalised. Integral to the strategy is the identification of the most deprived neighbourhoods in Northern Ireland and DSD was guided in this task by the new

Northern Ireland Measures of Deprivation.

- 6.30 DSD has also progressed work on the Urban II community initiative programme which the European Commission approved on 18 Dec 2001. In addition to the £6.8m investment from the European Union, the programme is expected to attract a further £3.6m from the public sector and £0.6m from the private sector, bringing the total investment to £11m. Inner North Belfast is recognised as one of the most deprived areas in Northern Ireland and the programme will have a positive impact on tackling the long-term economic and social issues of the area. The money will be used to reconstruct land and property blighted by violence and economic decline and provide local people with the necessary training and skills to access lasting employment.
- 6.31 During 2001 – 2002 DSD also implemented a revised District Councils Community Support Planning Framework that stipulates community involvement as a necessary pre-requisite for the Department's support to District Councils for Community Services Programmes. To direct resources at individuals and communities which are most disadvantaged the framework includes a weighted formula reflecting social need, which skews DSD's support to District Councils on the basis of objectively determined need.
- 6.32 DSD has also secured a £1m funding package to encourage more volunteering and active community involvement and has publicly consulted on and, is currently finalising Government's strategy for the support of the voluntary and community sector in Northern Ireland. The strategy "Partners for Change" will be published by September 2002.
- 6.33 The past year saw the formal launch of DARD's new Rural Development Programme (2001– 2006). The overall aim of the Rural Programme is to promote comprehensive and integrated action towards the sustainable and equitable development of rural areas, with a focus on disadvantage, and in doing so, to contribute to the economic, environmental, social and cultural well-being of the rural community for the benefit of the whole community of Northern Ireland.
- 6.34 The Programme is designed to target and support local people – encouraging them to participate in rural development. It will encourage the promotion of new ways to tackle rural area needs through strong partnerships between the public, voluntary and community sectors. Priority will be given to projects that tackle disadvantage. Particular effort will be made to promote equality of opportunity and to ensure the inclusion of all sections of the community. The Programme will also have a particular focus on encouraging initiatives involving women, young people, the unemployed and farm families.
- 6.35 Under the Programme, the Rural Community Network will be delivering capacity building to local rural communities. This will be achieved through generic capacity building work and support for 12 Rural Support Networks (covering all of rural Northern Ireland) that will deliver specific actions in response to locally identified needs.
- 6.36 Under the Less Favoured Areas Compensatory Allowances Scheme the Department continued to support farmers in Less Favoured Areas for the natural disadvantage they face because of their geographical location. The Scheme allowed for increased payments to most disadvantaged areas compared to less disadvantaged Less Favoured Areas. Payments made at 31 March 2002 totalled almost £23 million. Almost 80% of this total was paid to producers in the most disadvantaged areas. During 2002, the 2:1 differential in the rate of aid payable on the most disadvantaged areas and the less disadvantaged areas was maintained to reflect the greater natural disadvantage of farming in the most disadvantaged areas. It is right to put on record, however, that this aid is paid to offset agricultural rather than social, disadvantage. Nevertheless there is some correlation between areas of poorer agricultural land and areas suffering social deprivation, as indicated by the Noble indicators of multiple deprivation.
- 6.37 DCAL has permissive powers in the Water (Northern Ireland) Order 1999 to provide water recreation facilities for public use on inland waterways. The Department works closely with local authorities and local community groups in identifying and

implementing suitable projects. The types of work undertaken include provision of access facilities such as jetties, slipways, canoe steps and the provision of riverside walks. It is the Department's policy to provide access for the disabled where this is feasible. 11 projects were completed in 2001 – 2002, 8 of which are located in disadvantaged areas in accordance with the Noble indicators. These works include provision of recreation facilities in Clady Country Park, County Londonderry, upgrading the towpath along the Coalisland Canal, County Tyrone, provision of an accommodation bridge at Donaghmore, County Tyrone and provision of riverside walks along the River Bush. Seating for the disabled has been provided along the Lagan towpath from Stranmillis to Shaw's Bridge and a new bridge with disabled access has been constructed at Lock No. 3 on the former Lagan navigation and this has a direct link to the disabled ramp at Shaw's Bridge.

- 6.38 The Department charges a concessionary fee for permits for disabled anglers to fish the Department's Public Angling Estate and it provides disabled access facilities at many of the waters. A list of these is published in the Department's Angling Guide, 2001 edition. During the year a new car park with access for disabled anglers has been provided at Middle Woodburn reservoir on the Department's Public Angling Estate.
- 6.39 In December 2001 the Department launched a Water-Based tourism measure under the new EU Peace II Programme. Approximately £5m from the measure will be split between an Angling Development Programme and a Water Recreation Development Programme. The Department has set a target that at least 60% of the grant aid under these programmes should be directed to areas of disadvantage. The closing date for receipt of applications under the first tranche was 1 March 2002.
- 6.40 The above programmes and projects are aimed primarily at promoting regeneration and employment opportunities particularly in disadvantaged rural areas and assisting the development of tourism with significant involvement of local communities at grass roots level.
- 6.41 One of DARD's New TSN objectives is to sustain employment and enhance the quality of employment within Sea Fisheries and to support commercial aquaculture development. As part of their Fisheries responsibilities, the Department administers EU aid under the Programme for Building Sustainable Prosperity (BSP). A Fishing Vessel Decommissioning Scheme, worth some £5 million, was launched under this Programme in October 2001 and, after a competitive process, grant aid was offered and accepted by the owners of 31 vessels. The scheme's primary aim was to conserve fish stocks by reducing the NI fishing fleet. It is hoped that this measure will contribute to the long-term sustainability of the industry.
- 6.42 A further four schemes under the BSP Programme, worth around £15 million, were launched on 7 January 2002. These schemes sought applications for improvements for facilities at Northern Ireland fishing ports, the processing and marketing of freshwater and marine products, the promotion of fishery products and aquaculture projects. Not only do these Measures demonstrate the Department's continuing commitment to the fishing industry, but they are designed to make a tangible contribution to supporting the economic prosperity of three towns in Northern Ireland whose livelihood is to a large extent dependent on fishing and ancillary activities
- 6.43 A Good Practice Guide on Racial Equality in Health, developed jointly by the DHSSPS and the Equality Commission for Northern Ireland, was launched for public consultation by the DHSSPS Minister and the Chief Executive of the Equality Commission on 25 March 2002. This followed the work of a multi-disciplinary working group and is intended to help ensure that the provision of health services reflect and meet the specific cultural and social needs of minority ethnic groups.

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- 6.44 DOE Planning Service objectives are designed to encourage development in areas of disadvantage to alleviate social, economic and environmental need. New TSN considerations have been successfully introduced into Planning Service Development Plans and planning policy processes. These include the pro-active

consultation with the public, covering all 9 of the Section 75 Groups. The incorporation of formal guidance in a new Development Plan Procedures Manual has been delayed due to the need to consider other issues such as the Regional Development Strategy. All objectives will be met by the end of March 2003.

- 6.45 Over the course of the year work on DARD's review of forest policy continued with a view towards consultation during 2002. As a consequence of this review, the Forest Service has begun to improve opportunities for access and use of forests for recreation and educational purposes by under-represented and disadvantaged groups by enhancing facilities within its estate. The Service continued to acquire land for afforestation. The acquisition methodology takes account of the Noble indices of multiple deprivation.
- 6.46 DOE's Environment and Heritage Service has encountered some slippage in the objectives designed to ensure that disadvantaged people are afforded opportunities to enjoy and appreciate the environment, due to delays in filling staff vacancies. However, the Department has now introduced measures to promote increased usage of sites by schools with a significant number of disadvantaged pupils and will compile a report by October 2002, on usage in the 2001 – 2002 school year. Work is also proceeding on Natural Heritage grant applications to give extra weighting to projects that target social need. Environment and Heritage Service, through its Natural Heritage Grants Programme, aims to encourage the conservation and enhancement of key elements of the countryside and its wildlife and the provision of facilities that help as wide a range of people as possible to enjoy and appreciate our natural heritage. Grants are available to District Councils, schools and other organisations with conservation / public interest among main objectives.
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7 Promoting Social Inclusion

- 7.1 The factors that cause social exclusion do not always fit comfortably within the areas of responsibility of individual Government Departments. Furthermore, there are some groups within our community whose members are more at risk of exclusion than others and whose needs must be addressed by Departments and other agencies in a coherent way.
- 7.2 The Promoting Social Inclusion (PSI) element of New TSN involves Departments working together and with partners outside Government to identify and tackle factors which can contribute to social exclusion and undertake positive initiatives to improve and enhance the life and circumstances of the most deprived and marginalised people in our community.
- 7.3 This element of New TSN addresses a series of issues, usually requiring a multi-agency approach, and concentrating on a small number at any one time. It emphasises prevention, co-ordination and evidence-based decision making. The initial priorities were the problems faced by Travellers, the problems of teenage parenthood, the position of ethnic minority people, and ways of making Government information more accessible to excluded groups.

The problems faced by Travellers

- 7.4 Before Devolution, Ministers set up a Working Group to consider the difficulties Travellers face and to suggest ways of tackling them. The Working Group, which is now lead by OFMDFM, was made up of representatives of Government Departments and voluntary agencies – this included Traveller Organisations and Travellers.
- 7.5 The Group wrote a report, which highlighted the disadvantages Travellers experience. The report made 33 detailed recommendations on important issues like Traveller accommodation, health, policing, education and training. When completed the report was sent to the new devolved administration for their consideration.
- 7.6 Before making decisions on the way forward, the Executive agreed to consult on the report recommendations. The consultation concluded in the Autumn 2001 with 69 responses to the public consultation and a report on a specific consultation undertaken with Travellers.
- 7.7 The **Programme for Government** includes a commitment to take forward the Executive's response during 2002, in particular to address accommodation and education needs. Ministers are to consider all the recommendations in the Working Group's report, along with the points raised by the Travellers and the other people who contributed to the consultation. They will then publish a report (the Executive's response) saying what they intend to do – this will be published in Autumn 2002.

The problems of teenage parenthood

- 7.8 In 1999 teenage parenthood was identified as an issue to be addressed under the PSI initiative and, in November 2000, DHSSPS issued the report of a Working Group on teenage pregnancy and parenthood entitled "**Myths and Reality**" for public consultation.
- 7.9 The vast majority of respondents welcomed this initiative and highlighted a number of priorities including: the importance of parent/child communication; sex education in the context of relationships and personal and social education; promoting self-esteem; and good accessibility of services particularly in areas of deprivation.
- 7.10 A draft Strategy and Action Plan, which is in the final stages of development, is intended to facilitate a reduction in the number of unplanned births to teenage parents and minimise the adverse consequences of those births to teenage mothers

and their children.

- 7.11 The policy aims to increase awareness and understanding of the difficulties associated with teenage parenthood, address inequalities by targeting vulnerable groups and ensure that all young people have access to information and sexuality education and support services. It will be implemented by DHSSPS in conjunction with other Departments, statutory bodies and the voluntary and community sectors.

The position of ethnic minority people

- 7.12 OFMDFM are developing a strategy to tackle racial inequality with the assistance of Departments, statutory agencies, including the Equality Commission and voluntary bodies through our PSI Working Group on Ethnic Minorities with a view to bringing it forward in 2002-2003. The voluntary agencies represented on the group are NI Council for Ethnic Minorities, Chinese Welfare Association, Indian Community Centre and Multi Cultural Resource Centre.
- 7.13 A number of the working groups recommendations have already been implemented, for example, the establishment of a Race Equality Unit and fund in support of minority ethnic groups and projects. In the first year of its operation 17 groups and projects benefited from the scheme. The fund has £444,000 available for the current financial year. Support provided included core funding assistance for regional organisations such as Traveller Movement (NI) and the NI Council for Ethnic Minorities; support for projects such as the provision of library material for the Craigavon and District Vietnamese Club and the provision of a Drop In/Advice Centre for the Wah Hep Chinese Community Association.
- 7.14 The race strategy is at an advanced stage and will be issued for public consultation in 2002-2003. We intend to have a full and open consultation on the document will take place before it is finally agreed by the Executive.

Ways of making Government information more accessible to excluded groups.

- 7.15 Everyone wants and needs access to information, but often people face extra difficulties and challenges because the information we provide fails to meet their needs. All too often we fall into the habit of producing information in the "usual" ways because that's how we have always done things.
- 7.16 This work is concerned with the way in which service providers communicate with the public and the difficulties people experience in obtaining, interpreting and responding to communications. This includes for example the communication of information to promote better health or about entitlement to services; the forms through which agencies gather information from service users and the letters they write to members of the public.
- 7.17 OFMDFM research on "**Barriers to Access to Essential Services**," published in December 2001, shows the importance of accessible information to providing good services;
- "There may be many reasons why a person is unable to take advantage of a service. These include a lack of knowledge about its existence, an inability to make contact with providers, information about the service being presented in inappropriate formats, the location of the service being difficult to reach, or the actual method of delivery being "off putting" in some way."
- 7.18 An audit was carried out early in 2001 to establish the effectiveness of Departments systems and policies for making information accessible to socially excluded groups. A preconsultation exercise was completed with range of Section 75 representative voluntary sector groups on a proposed Draft Guidance on Making Information Accessible. Work is currently at an advanced stage to finalise and consult on the draft guidelines before issuing to all Departments.
- 7.19 The draft guidance which will issue in October 2002 will include:

- Identifying and anticipating the information needs and expectations of those at risk

- What information it is important to provide and what level of detail is required
- Minimum standards on providing information in accessible formats

Future PSI Priorities

- 7.20 The Executive agreed in the first **Programme for Government** to consult on priorities for further PSI cross-Departmental work in 2001. The Executive also agreed that a committee comprising Departmental representatives and a member of the Northern Ireland Council for Voluntary Action (NICVA), representing the community and voluntary sector, would use the outcome of the consultation to identify cross-Departmental issues which fit with the Executive's policies and priorities and which are not already being addressed through cross-Departmental work.
- 7.21 The consultation closed on 31 August 2001 and over 100 contributions were received from a range of bodies including; Departments, Assembly Committees, MLAs, public bodies and voluntary organisations.
- 7.22 Examination of the outcome by the Committee revealed a number of well-supported issues, which fitted the agreed criteria and could be effectively addressed using the PSI approach. These were: Older People, Disability, Homelessness, Carers and Mental Health.
- 7.23 It was agreed with the relevant Ministers that OFMDFM will take forward work on Older People and Disability, DSD will take forward work on Homelessness and DHSSPS will lead work on Mental Health and Carers.
- 7.24 Proposals on the new priority areas are being considered by the Executive. Once Executive approval has been obtained the relevant lead Department will commence on the establishment of working groups to take these forward.
- 7.25 Membership of the working groups will be wide-ranging and will include Departments, Public Bodies, relevant experts, the voluntary sector and those people directly concerned within the priority areas selected or their representatives.
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8 Improving the Information Base

- 8.1 Equality and Social Needs policies are highly dependent on good quality research and statistics. Much has been done or is being planned, particularly by the Northern Ireland Statistics and Research Agency (NISRA), to increase and improve on the statistics available to those concerned with Equality and Social Need issues. Examples include the publication by NISRA of a method for measuring multiple deprivation; the continuous development of web-based geographical information systems; and current planning to provide enhanced statistics on low income through the introduction in the Year 2002 of a Family Resources Survey. The 2001 Census will be a key source of evidence to inform future policy.
- 8.2 Equality and Social Need policies are common across Departmental areas of responsibilities. It is therefore important that research in statistical work is carried out and co-ordinated in a strategic way to be of maximum benefit. Cross-Departmental collaboration to improve the quality and access to information is ongoing. The sharing of data, the exchange of experience, expertise and methodologies are promoted through an inter- Departmental New TSN Statistical Group. The Group is chaired by the Chief Executive of NISRA with support from the OFMDFM Research Branch, and comprises professional statisticians from all Departments.
- 8.3 The Executive's **Programme for Government** includes a commitment to publish a research and information strategy in support of Equality and Social Need policy. A draft Paper was submitted to the Executive in March 2002. The strategy has been developed by an inter-Departmental group of Statisticians and Researchers and it will be consulted on widely before publication in the Summer of 2002. It aims to provide a common framework of themes and priorities which will influence the research and statistics programmes both inside and outside Government Departments in the coming years.
- 8.4 A range of research reports were published during 2001 – 2002. These research reports have fed into developments of: the race strategy; the PSI initiative on Better Services; the redirection of public expenditure under New TSN; and on issues relating to the broader context of disadvantage and social need. In the forthcoming year, particular focus will be directed on issues relating to the measurement of poverty in Northern Ireland; race and ethnicity; and gender issues. Copies of all published research reports can be obtained from www.research.ofmdfmi.gov.uk.
- 8.5 The 2001 Census of Population was carried out on 29 April 2001. Work has now been completed on the initial stages of processing and has started on data validation and quality checks. NISRA is planning to produce analyses of age and sex to inform 2001 midyear estimates by September 2002; to produce key statistics output in December 2002 and to produce detailed data analysis in the first half of 2003.
- 8.6 As part of its work on New TSN DE published a report entitled '**New Targeting Social Need: analysis of existing information on educational participation, achievement and outcomes for disadvantaged individuals and groups**' in June 2001. This presented trend data on pre-school participation, post-16 participation, academic achievements of school leavers, and destinations of school leavers. Categories considered included pupils entitled to free school meals, pupils with a statement of special educational needs, and Traveller children. This report provides a baseline against which future progress can be measured.
- 8.7 In addition a Research report entitled "**Effectiveness of different forms of interventions in the schools and youth sectors: literature review**" was published in March 2002. This review explored UK and wider international evidence on interventions designed to tackle potential 'risk' factors in the educational under-achievement of pupils/young people. The wide range of risk behaviours covered in

the report includes abuse of alcohol, substance abuse, pregnancy, truancy and smoking. These research reports have assisted in the Department's consideration of New TSN.

- 8.8 DETI has made significant progress in taking forward work aimed at measuring the direct and indirect impact of the Department's job creation programmes on the labour market and, in particular, on the unemployed.
- 8.9 Following the introduction of enhanced monitoring procedures in 2000, client companies in New TSN areas have begun to provide background information on new employees **directly** recruited as a result of DETI financial assistance since March 2000. Following detailed analysis, DETI plans to publish an initial statement on this research in July 2002.
- 8.10 In addition, research commissioned from Pricewaterhouse Coopers (PwC) on the **indirect** impact of DETI assistance on the labour market was completed and published in January 2002. PwC's ground-breaking work produced a secondary effects model which will be used in conjunction with the Department's own enhanced monitoring procedures to quantify the effectiveness of DETI assistance in targeting unemployment over the next year or two. The survey on which PwC's model was based has already provided some useful baseline figures. The survey found that, for every 100 new jobs created through financial assistance from DETI and its economic development agencies, 57 unemployed people on average (31 directly and 26 indirectly) gained a job.
- 8.11 All of this new information will be used to help DETI and its related bodies refine policies and programmes for increased effectiveness, and to develop more challenging objectives and targets.
- 8.12 DARD has undertaken a major social survey of farmers, involving some 10% of all farm households in Northern Ireland to facilitate monitoring of the Department's performance under New TSN. The survey began in November 2000 but fieldwork had to be halted in March 2001 because of the Foot & Mouth Disease outbreak. Work recommenced during September 2001 and ended in March 2002. The survey was well received by farm families, and the response was consistently well above normal levels. DARD staff have begun to analyse the data, and results are expected in July 2002. The survey will provide more detail on the sustainability of farming, the need for supplementary work and income, the numbers seeking to diversify or to find off-farm work, and the barriers to achieving this. It will also provide information on the demand for part-time work and training which is required in both the agriculture and non-agriculture areas and the outcome will, hopefully, assist the Department to improve its targeting of available resources.
- 8.13 Work has been progressing to establish fisheries baseline data to enable the Department to review the effectiveness of the grants schemes. Information on the fish processing sector is available in DARD's annual "**Size and Performance of the Northern Ireland Food and Drinks Processing Sector**" publication.
- 8.14 DARD's Agri-Food Development Service has defined its client base to facilitate Business Programmes programme monitoring from 2001 – 2002 onwards.
- 8.15 New TSN is one of a number of Horizontal Principles for those involved in implementation of the Structural Funds Programmes and conformity will be monitored through periodic surveys. In addition, information gathered during the application process and through regular monitoring of the programmes will add considerably to the Department's pool of knowledge about our customers and the assistance the Department is able to provide for them.
- 8.16 In conjunction with DCAL, the Arts Council has established a steering group to look at how the Council can map New TSN groups using Noble measures, for example, children and the young. The Arts Council is currently able to map expenditure in terms of where funding has and has not been taken up and relate this to areas of deprivation. However, the creation of a mapping system that can pinpoint geographical areas in relation to specific measures of social need will allow for a more accurate application of New TSN.

- 8.17 Once the new mapping system is in place and New TSN areas are clearly identified in relation to targeted groups, measures will be sought in consultation with existing community infrastructure to inform people of the services available and how they can access them. It is planned to design a series of pilot programmes for disadvantaged people, groups and areas to take place when the research to identify the barriers to participation is completed.
- 8.18 DHSSPS has requested outline research proposals for New TSN related research and received an excellent response. Appropriate projects will be selected based on their policy relevance and scientific merit. In addition, the feasibility of setting up a New TSN Inequalities Monitoring System was explored and a final paper produced following comments received following consultation. The purpose of the monitoring system is to review inequalities experienced between disadvantaged and non-disadvantaged areas in the utilisation of and access to services. The scope of the system was expanded to include additional health inequality indicators not directly related to utilisation of or access to services. Work is ongoing to secure baseline data for all the indicators proposed in the paper for the system. Furthermore, a Drug and Alcohol Information and Research Action Plan to support joint implementation of the Drug and Alcohol Strategies was developed and submitted to the Drug and Alcohol Steering Group.
- 8.19 One of DSD's New TSN objectives, for which the SSA is responsible, is to tackle poverty and encourage social inclusion by increasing the uptake of benefits. The Agency is committed to produce a strategy for take-up of benefits by April 2004. To inform this the Family Resources Survey (FRS) has been introduced in Northern Ireland from April 2002, with the first results being available in autumn 2003.
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9 Future Commitments

- 9.1 In developing its policies and programmes and in allocating resources to support them, the Executive wants to focus on the people and areas in greatest social need and will make sure that measures to tackle poverty and other causes of social exclusion continue to form a key part of the Executive's work. Over the coming year the Executive will publish its first Annual Report which will set out openly the progress made in implementing the first **Programme for Government**, and will also develop a Position Report which will set out the key policy directions and challenges ahead.
- 9.2 The **Programme for Government** includes a commitment to evaluate the New TSN policy by December 2002. The proposed strategy for the evaluation of New TSN will be finalised following consultation on the methodology planned for completion in July 2002. OFMDFM officials worked with officials from all Departments and the Equality Commission for Northern Ireland as well as the Northern Ireland Council for Voluntary Action in drawing up the strategy. The aim of the evaluation is to assess the way in which the policy has been implemented so far and, to examine its impact, with a view to informing future thinking.
- 9.3 The strategy advocates the development of poverty indicators and the use of gini coefficients which measure the inequality between income and health. Officials are in the process of developing a range of indicators and are currently investigating the value of gini coefficients as measures of inequality.
- 9.4 The evaluation is therefore expected to provide feedback to aid future policy development and planning and to identify any changes which might improve how it is implemented and managed. More specifically the evaluation is expected to allow an assessment of how the policy has impacted on people, groups and areas who are intended to benefit.
- 9.5 By the end of 2002, a considerable amount of work will have been done to establish New TSN as a policy which affects our spending and the way in which our programmes are delivered across all Departments. The Executive believes that the time is right to examine the implementation of the policy so far and to think carefully about its future direction. It is too early to say what will happen following the evaluation. The Executive has made clear its commitment to the policy. After the evaluation is complete the Executive will consider the findings and decide on the way forward.
- 9.6 Work will be undertaken during the next year to revise the Northern Ireland contribution to the **UK National Action Plan on Social Inclusion**. In line with Council of Europe requirements the UK National Action Plan on Social Inclusion reflects United Kingdom-wide strategies to combat poverty and social exclusion in the period 2001 – 2003. New TSN was highlighted as Northern Ireland's overarching policy in this area. The UK National Action Plan sets out objectives, timetable and monitoring arrangements for action against poverty by both the UK Government and the Devolved Administrations. We want to ensure that the Executive's policies continue to complement national anti-poverty strategy.
- 9.7 In taking forward all of our work we want to develop and strengthen our relationships with local government, social partners and the Civic Forum and welcome the work that has been undertaken by these organisations. This will enable us to make informed decisions about future policy development in line with the Executive's aim to tackle poverty and social exclusion.

Annex 2: Further Information about New TSN

This report can be accessed on the Internet at www.newtsnri.gov.uk. It can also be made available in alternative formats from the New TSN Unit in large print, audio cassette and on disc or via e-mail in Word.

If the report is not available in a format which is helpful to you, or if you would like to know more about New TSN, please contact Colette Murphy or Paul Connolly at the New TSN Unit. You can contact them by:

Post: OFMDFM
New TSN Unit
E3.19 Castle Building
Stormont
Belfast
BT4 3SR

Telephone: Colette Murphy: 028 90
523278
Paul Connolly: 028 90
523164

Fax: 028 90 523323

E-Mail: New.TSN@ofmdfmi.gov.uk

Text Phone 028 90 522526

The people listed on the following pages are closely involved with the implementation of New TSN within their respective Departments. You are welcome to contact them if you have a query about a particular Department's approach to the policy or about its Action Plan.

Office of the First Minister and Deputy First Minister

Colette Murphy
New TSN Unit
Room E3.19
Castle Buildings
Stormont
Belfast BT4 3SR

Tel: 028 9052 3278

Fax: 028 9052 3323

E-mail: Colette.Murphy@ofmdfmi.gov.uk

Text Phone 028 9052 2526

Department of Agriculture and Rural Development

Esther Moore
Co-ordination Division
Room 657c
Dundonald House
Upper Newtownards Road
Belfast BT3 4SB

Tel: 028 9052 4047

E-mail: Esther.Moore@dardni.gov.uk

Department of Culture, Arts and Leisure

Ms Sandra Agar
Department of Culture, Arts & Leisure
INTERPOINT
20-24 York Street
Belfast BT16 1AQ

Tel: 028 9025 8813

Fax: 028 9025 8831

E-mail: sandra.agar@dcalni.gov.uk

Department of Education

Gillian Ardis
Equality, Rights and Social Inclusion Unit
Rathgael House
Balloo Road
Bangor BT19 7PR

Tel: 028 9127 9628

E-mail: gillian.ardis@deni.gov.uk

Department for Employment and Learning

Briege Rainey
Room 318, Adelaide House
Adelaide Street
Belfast BT2 8FD

Tel: 028 9025 7627

Fax: 028 9025 7625

E-mail: briege.rainey@delni.gov.uk

Department of Enterprise, Trade & Investment

Irene McAllister
Equality and Diversity Unit
Room 141
Netherleigh
Massey Avenue
Belfast BT4 2JP

Tel: 028 9052 9650

Fax: 028 9052 9542

E-mail: irene.mcallister@detini.gov.uk

Textphone: 028 9052 9304

Department of the Environment

Alex Boyle
Room 413
Clarence Court
10/18 Adelaide Street
Belfast BT2 8GB

Tel: 028 9054 1194

Fax: 028 9054 1169

E-mail: Alex.Boyle@doeni.gov.uk

Department of Finance and Personnel

Shirley McCullough
Equality Unit, Central Support Division
Corporate Services Group
Room P1, New Building
Rathgael House
Balloo Road
Bangor BT19 7NA

Tel: 028 9185 8046

E-mail: shirley.mccullough@dfpni.gov.uk

Department of Health, Social Services and Public Safety

Doros Michail
New TSN Unit
Room C 4.2
Castle Buildings
Stormont
Belfast BT4 3SJ

Tel: 028 9052 2327

Fax: 028 9052 0510

E-mail: Doros.Michail@dhsspsni.gov.uk

Department for Regional Development

Margaret Langhammer
Central Management Branch
Room 439b
Clarence Court
10-18 Adelaide Street
Belfast BT2 8GB

Tel: 028 9054 0938

Fax: 028 9054 0064

Textphone: 028 9054 0642

E-mail: margaret.langhammer@drdni.gov.uk

Department for Social Development

Danny Byrne
Equality and Corporate Planning Unit
5th Floor
Churchill House
Victoria Square
Belfast BT1 4SD

Tel: 028 9056 9533

E-mail: Danny.Byrne@dndni.gov.uk

Northern Ireland Statistics and Research Agency

Ashley Russell-Cowan (Mrs)
Corporate Branch, NISRA
McAuley House
2-14 Castle Street
Belfast BT1 1SA

Tel: 028 9034 8283

Fax: 028 9034 8117

E-mail: ashley.russell-cowan@dfpni.gov.uk

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Annex 3: Abbreviations

BSP	Building Sustainable Prosperity
CCCD	Child and Community Care Directorate (DHSSPS)
CCMS	Council for Catholic Maintained Schools
CSA	Child Support Agency
DARD	Department of Agriculture and Rural Development
DCAL	Department of Culture, Arts and Leisure
DE	Department of Education
DEL	Department for Employment and Learning
DETI	Department of Enterprise, Trade and Investment
DFP	Department of Finance and Personnel
DHSSPS	Department of Health, Social Services and Public Safety
DIS	Directorate of Information Systems (DHSSPS)
DOE	Department of the Environment
DRD	Department for Regional Development
DSD	Department for Social Development
ELB's	Education and Library Boards
EPF	Executive Programme Fund
EQIA	Equality Impact Assessment
EU	European Union
FD	Finance Directorate (DHSSPS)
FE	Further Education
FRS	Family Resources Survey
GCSE	General Certificate of Secondary Education
GIS	Geographical Information Service
HRD	Human Resource Directorate (DHSSPS)
HSS	Health and Social Services
IDB	Industrial Development Board
ILA	Individual Learning Account
LED	Local Economic Development
LEDU	Local Enterprise Development Unit
MIG	Minimum Income Guarantee
NDPB	Non-Departmental Public Body
New TSN	New Targeting Social Need
NGFL	National Grid For Learning
NI	Northern Ireland
NICVA	Northern Ireland Council for Voluntary Action
NIO	Northern Ireland Office
NISRA	Northern Ireland Statistics and Research Agency

OFMDFM	Office of the First Minister & Deputy First Minister
PASG	Pharmaceutical Advice and Services Group (DHSSPS)
PCD	Primary Care Directorate (DHSSPS)
PHMAG	Public Health, Medical and Allied Group (DHSSPS)
PPMD	Planning and Performance Management Directorate (DHSSPS)
PPP	Public Private Partnership
PSEEP	Pre-School Education Expansion Programme
PSI	Promoting Social Inclusion
PSSPIAU	Public Safety, Strategic Planning and Information and Analysis Unit (DUSSPS)
PwC	PricewaterhouseCoopers
QUB	Queens University Belfast
RDSG	Rural Development Steering Group
RSSI	Raising School Standards Initiative
SSA	Social Security Agency
UFI	University for Industry
UK	United Kingdom
YCNi	Youth Council for Northern Ireland

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Annex 4: References

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