



Rialtas na hÉireann
Government of Ireland

Spending Review 2019

Overview of the Dublin North East Inner City Initiative

Jason Cleary
Finance and Evaluation Unit
Department of Rural and Community Development

October 2019

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Summary and conclusions

Dublin North East Inner City (NEIC) initiative

- **The NEIC initiative was established to implement the recommendations of the Mulvey Report (2017) to support the long term social and economic regeneration of the NEIC area.** The implementation structures put in place together with the allocation of ring-fenced funding (over €12.7 million since 2017) have resulted in a more integrated approach to community supports in the area.
- **Progress is being made across key areas for action (tackling crime and drugs, improving the physical landscape etc.) through the implementation of a wide range of various projects.**
As of May 2019 6 of the Mulvey Report (2017) actions were completed, and 46 were ongoing.
- **Work is currently underway to examine how best to evaluate the impact of the initiative.** This will form the basis for future evaluation of the initiative. It is important that this work is progressed, and evaluation of processes and outcomes, including efficiency and effectiveness, is undertaken to help identify the impact of the initiative.

Pilot Social Employment Programme (PSEP)

- **The PSEP was established in 2018 to address recruitment difficulties for certain social services under the Community Employment (CE) scheme in the area.** However, the objective of the PSEP differs from labour activation schemes such as CE. The purpose of the PSEP is to support the continued and enhanced provision of priority childcare, youth work, eldercare and environmental services in the area through hiring of staff to these service areas.
- **It is expected to run for three years from 2018-2020.** Approximately €3million is expected to be allocated to the programme over this period.
- **The programme has been successful in hiring and retaining staff for roles which were unable to be filled under the CE scheme.** 55 positions have been filled across 16 community organisations in the area. The provision of a full-time paid working week (on the basis of 30 hours a week) has been important to its success.
- **A number of service delivery benefits have been identified.** These benefits include maintaining existing services, providing services to additional users and running additional services/programmes.
- **Given the scale of expenditure, a more detailed review of the pilot programme may be justified towards the end of the pilot period.** This should include identifying the benefits of the programme for organisations, staff and the wider community and could potentially form part of the evaluation of the overall initiative, as appropriate.
- **The long term future of the pilot programme needs to be addressed.** Initial discussions are underway between DRCD, the Department of the Taoiseach and other relevant stakeholders.

1. Introduction

The purpose of this paper is to present a high level overview and initial consideration of the Dublin North East Inner City (NEIC) initiative. The aim of the initiative is to support the long term social and economic regeneration of the NEIC area. Given the wide range of outputs of the initiative, this paper focuses on a case study of the Pilot Social Employment Programme (PSEP) which aims to support the delivery of childcare, youth-work, eldercare and environmental services in the area.

1.1 Structure of this paper

This paper is structured as follows.

- **Section 2:** background, rationale and objective.
- **Section 3:** inputs and outputs.
- **Section 4:** priorities for 2019 and assessing the impact of the NEIC initiative.
- **Section 5:** case study of the PSEP.
- **Section 6:** conclusions.
- **Appendices 1-6:** illustrative examples of outputs of the initiative; PSEP allocation of positions by service area; PSEP service delivery benefits; organisation and staff views of the PSEP; references, and quality assurance.

1.2 Methodology and limitations

This paper was produced using desk-based research supported by meetings with a number of relevant stakeholders. Information was sourced from:

- The NEIC initiative website.
- The Social Inclusion and Communities Unit of the Department of Rural and Community Development (DRCD).
- The Department of the Taoiseach / NEIC Programme Office.
- A site visit with community organisations in the NEIC area.

The paper is broadly structured using the programme logic model (PLM) where possible. The PLM is outlined in table 1 overleaf. However, due to the wide range of activities and outputs of the initiative, it is not feasible to analyse each area of the PLM in this paper. The approach taken is to provide a high level analysis of the overall initiative, and a detailed case study of the PSEP which accounted for significant proportion of the funding provided to the initiative in 2018 i.e. 22% or €1 million out of €4.5 million.

While there is a range of information available relating to the work of the initiative, its initial emphasis was on the implementation of its working structures and the areas for action identified in the Mulvey Report (2017). A greater focus is now being placed on measuring, monitoring, and long-term outcomes. As such, as outlined in section 4, work is currently being undertaken to develop an evaluation model which will enable future evaluation of the initiative.

Given the above, this paper seeks to outline the progress the initiative is making towards its stated objectives, and determine whether the PSEP has been effective in meeting its objective.

Table 1: Programme logic model

	Overall Initiative	Pilot Social Employment Programme
Objectives	<ul style="list-style-type: none"> To support the long term social and economic regeneration of the NEIC area. 	<ul style="list-style-type: none"> To support continued and enhanced delivery of priority childcare, youth-work, eldercare and environmental services in the NEIC area.
Inputs	<ul style="list-style-type: none"> Exchequer funding. Staffing resources/admin. 	<ul style="list-style-type: none"> Exchequer funding. Staffing resources/admin.
Activities	<ul style="list-style-type: none"> Oversight and co-ordination of supports in the NEIC area. Financial assistance/support for the implementation of 54 actions in the following areas: <ul style="list-style-type: none"> Tackling crime and drugs. Maximising education, training and employment opportunities. Integration of family, children and youth services. Improving the physical landscape. Financial support for the implementation of actions to address substance use and misuse in the area. 	<ul style="list-style-type: none"> Identification and allocation of financial assistance for hiring employees in a selected number of organisations. Administration of application and interview process. Managing and monitoring the implementation of the PSEP.
Outputs	<ul style="list-style-type: none"> Completion of actions recommended in the Mulvey Report (2017), and actions to address substance use and misuse in the NEIC area. 	<ul style="list-style-type: none"> Staff placements in priority service areas across a number of community organisations in the NEIC area.
Outcomes	<p>Social and economic regeneration of the NEIC area by:</p> <ul style="list-style-type: none"> Creating a safe place to work, play and visit/travel (through a high visibility policing presence, tackling drug dealing and enhancing relationships with the community). Alignment of education, training and employment supports and creation of career pathways/opportunities for the local community. Greater co-ordination of social, educational and trainings services for families and children. An improved physical landscape (through refurbishment and replacement) that is attractive to live in. An integrated and enhanced approach to addiction treatment and rehabilitation services. 	<ul style="list-style-type: none"> Continued and enhanced provision (such as an increase in service provision) of childcare, youth-work, eldercare and environmental services in a number of community organisations in the NEIC area.

2. Background, rationale and objective

The NEIC is an area of central Dublin city¹ which suffers from high levels of deprivation and associated poverty issues which are of public policy concern. Approximately 20,000 people live in the NEIC area. Small area statistics using the Pobal HP Deprivation Index² show that deprivation rates vary within the NEIC with some areas classified as disadvantaged and others very disadvantaged. Small area statistics for 2016 show that there are high concentrations of:

- Lone parents (a ratio which reaches over 80% in a number of small areas compared to a national³ average of 18%);
- Unemployment (circa 50% of men and 40% of women in some small areas which is well above the national average of 13%); and
- Low educational attainment (the proportion of persons aged 15 years and over with a primary education only reaches over 50% in some small areas compared to circa 9% for the country as a whole).

A range of social issues related to disadvantage are present in the area including crime, substance misuse, early school leaving, unemployment and a physical landscape in need of refurbishment⁴.

To address these concerns, in July 2016 the Government launched a major initiative to oversee the long term social and economic regeneration of the area. This led to the publication of the report *Creating a Brighter Future* (also known as *the Mulvey Report*) in 2017 which identified specific actions to be undertaken across four key areas:

- Tackling crime and drugs.
- Maximising educational / training opportunities / creating local employment opportunities.
- Creating an integrated system of social services.
- Improving the physical landscape.

The need for a more integrated approach in relation to existing planning, oversight and co-ordination structures, and funding mechanisms operating in the area was also identified. A number of oversight and governance arrangements were recommended as a result. The Government endorsed the Mulvey Report (2017) recommendations, providing ring-fenced funding to support the implementation of the proposed actions and structures.

Text box 1: Rationale and objective of the NEIC initiative

- **Rationale:** To facilitate the implementation of the actions set out in the Mulvey Report (2017).
- **Objective:** To support the long-term economic and social regeneration of the NEIC area and achieve the vision of “*Making the North East Inner City a safe, attractive and vibrant living and working environment for the community and its families with opportunities for all to lead full lives*”.

¹ See NEIC map available at <http://www.neic.ie/map>.

² The Pobal HP Deprivation Index presents a series of maps measuring affluence and disadvantage in geographical areas of Ireland using data from the Census of Population. The smallest spatial areas for analysis are small area statistics. See <https://maps.pobal.ie/WebApps/DeprivationIndices/index.html>

³ National data is taken from the Census 2016.

⁴ Mulvey, K. (2017). *Dublin North East Inner City – Creating a Brighter Future*.

3. Inputs and outputs

This section provides an overview of the funding allocation and implementation of the initiative.

3.1 Funding allocation

In 2016 funding was provided for delivery of short term measures in the area, pending publication of the Mulvey Report (2017), which was managed by Dublin City Council and various Government Departments. Since 2017 ring-fenced funding is provided via DRCD's voted allocation. However, the use of these funds for specific projects is determined through the structures of the initiative.

A total of €12.7 million has been allocated to the NEIC Programme Implementation Board (PIB) between 2017 and 2019. Funding over this period has increased each year with the aim of accelerating the progress of the initiative. One of the recommendations underpinning the establishment of the initiative was to provide a more integrated approach to funding mechanisms. A comparison of sources of funding before and after implementation of the structures of the initiative in 2017 demonstrates a more integrated approach to funding in the area has been achieved. This also involves a coordinated and collaborative approach with Government Departments (e.g. Department of Education and Skills and Department of Children and Youth Affairs) who also fund a number of projects in the area.

Table 2: Total funding allocations, 2016 - 2019

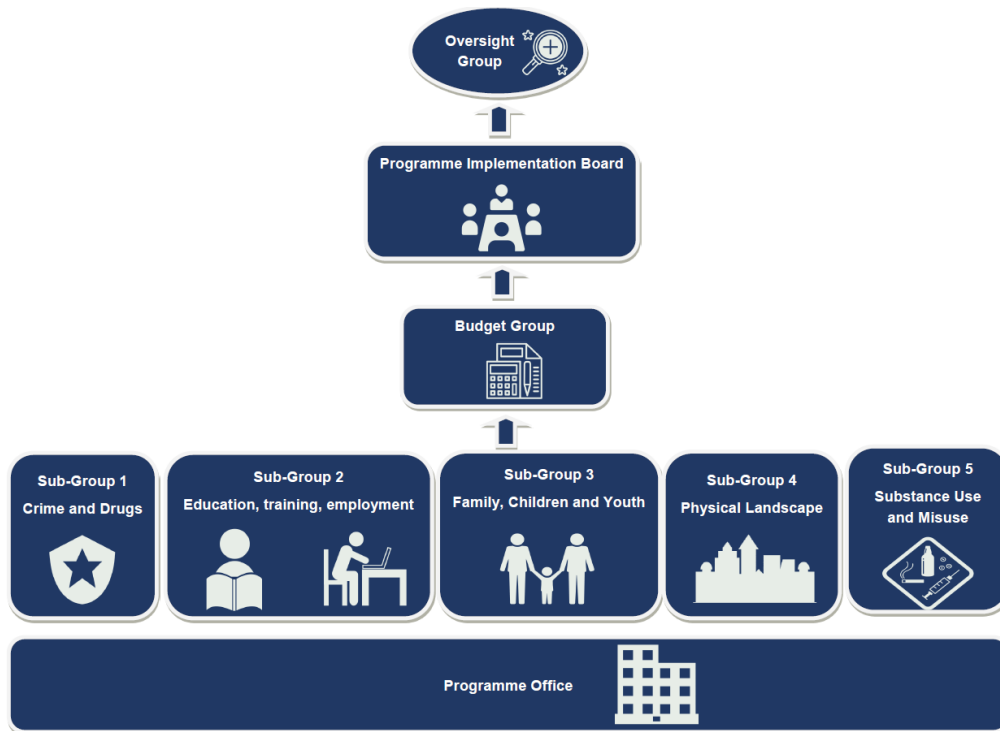
Year	Sources of Funding	€ Amount
2019	Department of Rural and Community Development	6,500,000
2018	Department of Rural and Community Development	3,500,000
	Department of Justice	146,810
	Sub-total	3,646,810
2017	Department of Rural and Community Development	2,500,000
	Department of Transport, Tourism & Sport (Dormant Accounts Fund)	100,000
	Sub-total	2,600,000
2016	Department of Housing, Planning Community & Local Government	3,155,000
	Department of Transport, Tourism & Sport (Dormant Accounts Fund)	1,040,000
	Dublin City Council	520,000
	Department of Children and Youth Affairs	165,000
	Department of Health	100,000
	Department of Arts, Heritage, Regional, Rural & Gaeltacht Affairs	35,000
	Sub-total	5,015,000
	Grand Total	17,761,810

Source: NEIC 2018 progress report

3.2 Implementation structures and funding allocations by areas of action

An overview of the implementation of the initiative is briefly outlined below.

Figure 1: NEIC implementation structures



Source: DRCD adapted from NEIC programme office

- i. An *Oversight Group* is in place to ensure engagement at senior level across all Government Departments and agencies, and to deal with any barriers or structural issues highlighted by the *Programme Implementation Board (PIB)*. It is chaired by the Secretary General of the Department of the Taoiseach and consists of senior officials in relevant Government Departments and agencies, the Chair of the PIB and senior members of the Programme Office.
- ii. The PIB reports to the Oversight Group. Its primary focus is to oversee implementation of the initiative. It is accountable for delivery of the project plan and management of ring fenced funds. It comprises of community and business representation, Government Departments, and agencies who have statutory responsibility for delivery of key services.
- iii. A *Budget Group* manages allocation of funding for projects. Projects are assessed by the Budget Group before they proceed to the PIB for their consideration for approval. It is chaired by the Department of the Taoiseach and comprises of Sub-Group chairs, a community representative, DRCD, and a representative of the Programme Office.
- iv. These projects are recommended by *five Sub-Groups* subject to their respective work areas as depicted above. These Sub-Groups comprise of stakeholders from statutory, commercial, community and voluntary sectors and are chaired by a member of the PIB. A breakdown of funding allocated to projects by each of the five Sub-Groups is provided in table 3 overleaf.

- v. *A Programme Office* (consisting of 10 staff) supports the work of the initiative through:
- Managing funding and administration.
 - Supporting the Chair of the PIB.
 - Assisting all Sub-Groups.
 - Meeting with the community.
 - Communications and engagement.

These structures clearly align with those which were recommended in the Mulvey Report (2017) in order to achieve a more integrated approach to planning and funding mechanisms in the area.

As previously stated, the five Sub-Groups recommend projects for funding within their work areas. Over the period 2017 to May 2019, the largest amount of funding (39%) was allocated to the activities of Sub-Group 4 while funding allocated to Sub-Groups 1, 3 and 5 was more evenly split. 'Other' funding relates to a number of work areas including the programme office, standalone projects and community grants funding in 2019.

Table 3: Allocation of funding by Sub-Group, 2017 – May 2019

	Sub-Group 1: Crime and drugs	Sub-Group 2: Education, training and employment	Sub-Group 3: Family, children and youth	Sub-Group 4: Physical landscape	Sub-Group 5: Substance use and misuse	PSEP	Other	Total
€000s	1,283	508	1,444	4,692	1,482	2,000	582	11,991
%	11%	4%	12%	39%	12%	17%	5%	

Source: NEIC Programme Office

3.3 Outputs

As of May 2019, 6 of the 54 Mulvey actions were completed and 46 actions were ongoing⁵. A breakdown of this by four of the Sub-Groups is provided below.

- Crime and drugs: 2 actions were completed and 13 ongoing.
- Education, training and employment: 3 were completed and 8 ongoing.
- Family, children and youth: 1 action was completed and 17 ongoing.
- Physical landscape: 8 were ongoing.

The fifth Sub-Group is targeting actions to address substance use and misuse in the area. This Sub-Group was established after the recommendations of the Mulvey Report (2017) as the National Drugs Strategy was being developed at the time. Summary information on a number of outputs produced under the NEIC initiative is highlighted in Appendix 1 of this paper.

The focus on outputs in this paper is the PSEP which is presented in section 5 of this paper. The programme accounted for significant proportion of the funding allocated to the initiative (22% or €1 million) in 2018.

⁵ Two actions were not proceeding at this time as they are considered to relate to broader public policy e.g. proposed implementation of a derelict sites levy.

4. Priorities for 2019 and assessing the impact of the NEIC initiative

The NEIC 2018 Progress Report states that the ambition of the PIB for 2019 is to ensure “...that longer-term interventions, required to make a fundamental and transformational change to the area, are initiated and supported”. It also states that while the actions in the Mulvey Report (2017) will continue to be implemented there will be greater focus on long-term sustainable outcomes going forward.

As part of this, assessing the impact of the initiative is an important strategic focus. Following discussion at the Oversight Group, it was agreed that the Department of the Taoiseach with other relevant Departments and agencies would commence work aimed at measuring the impact of the initiative. An assessment of information available revealed gaps which were impinging on the ability to assess the impact of the initiative.

To address this, Just Economics (an international provider of evaluation and social research services) were engaged in Q1 2019 to produce a report on how best to evaluate the impact of the initiative. Just Economics will broadly focus on:

- Developing, following consultation, an evaluation model i.e. theories of change for each Sub-Group which are intended to inform strategic plans for each of the Sub-Groups.
- Indicating how theories of change can be used to set outcome indicators for assessing performance.
- Presenting options for conducting evaluation of the initiative.

This report is expected to be completed by the end of 2019 and will form the basis for the future evaluation of the initiative. It is important that future evaluation of the initiative considers value for money including best use of funding across the sub-group areas.

5. Case study – The Pilot Social Employment Programme (PSEP)

This section presents a case study of the PSEP which is expected to run from 2018 to 2020. It considers the background, rationale, objectives, activities/outputs and outcomes of the pilot programme.

5.1 Background

In 2017 community organisations raised concerns with the PIB that they were experiencing difficulties in recruiting replacement participants under the Community Employment (CE) scheme⁶ and that this was impacting on provision of vital childcare, youth-work, eldercare, and environmental services for the community.

These services are viewed as vital for the community as they help to tackle many of issues of concern relating to deprivation in the area. Among others, they provide for educational supports to children, teenagers, and adults, unemployment supports, and refurbishment of the physical landscape. The Mulvey Report (2017) specifically stated that certain projects/organisations in the area providing these type of services merit particular support and staffing/funding assistance given their importance to the community⁷.

Following discussions at the PIB, a requirement to fill staff vacancies under the CE scheme across a number of organisations providing these services was identified and agreed. This led to discussions with DRCD and the Department of Employment Affairs and Social Protection (DEASP) and the implementation of the PSEP in early 2018.

Reasons for difficulties in recruitment under the CE scheme were identified as:

- Changing labour market conditions.
- Demographics.
- Terms and conditions permitting a maximum working time of 19.5 hours per week.

Figure 2 (overleaf) shows the changing labour market conditions and challenges for uptake of labour market activation schemes such as the CE scheme in the area. Although the live register includes part-time and seasonal workers, it can be used as an indicator of employment trends over short periods of time. The number of persons on the live register for Kings Inn Street social welfare office (which serves Dublin 1 and 3) continued to fall from January 2010 to May 2019. This is in line with national unemployment trends which fell from 16.7% in quarter 1 2010 to 5.1% in quarter 1 2019. This reduces the potential level of demand for activation schemes such as the CE scheme and can present challenges for organisations dependent on this resource to function effectively.

⁶ The CE scheme is one of a number of labour activation schemes managed by the Department of Employment Affairs and Social Protection. The objective of the scheme is to provide participants with work experience and training opportunities to help them re-enter the workforce. Terms and conditions of the scheme limit the duration that participants can stay on the scheme to a maximum of three consecutive years subject to certain exceptions.

⁷ Mulvey, K. (2017). *Dublin North East Inner City – Creating a Brighter Future*. Page 27.

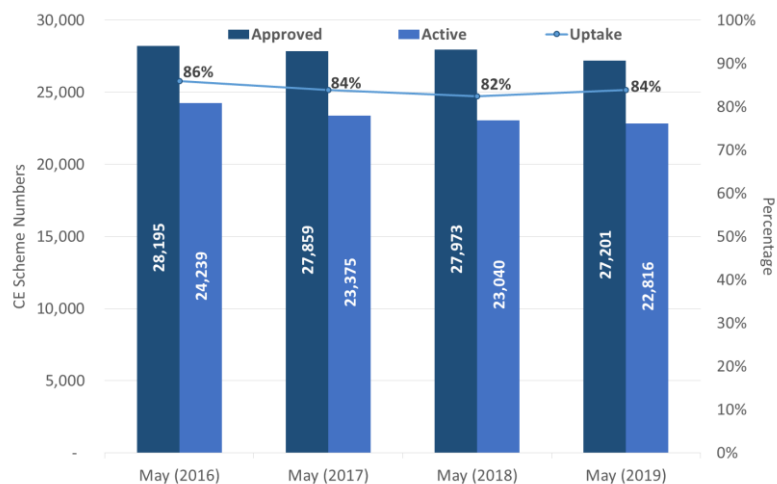
Figure 2: Live register - Kings Inn Street social welfare office, January 2010 – May 2019



Source: Central Statistics Office, live register⁸

Differences between the numbers of persons approved⁹ for the CE scheme and the number of persons on (i.e. active) the CE scheme reinforces the challenge for services dependent on CE scheme placements. Between May 2016 and May 2019 uptake of the national CE scheme averaged 84%. The number of persons approved for the CE scheme fell by 944 (down 4%), while the number of people on the scheme fell by 1,423 (down 6%) over the period.

Figure 3: National CE scheme participation¹⁰, May 2016 – May 2019



Source: Department of Employment Affairs and Social Protection

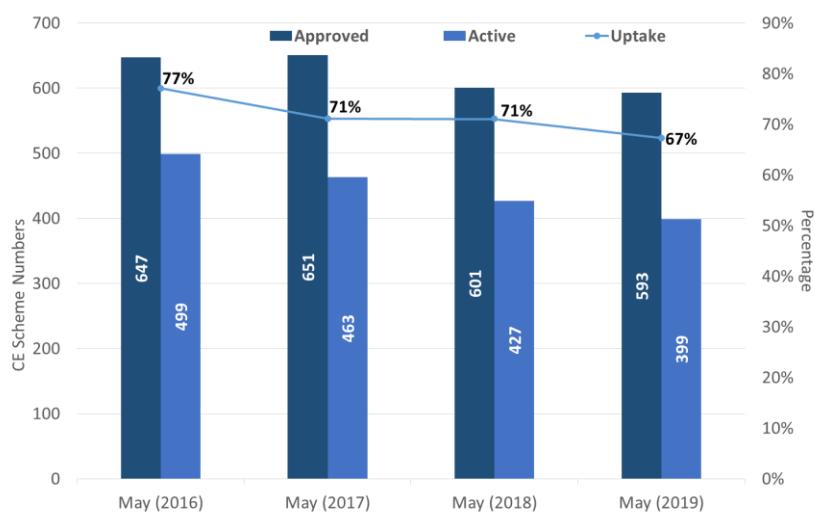
⁸ Central Statistics Office. (2019). Live Register [online]. Available at <https://www.cso.ie/en/statistics/labourmarket/liveregister/>. Accessed [June 2019].

⁹ The maximum number of people who can potentially participate on the CE scheme is subject to approval by the Department of Employment Affairs and Social Protection.

¹⁰ Participation here refers to CE scheme participants and supervisors.

This issue is particularly observable in the NEIC area. There were 593 approved placements for CE scheme across 19 sponsor organisations in May 2019, of which 399 (67%) had been filled. Compared to the national average, uptake of the CE scheme was lower between May 2016 and May 2019 (averaging 72%). The number of persons approved for the scheme fell by 54 (down 8%), while the number of persons on the scheme fell by 100 (down 20%) over the period.

Figure 4: CE scheme participation in the NEIC area, May 2016 - May 2019



Source: Department of Employment Affairs and Social Protection

It should be noted that the CE scheme data discussed above may not be strictly comparable over the entire period due to changes in applicants' eligibility to the scheme¹¹. For example in 2017 there were changes to the terms and conditions relating to the qualifying age, duration and re-engagement of participants on the scheme. However, the key point remains that recruitment difficulties under the CE scheme are particularly acute in the NEIC area.

5.2 Rationale and objective

The rationale and objective of the PSEP is highlighted in text box 2 below.

Text box 2: Rationale and objective of the PSEP

- **Rationale:** To address recruitment difficulties under the CE scheme for placements in provision of childcare, youth-work, eldercare, and environmental services in a number of community organisations in the NEIC area.
- **Objective:** To support continued and enhanced delivery of priority childcare, youth work, eldercare, and environmental services in the NEIC area. This is achieved through the recruitment and retention staff to these service areas.

¹¹ See Department of Employment Affairs and Social Protection. (2016 and 2018). *Community Employment Procedures Manual*. Available at http://www.welfare.ie/en/downloads/Community_Employment_and_Job_Initiative/Combined-CE-Procedures-Manual-July-2016.pdf, and <https://m.welfare.ie/en/Pages/Procedures-Manual.aspx>

Although the PSEP was established to address recruitment difficulties under the CE scheme in the area, it has a very different objective. Its aim is to support continued and enhanced delivery of certain social services in the NEIC area. On the other hand, the purpose of the CE scheme is to enhance the employability of unemployed and disadvantaged persons by providing them with work experience and training opportunities in their community to help them re-enter the workforce. As such the PSEP is a highly targeted community based social programme whose key characteristics differ from labour market activation programmes such as the CE scheme.

5.3 Inputs

Funding allocation

An indicative breakdown of the projected yearly cost for each position under the PSEP is outlined in table 4 below. In total, just under €670,000 was provided for programme expenditure in 2018. 50 positions were filled through the programme in 2018 but were not in place for the full year. A further €1 million has been allocated to the programme in 2019. It is expected that annual funding of circa €1 million will also be provided for the programme in 2020.

Table 4: Annual indicative costs for each worker¹²

	€ euros	Percentage ¹³
Wage (€11 by 30 hours a week)	17,160	87%
PRSI	1,493	8%
Admin	933	5%
Training and insurance	176	1%
Total cost	19,762	

Source: NEIC Programme Office

Funding is provided from DRCD to the North East Dublin Community Services initiative (NEDSCI) who is the acting employer on behalf the participants. NEDSCI also has experience of managing employment services for the Community Services Programme¹⁴ (CSP) workers for local organisations and charges an administrative fee of 5% for this service.

Comparison of PSEP costs with CE scheme costs

An analysis of the CE scheme by the DEASP (2015) identified that CE participant allowances represented approximately 79% of CE costs, 15% were attributable to supervision costs, 4% to materials and 2% to training. By comparison 94% of the PSEP costs are attributable to participant payments (including employer PRSI), 5% to administration costs and 1% to training and insurance.

Participants on the PSEP are paid a gross wage of €330 per week (€11 an hour). Wage rates for participants on the CE scheme are determined by their underlying social welfare entitlement subject to a standard CE payment as a minimum allowance. The minimum weekly payment for new participants based on 19.5 hours worked is €225.50 since March 2019 (€11.56 an hour). If a person's social welfare payment is more than the minimum weekly payment they will get their existing social welfare payment plus an additional €22.50.

This suggests that the PSEP compares favourably in terms of these direct costs relative to participant input (hours worked). Furthermore, as the PSEP provides employment for vacancies of former CE

¹² Workers are provided with 12 month fixed contracts which are renewed subject to satisfactory performance.

¹³ Due to rounding the percentages do not add exactly to 100% in this table.

¹⁴ The aim of the CSP is to support legally incorporated community organisations and co-operatives to provide local social, economic and environmental services through a social enterprise model of delivery.

positions, the costs of the PSEP are substituted by the associated cost reduction under the CE scheme as long as employment under the programme is not additional to CE allocations.

5.4 Activities and outputs

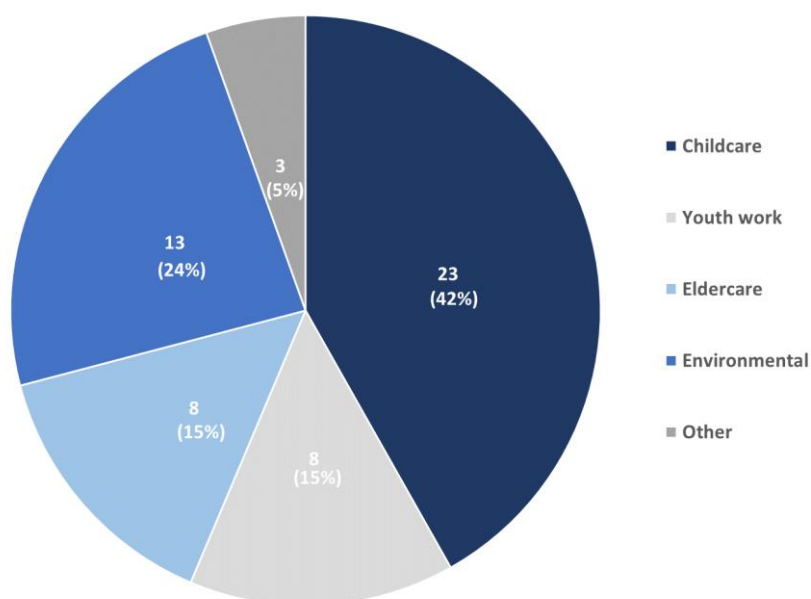
In early 2018 the NEIC Programme Office undertook an application process among organisations particularly affected by unfulfilled CE vacancies. The application process involved submission of written proposals which included a description of work duties and what new or additional service provision would arise.

Approved positions were subsequently publicly advertised, subject to requirements of work experience, qualifications and Garda vetting¹⁵. Interviews were held (by a member of NEDSCI and a member of the relevant organisation) through open competition which led to 50 positions being filled in 2018. As of June 2019 a further five additional positions have been approved.

The majority of these positions are in childcare (42%) services followed by environmental (24%) services as outlined in figure 5. A significant proportion (60% or 30) of the 50 workers hired in 2018 were previous participants of the CE scheme in the area.

The programme is monitored through regular visits by a member of the NEIC programme office and weekly timesheets of staff attendance are submitted to NEDSCI. NEDSCI manage administrative activities of the programme e.g. contracts, payroll, timesheets etc.

Figure 5: Allocation of 55 positions by service area, June 2019¹⁶



Source: NEIC programme office

¹⁵ For example see North East Inner City initiative. (April 2018). *Job Vacancies in the North East Inner City* [online]. Available at <http://www.neic.ie/news/job-vacancies-in-the-north-east-inner-city>. Accessed [June 2019].

¹⁶ Due to rounding the percentages do not add exactly to 100% in this chart.

5.5 Outcomes

Successful in addressing recruitment difficulties

The PSEP has been successful in addressing the recruitment difficulties experienced by certain organisations under the CE scheme in the area. 55 vacant positions have been filled. 30 of these have been in place for a year and 20 more are approaching one year in retention. Though some staff left their positions throughout the year there was no difficulty in hiring replacements through the pilot programme.

A key difference between the terms and conditions of CE scheme and the PSEP is the length of the working week. The positions provided are full-time on the basis of a 30 hour working week at €11 an hour. Discussions with the NEIC programme office, and a number of organisations and their staff on the PSEP (see Appendix 4) have indicated that this has been important for successful recruitment.

Service delivery benefits

The PSEP has enabled community organisations to continue to provide social benefit to the area through the delivery of childcare, youth-work, eldercare and environmental services. This was confirmed through discussions with organisations who have hired staff through the PSEP (see Appendix 4).

Applications to the programme identified the potential benefits mainly in terms of continued service delivery and increased service provision for the community. Appendix 3 presents an outline of the change in service provision arising from the hiring of workers through the programme. These changes include catering for additional users, running additional services / programmes and continuation of existing services.

5.6 Future considerations

Further review of the PSEP

This paper presents an initial review of the PSEP. A more detailed review may be justified towards the end of the pilot period in 2020. This should include identifying the benefits of the programme for organisations, staff and the wider community, and could potentially form part of the planned evaluation of the overall initiative, as appropriate.

As highlighted in Appendix 4, there are a number of areas of the PSEP which may require further consideration. In this respect, it is important that the needs of the organisations and individuals on the programme are appropriately balanced.

Long term future of the PSEP

The PSEP is expected to run to the end of 2020. There continues to be demand for additional staff placements from organisations in the area. As such, a number of organisations stated (see Appendix 4) that the long term future of the PSEP needs to be addressed and their expectation is that the PSEP will be mainstreamed. Initial discussions are underway between DRCD, the Department of the Taoiseach and other relevant stakeholders to determine its long term future.

6. Conclusions

A number of key findings are presented below based on the analysis in this paper.

NEIC initiative

A more integrated approach to community supports in the area

- There is specific ring-fenced funding for the initiative (over €12.7 million has been allocated to the initiative since 2017) and recommended implementation structures have been put in place. As a result, a more integrated approach to community supports is in place.
- Progress is also being made across key areas of action i.e. tackling crime and drugs, education, training and employment, integrated social services, physical landscape and substance use and misuse. As of May 2019 6 of the Mulvey Report (2017) actions were completed, and 46 were ongoing.

Long term planning and certainty of funding

- It is important that the NEIC initiative focuses on both the continued implementation of the Mulvey action plan, and the development of longer term planning. This is a priority for the Programme Implementation Board in 2019. Such long term planning may benefit from greater funding certainty and stability.

Evaluation of the initiative

- Work is currently being undertaken to examine how best to evaluate the impact of the initiative. It is important that this work is progressed, and evaluation of processes and outcomes, including efficiency and effectiveness, is undertaken to help identify the impact of the initiative.

Pilot Social Employment Programme (PSEP)

Successful in addressing recruitment difficulties

- The PSEP has been successful in addressing difficulties in recruitment under the CE scheme as 55 vacant positions have been filled, 50 of which are approaching one year in retention. A key difference between the terms and conditions of CE scheme and the PSEP is the length of the working week. The positions provided are full-time on the basis of a 30 hour working week at €11 an hour. This has been important for successful recruitment of staff.

Service delivery benefits

- The change identified in service provision arising from the hiring of workers through the programme includes catering for additional users, running additional services / programmes and continuation of existing services.

Further review of the PSEP

- While this paper presents an initial review of the PSEP, a more detailed review of the pilot programme may be justified towards the end of the pilot period in 2020. This should include identifying the benefits of the programme for organisations, staff and the wider community and could potentially form part of the planned evaluation of the overall initiative, as appropriate.
- Certain parameters of the PSEP may require further consideration. In this respect it is important that the needs of the organisations and individuals on the programme are appropriately balanced.

Long term future

- The PSEP is expected to run until the end of 2020. There continues to be demand for additional staff placements from organisations in the area and the long term future of the PSEP needs to be addressed. In this context, initial discussions are underway between DRCD, the Department of the Taoiseach and other relevant stakeholders.

Appendix 1 – Illustrative examples of outputs of the initiative

To provide an indication of the various type of outputs produced under the initiative, a brief selection of information taken from the NEIC 2018 Progress Report is highlighted below.

Sub-Group 1: Tackling drugs and crime

- One of the priorities for 2018 was to increase the number of Gardaí in the area. To address this, by mid-October 64 additional probationer Gardaí had been allocated to the Division and 18 newly promoted sergeants took up duty in the Division. 17 further probationer Gardaí arrived at the end of November and newly promoted inspectors arrived at the end of 2018.
- CCTV has also been installed at 13 priority locations to allow for additional monitoring of the area on a 24/7 basis in line with the Mulvey Report (2017) actions. €46,624 was allocated for this via Department of Justice and Equality funding in 2018. €300,000 had previously been allocated to progress with installation of CCTV in 2017.

Sub-Group 2: Education, training and employment

- The launch of a pilot P-TECH (pathways in technology) school model to local students in three secondary schools in the NEIC has been noted as an exciting development for a career pathway in the digital economy. Ireland is the first country in Europe to adopt the model. This model combines second level school education with elements of third level education and work experience. €20,000 was allocated to this project by the NEIC initiative in 2018. The Department of Education has committed to providing €750,000 in funding over the lifetime of the pilot.

Sub-Group 3: Creating an integrated system of social services

- To progress the work of Sub-Group 3 a ‘Future Conference’ was held in September 2018 to engage the community and voluntary sector and agencies in the NEIC on the development of an integrated service delivery framework. The mapping and establishment of a directory of services in the area¹⁷ has also been undertaken.

Sub-Group 4 - Improving the physical landscape

- The Green Ribbon project is a local partnership between DCC and Sunflower Recycling which aims to increase environmental awareness and local civic pride through small scale greening and maintenance works. The Green Team consists of two vehicles visible on the street daily with 13 local employees. It partners with centres for young offenders and the unemployed. €143,918 was allocated for this project in 2018.
- In addition, Phase 1 of the Greening Strategy (2018-2021) has commenced to identify opportunities to develop and improve streetscapes and open spaces in the area. €200,000 has been allocated to phase 1 of the Greening Strategy.

Sub-Group 5 – Substance use and misuse

- Work undertaken by this Sub-Group included a needs assessment to inform the development of service provision for those with substance abuse issues in the NEIC, and development of a pilot drug and wellbeing programme to be delivered in secondary schools.

¹⁷ North East Inner City initiative. *Map of services* [online]. Available at <http://www.neic.ie/map>. Accessed [June 2019].

Appendix 2 – PSEP allocation of positions by service area, June 2019

Organisation	Childcare	Youth work	Eldercare	Environmental	Other	Total
After Schools Education and Support Programme	4					4
Ballybough Court Senior Complex			1	1		2
Belvedere Youth Club		4				4
Clonfille & District Community Centre			1	1		2
Community After Schools Project	8					8
Dublin Adult Learning Centre Crèche	1					1
East Wall Youth Development Group		2				2
Five Lamps Festival					1	1
Larkin Unemployment Centre	4		2	2		8
Lourdes Daycare Centre			3			3
Lourdes Youth and Community Services	4	1				5
NEDSCI					1	1
North Wall Community Development Project	2					2
Sean O'Casey Community Centre			1	1		2
Sunflower Recycling Ltd.				8	1	9
SWAN Youth Service		1				1
Total	23	8	8	13	3	55

Source: NEIC Programme Office

Appendix 3 – PSEP service delivery benefits

Organisation	No. of additional users	Additional services / programmes run	Sustainability and continuity of service
After Schools Education and Support Programme	20	<ul style="list-style-type: none"> • Koolkids service for children 	√
Ballybough Court Senior Complex	Negible	<ul style="list-style-type: none"> • N/A 	√
Belvedere Youth Club	45	<ul style="list-style-type: none"> • N/A 	√
Clonville & District Community Centre	34	<ul style="list-style-type: none"> • N/A 	√
Community After School Project	20	<ul style="list-style-type: none"> • N/A 	√
Dublin Adult Learning Centre Crèche	0	<ul style="list-style-type: none"> • N/A 	√
East Wall Youth Development Group	10	<ul style="list-style-type: none"> • Second football skills group • Girls football hour • DJ skills programme • Singing classes 	√
Larkin Unemployment Centre	4	<ul style="list-style-type: none"> • Ability to support children under the age of 2 and children with special needs 	√
Lourdes Daycare Centre	10	<ul style="list-style-type: none"> • Increased ability to cater for meals on wheels service • Fitness programme 	√
Lourdes Youth and Community Services	20	<ul style="list-style-type: none"> • Ability to support children under the age of 1 • Camera club • Film club 	√
NEDSCI	N/A	<ul style="list-style-type: none"> • N/A 	√
North Wall Community Development Project	6	<ul style="list-style-type: none"> • Toddler room has been increased by 6 part-time places • Dedicated special needs programme for three children 	√
Sean O’Casey Community Centre	5% activity increase	<ul style="list-style-type: none"> • N/A 	√
Sunflower Recycling Ltd.	0	<ul style="list-style-type: none"> • Green Ribbon project established (environmental service) 	√
SWAN Youth Service	50	<ul style="list-style-type: none"> • Working with schools and migrant communities on integration into education • 16-24+ year old drop in service 	√

Source: NEIC Programme Office

Appendix 4 – Organisation and staff views of the PSEP

To inform this paper a site visit was undertaken with three organisations who have hired staff under the PSEP. The following represents a synopsis of the views of management, and six staff across these organisations.

Management views

- The PSEP has been successful in recruiting participants, and tackling problems of recruitment under the CE scheme. In this respect the conditions of employment e.g. 30 hour working week compared to 19.5 hours under the CE scheme is important. The roles offered under the programme are viewed as full time jobs.
- This has allowed for continued and additional provision of services by their organisations.
- However, there remains recruitment difficulties under the CE scheme. The organisations have demand for more staff.
- The long term future of the PSEP needs to be addressed. The expectation is that the PSEP will be mainstreamed. One respondent said that consideration should be given to its inclusion within existing employment supports.
- As part of this, there are a number of areas of the programme that may need further consideration:
 - There is little provision for overheads, training and education under the programme.
 - Staff conditions of employment such as the appropriate length of contract, rate of pay (e.g. increase to living wage), hours of work and secondary benefits (medical cards, fuel allowance etc.) should be further considered.

Staff views

- Staff indicated that they were happy with their roles.
- Having full time employment is important. In addition, their jobs have allowed them to work in their own community.
- Training supports are also important, particularly for childcare services which require training to specific standards/qualifications.
- The services they provide make a big difference to the community.
- One issue that some staff raised is that in moving from the CE scheme to the programme they lost secondary benefits.

Appendix 5 - References

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Appendix 6 - Quality assurance

Quality assurance process

To ensure accuracy and methodological rigour, the author engaged in the following quality assurance process.

√ Internal/Departmental

√ Line management

√ Spending Review Sub-group and Steering group

√ Other divisions/sections – Central Votes Section and the Public Service Reform and Delivery Office.

Peer review (IGEES network, seminars, conferences etc.)

√ External

√ Other Government Department

Advisory group

Quality Assurance Group (QAG)

Peer review (IGEES network, seminars, conferences etc.)

External expert(s)

√ Other

√ NEIC Programme Office



**An Roinn Forbartha
Tuaithe agus Pobail**
Department of Rural and
Community Development

**An Teach Talmhaíochta, Sráid Chill Dara,
Baile Átha Cliath 2, D02 WK12**

Agriculture House, Kildare Street,
Dublin 2, D02 WK12

T +353 1 607 2000

www.agriculture.gov.ie