

Achieving social inclusion in Community-Led Local Development in the context of the results-orientation of the ESI Funds: Experiences from Ireland

Dr. Eileen Humphreys,

Limerick City & County Council & LDnet





Background: Changing context in Ireland

- Social inclusion ... unemployment, long-term unemployment & poverty
- Institutional context ...
 - Local government reform ... Local Community Development Committees (LCDCs) & Public Participation Network (PPN)
 - Alignment process Local Development Companies
- CLLD ... Important differences from the past ... discontinuities...
 - Social Inclusion & Community Activation Programme (SICAP)
 - LEADER
- SICAP – contract, results-orientation, ESF co-funding...
- Less funding

SICAP: Context & Oversight & Delivery

- Unemployment rate 15.1% (2012)
- Long-term unemployment (more than 50%, 2015)
- Youth unemployment & under-employment
- Child poverty & low work intensity households
- Targets set nationally
- Public procurement: tender + contract
- Time: design v. implementation
- SICAP – April 2015-Dec 2017
- Lead: Department of Housing, Planning Community & Local Government
- Programme & Operational Requirements: Pobal (national level intermediary body)
- Contracted locally: Local Community Development Committees (Local Authorities)
- Delivered: Programme Implementers + reporting on Targets & Outcomes

Delivery at local level & funding

1. Donegal Inishowen
2. Donegal Gaeltacht
3. Donegal
4. Leitrim County
5. Sligo County
6. Ballina & Mayo West
7. Mayo Castlebar & Claremorris
8. Roscommon County
9. Longford County
10. Cavan County
11. Monaghan County
12. Louth County
13. Meath County
14. Westmeath County
15. Galway County
16. Offaly County
17. Kildare County
18. Arklow, Wicklow & Baltinglass
19. Laois County
20. Tipperary North
21. Clare County
22. North East & West Kerry
23. Limerick West Rural
24. Limerick East Rural
25. Tipperary South
26. Kilkenny County
27. Carlow County
28. Wexford County
29. Waterford City & County
30. Cork Charleville & Mitchelstown
31. Cork Mallow & Fermoy
32. Cork Kanturk, Newmarket & Millstreet
33. Kerry Rathmore & Gneeveguilla
34. South Kerry & Killarney
35. South & East Cork
36. Cork Bandon & Kinsale
37. Cork West
38. Cork City
39. Galway City
40. Mayo Islands
41. West Cork Islands
42. Limerick Urban



45 Programme Implementers in 50 geographic areas – Urban & Rural (known as Lots)

Total programme budget, €26.8 million, 2015 (9 months); €37million, 2016, 47,000 clients

Admin cost (max 25%)

Action costs: 33% (+ or – 5%) for each of the 3 Goals (vary 28-38%)

Goals & target groups

- Goal 1: Empowering disadvantaged groups
 - Engagement, development, participation, collaboration & networks
- Goal 2: Lifelong learning
 - Information, participation in opportunities, preventive (children & young people), influence local structures & decision-making
- Goal 3: Employment
 - Progression to employment, self-employment, social enterprise, influence local structures & networks
- Area-based (disadvantaged-extremely disadvantaged)
- Issue-based – characteristics of people
 - Disadvantaged children & families
 - Lone parents
 - New cultural communities
 - Unemployed & economically inactive
 - Low income households
 - Travellers & Roma
 - People with disabilities
 - NEETs

Framework of indicators & monitoring

■ Key Performance Indicators (2)

1. G2 & G3: No. individuals 15+ engaged in SICAP on 1-to-1 basis
2. G1: No. local community groups assisted to participate in decision-making structures

■ Headline Indicators (15)

- Annual targets set by Department

■ Programme Indicators – large number & broad scope

■ Programme Implementers:

- Annual Plan: costings, targets
- Mid-year: monitoring report & review
- End of year: monitoring report & review
- Annual report

■ Role of LCDC: review, adjust, approve / agree

■ Pobal: Centralised system for monitoring data, payments & financial information, documentation

National Level Achievements against Headline Indicators 2015:

KPI 1: No. individuals 1-to1 (90%)

KPI 2: No. local groups assisted (96%)

Some exceeded:

- Progression education continuum (G2)

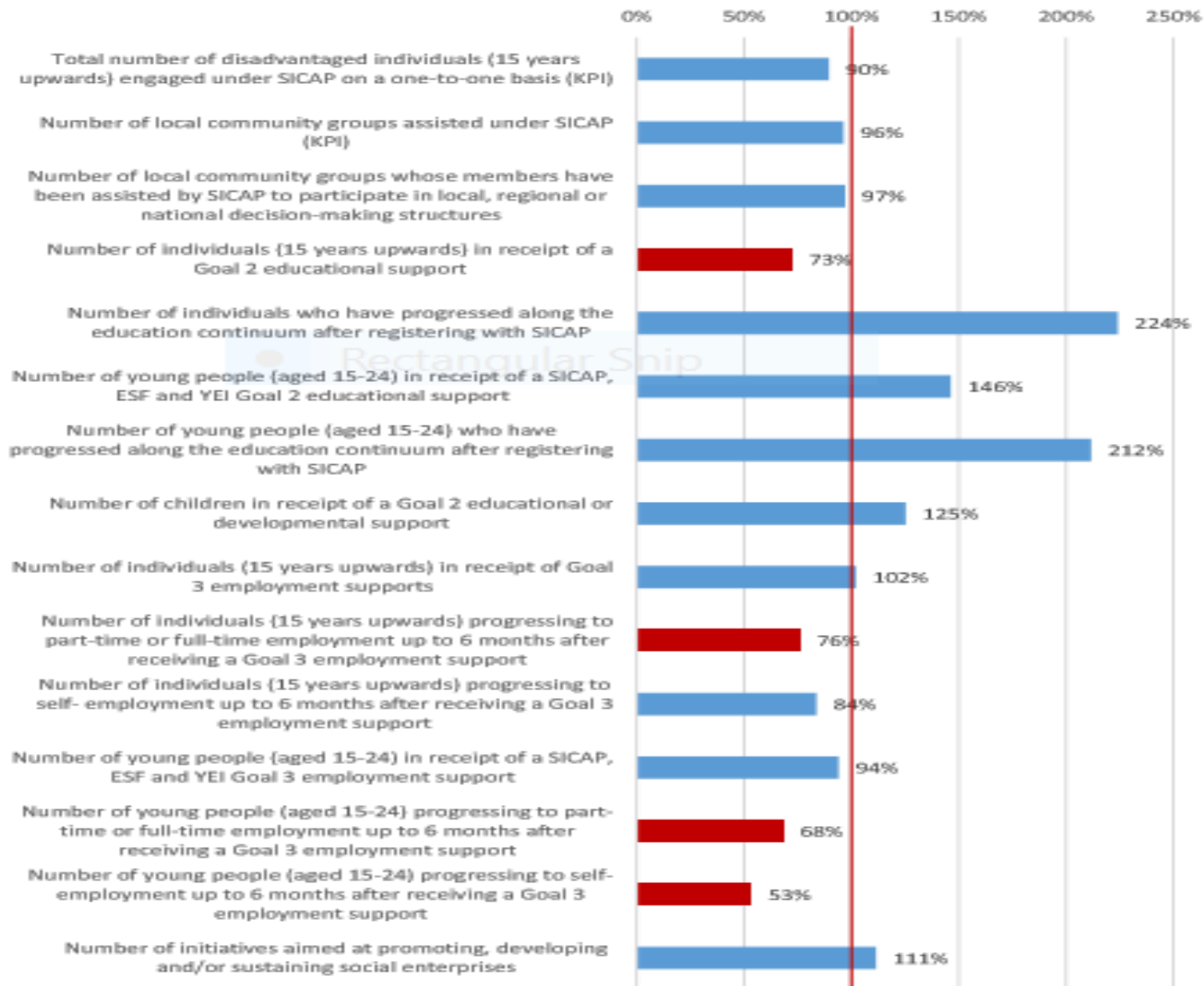
Some under-achieved:

- Nos. in receipt of education support
- Progression to employment
- Young people – self-employment

Issues re recording

Other findings:

Improved area-based targeting - disadvantaged areas (31%) compared with former programme (24%) & reach of unemployed (81%)



Experiences & challenges: national / local level

- Good results!
- Neglect of process?
- Designed in different conditions
- Not flexible to local conditions
- Qualitative differences – target groups – some difficult to activate, need more support (resources), focus not right (e.g., young people into enterprise)
- User-centred approach?
- Costs tight paper work... pressures on staff (LCDC / PI's)
- Top down influence – strong.. distance from “the ground”
- Links with other programmes:
 - Duplication & competition with other services in some areas ...backdrop of many changes
 - Strong complementarity in some cases (e.g., regeneration in urban Limerick; LEADER in rural)
- Bring added value – local partnership & community participation: build trust
- Different levels & many players...
- Risk: do the minimum to meet targets and avoid sanctions

Are there positives?...

- Working off a stronger evidence- based in planning & monitoring
- Spatial & group-specific targeting & progression
- More effective than previous programme... or better data?
- Focus on most excluded groups
- Positive feedback from local survey with clients
- LCDC: strategic partnership
- Genuine need for change...
- Differences across local areas
- Good experiences in some
 - Referrals, cooperation ... new networks on the ground
- Prior conditions & capacity
- Other factors...
- Possibilities to influence shape of future programme (post 2017)?

Where is CLLD?

- CLLD in Irish programmes weakened – why?
- Implications re approach to social inclusion
- Local Development Companies: operate with complex funding & programming arrangements ... changes relationships & new demands
 - Grants, tendering / contracts, commissioned to deliver services by public agencies, strategic collaborations...
- Community & voluntary groups “on the ground” – grassroots...
 - Public Participation Network – good design? – relatively poorly resourced & dependent on voluntary effort
 - Citizen & community participation in local decision-making
- EU in CLLD – a “tool” & providing funds – not the driving philosophy
- Bureaucracy overwhelming...