# **NEW TARGETING**

## SOCIAL NEED

**SUMMARY** 

**REPORT** 

#### MINISTERIAL FOREWORD

Continuing to combat the causes and problems of poverty and social exclusion is a commitment, which was given by the former Executive and continues to be at the heart of this Government's work.

During this reporting period, Northern Ireland Departments have, in developing policies and programmes and in allocating the necessary resources, continued to focus on those people and areas in greatest social need. In this 4<sup>th</sup> Annual Report, we review the progress that New TSN has made in our battle against poverty in Northern Ireland, with a focus on the practical measures and initiatives, which departments have taken forward.

We recognise however, that there is always more that we must do to continue to, and improve how we tackle the problems and causes of poverty and social inclusion in a diverse and multi-cultural Northern Ireland.

In response to this challenge, in April 2004 the then Secretary of State for Northern Ireland, Rt. Hon Paul Murphy MP, launched a consultation document, which contained our proposals for the future development of the New TSN Policy through the development of a Northern Ireland Anti-Poverty Strategy. This will build upon the success of New TSN and introduce new innovative measures to meet the needs of the most disadvantaged individuals, areas and groups.

103 responses were received in respect of these proposals, and these were fully assessed prior to a further short consultation exercise which commenced on 20 June 2005 and will end on 26 August 2005.

Transparency of actions has been an important element of New TSN, hence departments have published individual Action Plans showing progress against New TSN targets. These Action Plans were previously summarised in a New TSN Annual Report.

Government recognises that while this process has been important to measure and report progress in this way, the process should be simplified and reflect wider United Kingdom (UK) and European reporting systems. We are currently consulting on what the reporting format should be but in the meantime we need to continue to compile and present, through this report, the full range of work across departments which is aimed at tackling poverty and social disadvantage in Northern Ireland.

#### INTRODUCTION

The Government's Priorities and Budget document sets out its priorities for 2005 – 2008. It expresses the high priority commitment that has been placed on combating the problems of poverty and social exclusion, and any related issues that emerge.

New TSN is the government's main policy for tackling poverty and social exclusion. It aims to target efforts and available resources towards 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). Examples of PSI initiatives are provided within chapter 5 of this document.

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 previous New TSN Annual Reports, which are available on the New TSN website at <a href="https://www.newtsnni.gov.uk">www.newtsnni.gov.uk</a>.

Promotion of the Equality Agenda, including New TSN, across the Northern Ireland Administration is one of the key responsibilities of the Office of the First Minister and Deputy First Minister (OFMDFM).

The Central Anti-Poverty Unit, formerly the New TSN Unit occupies a central coordination role 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 Northern Ireland Office (NIO) collectively through cross-departmental groups as well as with individual departments. The Equality and Social Needs Steering Group (ESNSG), chaired by OFMDFM, comprises senior officials from all Northern Ireland Departments and the NIO. It aims to promote a co-ordinated cross-departmental approach to the further development and implementation of equality and social need policies.

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.

Government is committed to reporting progress on tackling poverty, inequality and social exclusion. In previous years, this has been done through departments publishing annually, reports showing progress against New TSN objectives within their departmental programmes. In addition, OFMDFM has produced annually an overall report on progress for the same period.

In consulting on a future strategy to tackle poverty in Northern Ireland, Government has proposed changing these reporting arrangements and replacing individual

departmental reports with a single integrated Regional Action Plan following broadly the format of the United Kingdom's National Action Plan. Pending agreement on these proposals, it is important that we continue to report progress on achievement of New TSN objectives, thus maintaining accountability, continuity and ensuring that information on progress continues to be available.

This report follows the structure of previous reports in covering:

- Working Together (i.e. joined-up approaches to tackling poverty and social disadvantage);
- Progress in reducing unemployment and increasing employability;
- Targeting resources;
- Tackling other aspects of poverty (e.g. poor health and low educational attainment);
- Promoting Social Inclusion; and
- Improving information on poverty.

#### 1. WORKING TOGETHER

- 1.1. Policymaking partnerships continue to have an important role to play in departments' commitment to tackling poverty and social exclusion. The principles of New TSN have been mainstreamed through positive engagement with key stakeholders outside government, as well as co-operation between departments.
- 1.2. Within the current reporting period, departments have once again demonstrated the effectiveness of working together and with the voluntary and community sectors. The following examples illustrate how this has been happening.
- 1.3. Working in partnership with the Northern Ireland Housing Executive (NIHE), the Rural Community Network and the international Fund for Ireland, the Department of Agriculture and Rural Development (DARD) launched a Community Estates programme on 26 June 2003. This programme aims to target and work with 12 rural housing estate clusters across 13 district council areas where there is little or no community infrastructure. Thirteen project officers have been employed to engage communities to work together to promote social inclusion, increase the level of community engagement and develop external networks.
- 1.4. The Rural Connect Service was established in April 2003. This is a new sign-posting service to help farmers identify and access funding and support from the Rural Development Programme, DARD Grants and Subsidies, Environmental Schemes, Education Programmes, Rural Support, Rural Portal and other Government departments. During 2003/04, 63% of Rural Connect information events were held in either the most deprived or second most deprived areas of Northern Ireland.
- 1.5. Invest NI launched a brochure entitled "Look at your business from a different angle...and grow" at the 2004 Balmoral Show. This brochure highlights the work of Invest NI in the rural community and the range of support available to both new start-up businesses and established businesses. The brochure was endorsed by both DARD and the Ulster Farmers' Union and has been widely distributed round the local offices of Invest NI, Enterprise NI, Rural Connect and Ulster Farmers' Union. A rural entrepreneurship section has also been developed on the Invest NI website and points of contact identified in each of the organisation's local offices.
- 1.6. Substantial progress has been made to progress the work begun by the West Belfast and Greater Shankill Task Forces. The Task Forces, were originally commissioned in 2001, to identify practical actions, which could be taken quickly to improve employment prospects and reduce poverty in these areas. The Task Forces produced a joint report containing over 150 recommendations in February 2002.
- 1.7. A Joint Working Group (JWG), co-chaired by a senior official from the Department of Enterprise, Trade and Investment (DETI) and economist, John

Simpson, was set up in July 2003 to carry out a comprehensive review of the Task Forces Report; produce an Integrated Development Strategy for the area; identify sources of funding to support implementation of the strategy; and prepare an application for Integrated Development Fund (IDF) funding. Comprising representatives of the original Task Forces, councils, Local Strategy Partnerships and relevant government departments, the JWG met regularly throughout the autumn and winter months and, working in a close and committed partnership, finalised its Regeneration Strategy and associated bid to IDF, in May 2004. The 17 projects included in the IDF bid have since passed OFMDFM's initial assessment and are now at various stages of further development. Previous Finance Minister, Ian Pearson advised JWG that, subject to these projects passing individual economic appraisals, £21.7 million would be available from the IDF to support developments, which should result in a total investment of up to £60 million in the area from a range of funding sources.

- 1.8. The Department of Health, Social Services and Public Safety (DHSSPS) continues to promote the Teenage Pregnancy and Parenthood Strategy and Action Plan. The Tobacco Action Plan was published in July 2003, and an implementation group established. The Home Accident Prevention Strategy and Action Plan 2004-2009 was published in November 2004 and an implementation group established to take the strategy forward. DHSSPS is in the process of developing a Sexual Health Promotion Strategy and intends to issue it before the end of 2005.
- 1.9. The Drug Strategy and the Strategy for Reducing Alcohol Related Harm, the NI Drug and Alcohol Campaign and the structures established to implement jointly both strategies, have been reviewed during 2004-05. The final report is expected to be published by September 2005 and this report will then help inform the development of a revised strategic direction. Full and inclusive consultation will form an integral part of this development.
- 1.10. Development of Health Action Zones (HAZ) has continued. Reviews were successfully completed of the Northern Neighbourhoods and Western Health Action Zones and the North and West Belfast Health Action Zone Phase 2 Action Plan was launched. An overall evaluation of the Health Action Zone initiative has been taking place during 2004-05 and is to be concluded in Summer 2005.
- 1.11. The cross-sectoral Investing for Health (IfH) Partnerships, established in each Health and Social Services Board area, to take forward local implementation of Investing for Health, each developed long term Health Improvement Plans, to address the identified health and well-being needs of the people in their areas. These plans were approved by the Ministerial Group on Public Health and endorsed by the Minister, as representing a sound foundation on which to build for future years. The first two annual Investing for Health Reports, published in October 2003 and 2004, have provided updates on the implementation of the strategy, and demonstrated the wide range of groups and organisations across all sectors, which are working in partnership to improve the health and well-being of the people of Northern Ireland.

- 1.12. Work also continued with improving the quality of childcare information, which is one of the aims of the childcare strategy, "Children First." CAPITA have now been appointed to undertake the review and it is expected that they will produce their final report at the end of July 2005. As the first stage in the development of a wider childcare information service, the "Childcare Choices" website has been launched, providing general and signposting information on choosing, finding and paying for childcare. (www.childcarechoices.n-i.nhs.uk)
- 1.13. In 2003/04, the Pre-School Education Expansion Programme provided sufficient places for 92% of all children in their immediate pre-school year. Research indicates that 90% coverage is sufficient to provide a place for every child in its immediate pre-school year, whose parents wish it.
- 1.14. The Department of Culture, Arts and Leisure (DCAL) continued to work with other departments in many areas of work. The inter-departmental action plan on Unlocking Creativity A Creative Region was published in October 2004, setting out a series of medium-term strategic measures to take forward the unlocking strategy across culture, education, learning and enterprise.
- 1.15. Cultural diversity in the arts has been promoted through the delivery of training in conjunction with the Community Relations Council. A Joint Community Relations Council initiative was identified and a pilot programme for Black and Minority Ethnic Communities set up. In December 2003, the Council adopted a cultural diversity and good relations policy and strategy, and proceeded to plan a large-scale touring exhibition. This will be launched in spring 2005 and will highlight the diverse and rich cultures of Northern Ireland's minority ethnic communities.
- 1.16. During the year the Department for Employment and Learning (DEL) began working in partnership with all of the devolved administrations and their respective regulatory authorities to deliver a full programme of work, which will lead to a fundamental reform of the present system of vocational qualifications by 2007. Modern qualification structures, tailored and quality assured to meet sector needs will be fully in place within a unit-based credit framework. Adaptable learning, assessment and funding arrangements will extend access and take-up, improve equality of opportunity and promote lifelong learning. This revitalised system will support employers, young people, adults and society by developing the skills of the workforce and improving international competitiveness.
- 1.17. Targeted Initiatives have been established in areas of lowest employment and high social deprivation to promote and assess the integrated approach to employability, as set out in the Taskforce on Employability and Long-term Unemployment Action Plan. Targeted Initiatives have been developed in four areas: West Belfast; Greater Shankill; Londonderry; and Strabane. Local stakeholders' forums have been directly involved in the Targeted Initiatives developments. These forums have enabled the initiative to reflect the needs of the local community.
- 1.18. The Department for Social Development (DSD) launched "People and Place" it's Neighbourhood Renewal Strategy in June 2003. The long-term strategy

provides the impetus to tackle the complex, multi-dimensional nature of deprivation in an integrated way and its success will depend on co-operation across a range of government bodies and agencies. The strategy aims to close the gap between the quality of life for people and marginalized groups in the most deprived neighbourhoods, and the quality of life in the rest of Northern Ireland. The number of areas targeted is 32 (13 in Belfast; 6 in the North West; and 13 in the countryside). Neighbourhood Partnership Boards will be established in each of the areas in 2005.

- 1.19. During 2004/05, the Social Security Agency (SSA), in partnership with the Voluntary Sector, took forward the action plan from the research report "Benefits for All." The SSA also developed a Benefit Take-Up Strategy, which was subject to public consultation. This Take-Up Strategy was implemented throughout 2004/05 and work on the 2005/06 Strategy is ongoing. In addition, the SSA is a member of a number of Inter-Departmental Working Groups examining the needs of a range of issues impacting on customers.
- 1.20. The Task Force on Resourcing the Voluntary and Community Sector was established by Government in 2003 and ran a major consultation exercise around their Position Paper, *Pathways for Change*, which attracted almost 200 responses. In October 2004, the Task Force presented their final report, *Investing Together*, to the Rt. Hon. John Spellar MP, Minister with responsibility, at the time, for social development. Both the Task Force report and the consultation process identified the important contribution of the voluntary and community sector to tackling disadvantage and social exclusion.
- 1.21. The Equality Unit within the Department of Education (DE) oversees the incorporation of New Targeting Social Need in DE's policies and programmes. The Unit regularly monitors and co-ordinates New Targeting Social Need actions and timescales.
- 1.22 During last year, the Rate Collection Agency within the Department of Finance and Personnel continued to work closely with other public sector and voluntary bodies to promote uptake of benefits by attending advice days throughout the province. The Agency has also worked with Help the Aged and Age Concern to promote uptake of benefits with attendance at public awareness events in several venues throughout Northern Ireland.
- 1.23 The Northern Ireland Statistics and Research Agency (NISRA) has continued to develop its Neighbourhood Information Service (NINIS) that provides easy access to a range of statistical information about geographical areas, across a broad span of subject areas. The service was re-launched in July 2003 with the introduction of small-area results from the 2001 Census of Population and additional administrative datasets including social welfare, education, crime, health and transport. Many more have been added and updated since then. The Neighbourhood Statistics Unit is holding free seminars on using NINIS. For more information and to register to attend a seminar please go to: <a href="https://www.ninis.nisra.gov.uk">www.ninis.nisra.gov.uk</a>.

1.24 In addition, NISRA developed a website in 2003/04 bringing together information relating to Section 75 categories for different policy areas, from a range of NISRA sources. This website was launched in April 2004 and development has continued with the addition of new and updated information. (<a href="https://www.equality.nisra.gov.uk">www.equality.nisra.gov.uk</a>)

#### 2 REDUCING UNEMPLOYMENT AND INCREASING EMPLOYABILITY

- 2.1. Unemployment is seen as one of the most profound causes 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 contribution to make.
- 2.2. In a drive to tackle issues relating to inequalities in employment, the Department for Employment and Learning continues its work on New Deal. In line with the department's commitment to placing greater emphasis and priority on tackling essential skills needs, a new essential skills strand was introduced within the New Deal for 18 to 24 year olds and New Deal 25+ programmes. This enables participants with Essential Skills needs to address these within a vocational context and, if appropriate, to progress to one of the New Deal options. In addition, further assistance can be provided through the subsidised employment route-giving participants with essential skills needs up to eighteen months on New Deal.
- 2.3. Paths to Work, Paths to Inclusion Convention is an annual event, organised by the Centre for Economic and Social Inclusion (CESI) and supported by JobCentreplus. In previous years the Convention was held in Liverpool, Manchester and Glasgow. Northern Ireland was asked to host the event in 2003. The department, in partnership with DETI, the Belfast City Council and Belfast Local Strategy Partnership, sponsored the event, which was held in November 2003 at the Waterfront Hall. The Convention was the first international event to bring together the experience of those operating wagebased initiatives for communities and to examine policy lessons for local and national labour market strategies. The event attracted 400 delegates to Belfast from a wide variety of organisations across the UK, Europe, the USA and Australia. There were 60 presentations and 7 study visits over the two days of the Convention. A contingent of delegates from America also undertook a study visit to the North West the day before the Convention. Overall the event elicited an excellent response from all delegates. The wide variety of topics covered, stimulated a range of interesting debates and sparked many new ideas.
- 2.4. In January 2004, the then, Minister Jane Kennedy announced her decision to introduce Education Maintenance Allowances (EMA) in Northern Ireland, from September 2004, in line with the rest of the UK. The EMA programme is part of the government's commitment to help young people, aged 16 to 19, have the opportunity to fulfil their educational potential. It offers regular means tested payments of up to £30 per week to young people to encourage participation, retention and achievement, in post compulsory education, either at school or in a further education college. The scheme has been successfully introduced for the 16-year-old age group. Preparation is currently underway to

extend to the 16-17 year old age group in academic year 2005-06.

- 2.5. In March 2003, the Department for Employment and Learning launched a review of the strategy for further education in Northern Ireland. The review recommends that the strategic aim of the further education sector should focus on its role as the primary agent of lifelong learning. Underpinning this strategic aim, three strategic objectives were identified. These envisage the sector being:
  - A key driver of local, sub-regional and regional economic development;
  - An active agent of social cohesion; and
  - A major promoter of lifelong learning.

The primary strategic objectives of the sector should be to support economic development. For the sector, this will mean:

- A strategic focus on providing skills for the economy;
- A curriculum more clearly related to economic requirements;
- · Clear progression routes to higher level skills;
- Improving schools/FE collaboration;
- A focus on essential skills, including information and computer technology for all students;
- Placing enterprise awareness at the centre of further education; and
- Preparing people for employment.

The implementation of the strategy is now underway and will require strengthening of the governance arrangements for colleges; a new funding model more closely linked to the strategy; a sharper focus on performance outcomes; and consideration of the size and structure of the sector to determine its suitability to deliver what is required.

Widening participation in higher education by students from those groups who are currently under-represented, is one of the department's key strategic goals. In particular, students from disadvantaged backgrounds and students with learning difficulties and disabilities.

2.6. The "Aimhigher" Roadshow was launched in Northern Ireland in 2003 as part of the strategy to widen participation in HE. The Roadshow is a joint venture between the Department for Employment and Learning, the Department of Education and the Royal Bank of Scotland Group (locally branded as Ulster Bank Limited). The objective of the Roadshow is to increase awareness of, and participation in, HE amongst young people who may not have considered it as an option. The programme targets 13 year olds who are starting to consider their GCSE options and concentrates on schools selected on the basis of social disadvantage, which would have very low levels of students progressing to HE or FE. Also targeted are post GCSE students at FE colleges. During the 2003/04 academic year, the Roadshow visited 15 FE colleges and provided the Aimhigher experience to approximately 1.800 further education students across Northern Ireland. Evaluation following the FE college tour showed a 25% positive shift in students' attitude to HE. The Roadshow also visited over 130 schools in Northern Ireland during the

2003/04 academic year and approximately 16,000 pupils are estimated to have benefited from the experience.

- 2.7. The Department for Employment and Learning is committed to driving forward improvements in the delivery of services to its customers. In partnership with the Social Security Agency, the department has developed a shared vision to "deliver high quality customer focused employment and welfare services in Northern Ireland". This is being taken forward through the introduction of the Jobs & Benefits service, which focuses on individual customers' labour market needs as an integral part of the benefit claiming process. The introduction of the Jobs & Benefits service has led to the co-location of the Jobcentre with the Social Security Office. To date, 25 Jobs & Benefits offices have been rolled out with a further 4 offices programmed to roll out by March 2007. The new arrangements will be introduced in all offices by March 2006. Customer feedback has been extremely positive in respect of the services provided and the new environment. The department is committed to building on this success through the continued development of a range of services that will meet the needs of all its customers.
- 2.8. The department is supporting Welfare Reform delivery with innovative e-Business solutions that improve access to information on job vacancies. For example, by March 2004, touch screen Jobpoint Kiosks had been installed in all Job Centres and Jobs and Benefits Offices. The Jobpoints provide access to up-to-date information on jobs across Northern Ireland and in the Republic of Ireland. The JobCentreOnline Internet site has also been enhanced to further assist jobseekers with their search for work.
- 2.9. Significant progress was made in advancing the Essential Skills for Living Strategy during 2003/04. An Essential Skills Strategy in the Workplace has been developed to encourage employers to identify and address literacy and numeracy needs within the workforce and to enable them to access free, tailor-made learning programmes for their employees.
- 2.10. In April 2005, a total of 27,500 learners were supported through the network of learndirect centres across Northern Ireland. Courses undertaken covered ICT, Business & Management and Essential Skills.
- 2.11. A New Direction project was funded through the Programme for Building Sustainable Prosperity and by the European Union. The purpose of the project was to meet gaps in the labour market for IT tutors. Its aim was to assist long-term unemployed women, or women returning to work, to gain employment as IT tutors.
- 2.12. DETI is leading the implementation of Government's Cross-departmental Strategy "Developing a Successful Social Economy" 2004-07, which was published in September 2004. The social economy is a wide and diverse sector, which has been operating and developing in Northern Ireland over a number of years with a strong tradition of supporting local communities and addressing disadvantage. Three objectives will facilitate Government's action to develop the social economy increase awareness of the sector and

establish its value to the local economy; develop the sector and increase its business strength; and create a supportive and enabling environment. Actions to progress these objectives are being taken forward by departments, in conjunction with the sector, in annual Action Plans. With support from DETI, DSD and the EU, the Social Economy Agency has been facilitating an inclusive Social Economy Network to represent and act on behalf of the sector. The Network has 220 members and held its first Annual Conference in autumn 2004.

- 2.13. Network members, along with departmental representatives, also represent the sector at the high level Social Economy Forum, chaired by the DETI Minister. The Forum has had 3 successful meetings and has endorsed recommendations on improved finance and business support for the sector, which are being carried forward. Work on the development and launch of a public procurement guide and training programme for the sector was nearing completion during the period. The key structures continue to provide for ongoing dialogue and partnership between the social economy and the public sector.
- 2.14. Since the launch of the new Community Business Start Up Programme in June 2002, Invest NI has attracted 133 applications for assistance from disadvantaged areas or groups. By end-November 2004, 63 projects had been approved for support, which includes a package of practical advice; funding and other support to help groups turn ideas into small businesses. The Peace 2 Programme has now committed all its funds and the current programme has closed. In light of Invest NI's ongoing commitment to contribute to the development of the social economy sector, Invest NI is working on a set of initiatives within the Interdepartmental Action Plan on the Social Economy aimed at supporting both new and established small enterprises.
- 2.15. Following an extensive public consultation process, a new strategy that aims to substantially increase entrepreneurial activity in Northern Ireland was finalised and launched by Invest NI in June 2003. The Accelerating Entrepreneurship strategy seeks to enhance the quality and quantity of business ventures in Northern Ireland in order to create a more vibrant economy. It aims not only to provide effective support for fledgling businesses, but also to address the root causes of our low level of entrepreneurship. This will mean tackling issues, such as fear of failure and taking risks, by creating a culture and environment of education and promotional campaigns that support and encourage entrepreneurs, particularly those in under-represented groups such as women, young people, people with disabilities and ethnic minorities.
- 2.16. The Department for Regional Development has been working to implement the Regional Transportation Strategy (RTS) for Northern Ireland through the development of Transport Plans and an Accessible Transport Strategy (ATS). The schemes within the RTS will remove barriers to transportation for those who are socially excluded, providing access to employment, training and other services.

- 2.17. On 30 April 2003, the Rural Development Council (RDC) launched a rural transport initiative funded through the Rural Development Programme. This initiative aims to provide low cost accessible transport to registered groups and individuals. For many people, this affordable and demand-led service ensures that they attend vital appointments such as doctor and hospital appointments. Patrons are collected at their home, taken to their appointment and taken home after their treatment. This service is sensitive to individual needs and trained drivers take care to ensure the comfort and well-being of their members. The RDC is certain that this provision in rural communities promotes social inclusion and increases access to services.
- 2.18. Research has been commissioned by the Department of Education into the employability needs of young people aged 16-25, suffering from education underachievement, and youth work interventions tailored to meet those needs. Other recommendations are being progressed through the Youth Work Training Board, Curriculum Development Unit and Measuring Performance Sub-Group.

#### 3. TARGETING RESOURCES

- 3.1. Fiscal and economic-related policies are reserved matters, and therefore not for consideration by Northern Ireland Ministers. That element of public expenditure, which is allocated at the discretion of local Ministers – totalling over £7.5 billion in 2005-06 – is allocated to NI Departments, on a basis which reflects Ministerial priorities, to take forward policies and deliver the public services for which they have responsibility. Prior to suspension, the Executive decided that New TSN should be one of the important factors to be taken into account when making decisions regarding the allocation of resources. The government, through the publication of its annual Priorities and Plans has reiterated how central New TSN considerations should be to budgetary decisions and that resources should be targeted at those individuals, areas and groups in greatest objective need. Ascribing such influence to New TSN helps it to become the lifeblood of the individual departments and enables resources to be targeted towards those individuals, groups and areas that are in greatest objective social need.
- 3.2. OFMDFM's Central Anti-Poverty Unit, Equality and Human Rights branch and the Economic Policy Unit continue to work with the Department of Finance and Personnel (DFP) to ensure that New TSN principles are taken into account in the consideration of spending proposals. Northern Ireland Departments have built New TSN into their budgetary processes, thus ensuring New TSN impacts can be identified and advice provided to Ministers when making decisions on resource allocations.
- 3.3. When such targeting is on a geographic basis it is done using statistical measures of multiple deprivation. These were developed on behalf of Government by the Social Disadvantage Research Centre at the University of Oxford. An update and review of these measures was commissioned by the Northern Ireland Statistics and Research Agency (NISRA) working with representatives of central government, local government, the voluntary sector and the Equality Commission. A consultation took place over summer 2004 and the Steering Group agreed the methodology in December 2004. A blue print document describing the methodology was published in February 2005. The new measures of relative multiple deprivation were published in May 2005 and are available on the NISRA website (www.nisra.gov.uk).
- 3.4. The Inter-departmental Urban-Rural Definition Group Report on the classification of settlements was published in February 2005. The report uses information from the 2001 Census and the Planning Service, Department of the Environment to classify and delineate settlements in Northern Ireland. The classification document was accompanied by the simultaneous release of a 2001 Census Key Statistics report that provides a statistical profile of all settlements in Northern Ireland with a population of at least 1,000 people. The classification system will allow users to group settlements in relation to rurality/urbanity for particular policy purposes.
- 3.5. The Department of the Environment (DOE) provides financial support to District Councils through the resources element of General Grant. A new

statutory formula for distribution of the resources element of the grant was introduced with effect from 1 April 2003. Incorporated in the formula are factors that take account of deprivation throughout District Councils. The data are updated annually to ensure that the formula continues to address socioeconomic disadvantage. The 2005/06 allocations did not result in any major incidents.

- 3.6. DOE's Local Government Division liaised with a departmental Economist and it was agreed that the best way to examine New TSN in District Councils' expenditure decisions was to do so within the context of an economic appraisal. Following the publication of the Northern Ireland Practical Guide to the Green Book, the economist drafted guidelines about undertaking economic appraisals and issued these to council representatives for comment. Some positive feedback has been received and the application of the guidelines is being given further consideration by councils.
- 3.7. The Department of the Environment continues to use issues papers to consult with community groups in order to ascertain the specific needs of communities. The monitoring of housing land availability is continuing and advances have been made in the utilisation of the Planning Service Geographical Information System. Although no new Draft Development Plans were issued during 2003/04, two draft plans were published during 2004/05. The Magherafelt Area Plan 2015 Draft Plan and the Belfast Metropolitan Area Plan 2015 Draft Plan were published in April and December 2004, respectively. The Northern Area Plan 2016 Draft Plan was published during the following business year in May 2005. Following publication, a period of eight weeks will be allowed for the submission of representations. All objections received will be considered.
- 3.8. The Environment and Heritage Service (EHS), 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 and public interest among the main objectives.
- 3.9. EHS continues to take account of the contribution that projects make towards targeting social need when grant applications are assessed. This approach not only encourages applicants to consider how their projects can address social need, but it also results in some projects that are focussed on disadvantaged areas being awarded higher levels of grant support.
- 3.10. During 2004, applications sought under DARD's Rural Development BSP Sectoral programme, with a focus on under-represented groups, have been finalised. A total of 8 projects, including Rural Community Estates programme, are operational. Two of these projects are specifically targeted at young people with another focusing on the role of women.
- 3.11. During 2004, the final phase of the BSP Programme the Area Based competition was launched. It was designed to address the needs or

opportunities of specific areas of the rural economy, environment or society that can best be tackled through an Area Based approach rather than a series of projects in local areas or a NI wide programme. Proposals that addressed the needs and opportunities of youth, long-term unemployed, farmers and farm families and women were particularly welcome. 9 projects have been approved; of these 1 focuses on youth and 2 on farmers and farm families.

- 3.12. The department administered 11 schemes to assist the Northern Ireland fishing industry under the Financial Instrument for Fisheries Guidance (FIFG) funding. A new scheme to compensate fishermen for compulsory tie-up was launched and administered during Spring 2004. To date, total FIFG commitment is £14m and expenditure of almost £10m has been achieved. Assessment and selection for further FIFG awards are ongoing. In January 2003, the then Minister Ian Pearson announced the establishment of a Taskforce made up of Civil Servants, representatives of District Councils and of the fishing industry, to consider the wider socio-economic problems arising from decisions taken at European Fisheries Council meetings seriously affecting the local industry. The Taskforce reported in late 2003, and since then work has continued under the supervision of a Taskforce Steering Group to draw up a project-based Action Plan to assist the fishing industry and the wider community in the villages of Annalong, Ardglass, Kilkeel and Portavogie who depend on that industry for their well-being. Implementation of the Plan will be funded, at least in part from the Integrated Development Fund.
- The Department of Health, Social Services and Public Safety continues to 3.13. help ensure equity in the distribution of resources to each of the four Health and Social Services (HSS) Boards, through the Regional Capitation Formula. A significant research programme has been completed, and a number of refinements to the formula have been proposed and were subject to public consultation from September to November 2004. These refinements have further improved the sensitivity of the formula to need, and have addressed a number of equality issues. In particular, the formula now contains research based needs factors for the disability programmes. Research was also undertaken to investigate whether unmet need, which is the term for need usually in very deprived or remote areas that has not been identified to the service, was being accounted for equitably. A new work programme to update parts of the formula to take account of changing services is now commencing. Further work also took place on the Strategic Resource Framework, which analyses planned HSS Board expenditure and is used to contribute to Boards assessment of equity in their local populations. In line with the department's Priorities for Action targets. HSS Boards have also developed draft local equity strategies for consideration.
- 3.14. The Making a Good Start P2 Initiative was launched as a pilot scheme in October 2002 and was directed at primary schools with the lowest number of pupils in year 2 reaching the expected standards for their age at Key Stage 2. In October 2002, £700k was distributed to Education & Library Boards and grant-maintained integrated schools and were to be used to employ classroom assistants to help teachers of P2 within the selected schools. Further allocations of £1,700k in 2003/04 and £2,326k in 2004/05 have been made bringing the total amount allocated to date under this initiative to

£4,726k. The initiative is still continuing and £2,396 has been allocated for 2005/06.

- 3.15. Water Service provides a reasonable cost allowance of up to £5000 to existing householders to assist them to connect their properties to the main. Water Service continues to explore with agencies, such as the Northern Ireland Housing Executive (NIHE) and District Councils, various means of increasing the number of properties connected. Water Service worked in partnership with Dungannon and South Tyrone District Council and Armagh and Dungannon Health Action Zone to formulate a bid for over £200,000 funding from DARD's Rural Development Programme. Any grant awarded will be used to connect additional properties in the District Council area to mains water.
- 3.16. The Department of Culture, Arts and Leisure, through the Peace II programme aims to promote water-based tourism and economic activity in disadvantaged areas. By 31 January 2005, the £4.8 million funding allocation was fully committed on 65 successful applications under separate Angling and Water Recreation development programmes. Of the monies awarded, over 85% went towards projects in council wards experiencing the highest levels of multiple deprivation.

#### 4. TACKLING OTHER ASPECTS OF POVERTY

- 4.1. 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 educational attainment; 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.
- 4.2. In this respect, every department has an important contribution to make, helping to address the many inequalities that poor people experience.
- 4.3. The DHSSPS and Health and Social Services Boards and Trusts have in place a wide range of initiatives to help tackle health inequalities. These include cross-cutting policies such as Investing for Health and development of Health Action Zones referred to in section 1.
- 4.4. The Department of the Environment (DOE), through the Planning Service, is giving particular consideration to the principles of New TSN, specifically in the area of the development plan process. An important issue for Development Plans is to encourage development in areas of social deprivation as a means of addressing social, economic and environmental need. The department continues to use Issues Papers to consult with community groups in order to ascertain the specific needs of communities. The monitoring of housing land availability is continuing and advances have been made in the utilisation of the Planning Service Geographical Information System.
- 4.5. The Department of the Environment has continued to increase Road Safety Education Officer (RSEO) support to schools, with a significant number of pupils from disadvantaged households taking part. In an effort to reduce road casualties, a Practical Child Pedestrian Safety Training Scheme has been piloted in 32 schools (approximately 6 in each of the five Education and Library Board areas). The first pedestrian training began in the autumn term 2002. The pilot scheme was extended in October 2003 to include a further 28 schools. Training was completed in all 60 schools by March 2004. No further action will be taken until October 2005, when theory work will resume in the same 60 schools, culminating in all schools completing practical training by March 2006. An assessment of the effectiveness of the pilot scheme will then be undertaken. Road Safety Education Officers support three Walking Buses operating in the Belfast (1) and South Eastern Board (2) areas.
- 4.6. The DOE's Environment and Heritage Service monitors the usage of its sites by schools in New TSN areas, in line with commitments in its Education Activity Plan for 2004/05. Reports show that the uptake and usage of sites by schools in these areas, during the academic year 2003/04, was 15.32%. This is against a baseline figure of 12.9% in the academic year 2001/02 and 35% in 2002/03.
- 4.7. The Department for Social Development continues its work with the social new-house build programme. Between April 2003 and January 2005, the

programme saw 1,796 units started. In addition, 85 units for homeless people, funded under the Reinvestment and Reform Initiative (RRI), were started as planned. Over 10,500 homes were re-let by the NIHE and registered Housing Associations. The department has also made significant progress in its target to eradicate fuel poverty, with 11,053 private sector households receiving energy efficiency measures through the Warm Homes Scheme. Furthermore, 17,151 properties had heating systems converted. Following consultation, "Ending Fuel Poverty: A Strategy for Northern Ireland" was published in November 2004.

- 4.8. In February 2004, the Department for Regional Development (DRD) published an Issues Paper on an Accessible Transport Strategy (ATS). The ATS is primarily concerned with improving access to the transportation system for older people and people with disabilities. By identifying the barriers and problems these groups experience, and putting forward initiatives to overcome or reduce these barriers, other groups in society will benefit.
- 4.9. From 1 April 2003 to 31 March 2004, the Department for Regional Development, through the Northern Ireland Concessionary Fares Scheme (the scheme) allowed over 7.5 million free journeys to be taken by older people, people who are registered as blind and persons in receipt of war disablement pensions in Northern Ireland. Throughout the period of the plan, the department progressed its project to extend the Scheme. This enables, from 1 April 2004, the following categories of people to obtain half price fares on stage carriage public transport:
  - those registered as being partially sighted;
  - those known to have a learning disability;
  - persons in receipt of either mobility component of Disability Living Allowance;
  - persons who have been refused a driving licence on medical grounds.

#### 5. PROMOTING SOCIAL INCLUSION

- 5.1. 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 departments and other agencies must address in a coherent way.
- 5.2. The Promoting Social Inclusion (PSI) element of New TSN involves departments working, both collectively and with partners outside government to identify and tackle factors, which can contribute to social exclusion. Following on from this, departments and external partners also seek to undertake positive initiatives to improve and enhance the life and circumstances of the most deprived and marginalized people in our community.
- 5.3. The consultation document outlining proposals for an anti-poverty strategy for Northern Ireland – New TSN The Way Forward Towards an Anti-Poverty Strategy, proposes that the PSI element be retained and extended to look at issues impacting on Lone Parents.
- 5.4. The Social Security Agency initiated and managed the biggest conference in Northern Ireland to mark the European Year for People with Disabilities (EYPD). The "Breaking the Barriers" conference took place on 4 and 5 February 2004 in Belfast City Hall, which was attended by over 200 delegates from the public, private and voluntary sectors. The conference was opened by the Lord Mayor of Belfast and was addressed by the Secretary of State for Northern Ireland. Issues including benefits, education, citizenship, housing, transport and employment were discussed.
- 5.5. As part of the Community Sport Programme, the Department of Culture, Arts and Leisure, in partnership with the Sports Council for Northern Ireland have appointed 7 Community Sport Development Officers and one NI Disability Officer. The aims of the programme are, through the medium of sport, to increase participation, in particular by women, people with disabilities, children and young people, promote community involvement and cohesion and enhance the quality of life in areas of most disadvantage.
- 5.6. The department also operates an annual Water Recreation Programme to provide and maintain facilities such as riverside paths, boating/canoeing launches, angling stands and picnic areas. In promoting increased or diversified use of waterways, the department increasingly acknowledges a commitment to improving disability access and facilities. In the period ending 31 January 2005, the department continued to enhance and upgrade facilities and access in the Public Angling Estate and Water Recreation sites by the provision of disabled parking facilities, access paths, disabled seating and disabled fishing stands.
- 5.7. The Department for Regional Development, through the Rural Transport Fund (RTF), has continued to tackle the issues of social exclusion and targeting social need by improving rural people's access to training or employment

- opportunities through support for public transport and by supporting Rural Community Transport Partnerships, which now total 18.
- 5.8. The Department for Regional Development's Transport Programme for People with Disabilities (TPPD) has continued to target social need by improving the accessibility of public transport to those people with disabilities who cannot avail of existing conventional services in Northern Ireland. The Programme complements the work of existing service providers involved in programmes designed to promote social inclusion for people with reduced mobility.
- 5.9. Promoting Social Inclusion in Mental Health is being taken forward as a subgroup in the Regional Review of Mental Health and Learning Disability (The Bamford Review). It is due to report later this year.
- 5.10. The Minister for Health, Social Services and Public Safety has now approved the Carers Strategy. We expect to be publishing the Strategy after the summer period. The Strategy addresses many issues, which affect the lives of carers in Northern Ireland in relation to health, education, employment, training, information, and support and respite services.
- 5.11 In 2002, OFMDFM, in order to meet its PFG commitment established a Working Group to consider the factors that cause Older People to be at risk of exclusion in Northern Ireland. The Group, which was made up of officials from Government departments, along with representatives of the voluntary/community sector, trade unions, business and the Equality and Human Rights Commissions developed a co-ordinated, joined-up strategy through which the relevant agencies will work together to tackle these factors.
- 5.12 The strategy, "Ageing In An Inclusive Society" was launched by the Minister in spring 2005, following a consultation process, which took place during 2004. The strategy sets out the approach to be taken by Government to promote and support the inclusion of Older People in Northern Ireland. The strategy is accompanied by an implementation plan, which identifies actions for Government departments during 2005/06. OFMDFM will monitor the strategy and develop future action plans.
- 5.13 The European Year of People with Disabilities (EYPD) (launched in January 2003) initiated a Local Grant Scheme in May 2003, totalling £100,000. This funded 22 local projects relevant to the themes and objectives of the European Year. The Local Grant Scheme was similar to the Department for Work and Pensions' National Grants Scheme, which funded 12 successful applicants from Northern Ireland.
- 5.14 In October 2003, at a Ministerial Reception held in Parliament Buildings, the Minister announced the formal extension of the EYPD from 12 to 15 months. This coincided with the launch of a high-impact PR campaign "Think for a change. It's time for change," encompassing television, newspaper and billboard advertisements. The success of the campaign led to its second run in early 2004.

- 5.15 On 29<sup>th</sup> March 2004, the then Secretary of State held a reception in Hillsborough Castle, to formally close the European Year of People with Disabilities. In his closing speech, Paul Murphy outlined the sustainable outcomes from EYPD, announcing the re-constitution of the Promoting Social Inclusion Working Group on Disability in late 2004.
- 5.16 On the 24<sup>th</sup> September 2004, OFMDFM launched the Promoting Social Inclusion Working Group on Disability (PSI Disability). The PSI Working Group on Disability has brought together all government, the Equality, Human Rights and Children's Commissions, other public authorities along with representatives of the disability sector, employers and trade unions. The group will report to Ministers on measures, which could increase participation of people with a disability, in work, school and cultural life.

  The report will encompass issues identified by the Working Group and examined in finer detail by five Subgroups (Access to Employment; Legislation, Citizenship, Language and Attitudes; Transport, Housing, Information and Access; Lifelong learning, Arts, Sports and Culture; and Children and Families) and will be ratified by the main working Group before being presented to Ministers in June 2006.

#### 6. **IMPROVING THE INFORMATION BASE**

- 6.1 Equality and social needs policies are highly dependent on good quality statistics and research. The Northern Ireland Statistics and Research Agency (NISRA) has done much to increase and improve on the information available to those concerned with equality and social needs issues. A range of New TSN-relevant research has continued to be commissioned, managed and published.
- NISRA released the revised Northern Ireland Multiple Deprivation Measures (NIMDM) on 26 May 2005. In development, a steering group was convened by NISRA comprising representatives from all Government departments and included representatives from the Equality Commission for Northern Ireland, NICVA, academia and a range of NGOs and NDPBs. The basic architecture and methodology of the NIMDM remains the same as that of the 2001 "Noble measures" based upon seven discrete domains of: income, employment, health and disability, education skills and training, proximity to services, living environment and crime and disorder.
- 6.3 All main outputs have been released from the Census of Population.

  Among other things, the Census has provided the first accurate count of the ethnic minority population of Northern Ireland, along with quantifying their characteristics and their spatial distribution.
- 6.4 A dedicated online resource of equality information has been established. The website provides users with information on Section 75 groups by main areas of interests. Users can access data tables, publications and links to other useful websites. (<a href="www.equality.nisra.gov.uk">www.equality.nisra.gov.uk</a>)
- 6.5 A review has been carried out to examine the existing information on people with a disability in terms of comprehensiveness and reliability. It also identifies user needs and any significant information gaps and lists recommendations on how best to address such information gaps. In response to this, the Northern Ireland Statistics and Research Agency (NISRA), in conjunction with the PSI Disability Working Group, are developing a new population survey on people with disabilities in Northern Ireland.
- 6.6 NISRA has continued to develop its Neighbourhood Information Service (NINIS) that provides easy access to a range of statistical information about geographical areas across a broad span of subject areas. The service was re-launched in July 2003 with the introduction of small-area results from the 2001 Census of Population and additional administrative datasets including social welfare, education, crime, health and transport and many more have been added and updated since then. The Neighbourhood Statistics Unit is holding free seminars on using NINIS. For more information and to register to attend a seminar, please go to <a href="https://www.ninis.nisra.gov.uk">www.ninis.nisra.gov.uk</a>. The new system includes maps showing the extent on the ground of the spatial units for which statistics have been provided.

- 6.7 DETI's efforts to measure the impact of government assistance on the labour market continue with the publication of its second statement on the findings of its enhanced monitoring arrangements in September 2003. The latest findings revealed that 29% of all people recruited to jobs created with government assistance had previously been unemployed. A third statement, building up a more detailed picture of employees recruited as a result of financial support from government, will be published in late summer/early autumn 2005.
- On developing research and statistical information within DHSSPS, five research projects related to "Investing for Health" have been commissioned by the Research and Development Office for the Health and Personal Social Services with a total committed cost of over £1,280,000. These projects are all currently underway.
- 6.9 Significant progress has been made in implementing the Drug and Alcohol Information and Research Action Plan. The first results from the All-Ireland Drug Prevalence and HSS Board area results have been published. A literature review of drug and alcohol use and knowledge amongst primary school children has been completed and placed on the department's website. A number of statistical bulletins have been published. (<a href="www.dhsspsni.gov.uk">www.dhsspsni.gov.uk</a>)
- 6.10 "Equality and Inequalities in Health and Social Care in Northern Ireland: A Statistical Overview" was published in May 2004. This major statistical report focused on diversity and variations within Northern Ireland that are relevant to health and social care. The overview included results on the impact of conflict on the population's health and well being; stress, mental health and suicide; general health and social well being; lifestyle; and the use of health and social care services. The report included a detailed account of the baseline results of the New TSN Inequalities Monitoring System. This is a basket of indicators, which are monitored over time to assess area differences in morbidity, utilisation of and access to health and social care services. The first annual update of this data was published in December 2004. Morbidity and utilisation data will continue to be updated annually while the accessibility data will be updated less frequently. Publications will be produced as marked trends over time become apparent.

#### 7. FUTURE COMMITMENTS

- 7.1 The SSA continues to provide outreach services to meet the needs of older people and in a number of locations to people under pension age with an illness or disability and their carers. A Benefit Uptake Strategy is being developed to ensure the Agency appropriately targets those customer segments and individuals who have a barrier to accessing benefits.
- 7.2 Through the Transport Programme for People with Disabilities (TPPD), the Department for Regional Development intends to tender publicly for the provision of door-to-door services in Northern Ireland's urban areas. The provision of these services, which will be for people who find conventional public transport very difficult or impossible to use, is a further example of the department's commitment to targeting social need. It is hoped that the first new services will be operational in the summer of 2005.

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#### Annex 2: Abbreviations

ATS Accessible Transport Strategy

CESI Centre for Economic and Social Inclusion

CRC Community Relations Council

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

DOE Department of the Environment

DRD Department for Regional Development
DSD Department for Social Development
EHS Environment Heritage Services
EMA Education Maintenance Allowances
EYPD European Year of People with Disabilities

FE Further education

FIFG Financial Instrument for Fisheries Guidance

HAZ Health Action Zone
HE Higher Education

HSS Health and Social Services
IDF Integrated Development Fund

IfH Investing for Health
JWG Joint Working Group

NIHE Northern Ireland Housing Executive

NINIS Northern Ireland Neighbourhood Information Service
NISRA Northern Ireland Statistics and Research Agency

New TSN New Targeting Social Need

OFMDFM Office of the First Minister and Deputy First Minister

PSI Promoting Social Inclusion RDC Rural Development Council

RRI Reinvestment and Reform Initiative RSEO Road Safety Education Officer

RTF Rural Transport Fund
RTS Rural Transport Strategy

SEUPB Special European Union Programmes Body

SSA Social Security Agency

TPPD Transport Programme for People with Disabilities