

Framework Strategy

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2. Framework Plan

2.1 Social Framework Plan

This section describes the objectives and strategy of the social programme, the scope for action and expected results. The social programme is structured around five vertical themes and three cross-cutting or horizontal themes. For each theme, the objectives are specified, the key agencies are identified and experience of support from regeneration to date is summarised. This is followed by a description of the scope for action and scope for funding support from the regeneration programme (2012-2016) and progress and result indicators. Due to commitments to continue to fund certain activities in social regeneration from the previous programme, there is strong continuity into this programme from the earlier experience of regeneration (2007-2011).

2.1.1 Objectives and Strategy

The objectives of the social programme are as follows:

1. To improve the quality of life of residents in the regeneration communities, focused on improving health and well-being of the population, closing gaps in health with the average population, improving the social environment and safety on the estates, stabilising community life and supporting civic engagement in the community.
2. To address needs of the population so that they can access opportunities, closing gaps with the average population. This covers improved access to economic and social opportunities linked to preventive interventions in early years, interventions to improve attainment in education from the earliest stages and access to further education, training and work.
3. To improve the coherence of service provision across the statutory and voluntary / community sector, with a view to improving effectiveness in responding to needs of the population and to achieve better value for money invested by the totality of the services.

This programme is developed based on a goal-oriented and problem-solving approach. It is addressed to people at different levels:

1. Individual Strategies: in terms of educational attainment, access to training and qualification, employment, health and well-being.
2. Family Well-Being Strategies: focused on outcomes associated with stable families where children are healthy physically and mentally, are supported in active learning, are safe from harm and secure in

their immediate and wider environment, are economically secure, are part of well-functioning networks of family, friends, neighbours and the community and are included and participating in society (service outcomes for children, The Agenda for Children's Services: A Policy Handbook, Office of the Minister for Children, Department of Health and Children).

3. Community Cohesion: such that there is on-going support to stabilise and build capacity and organisation of the communities. This is so that the communities can be involved in decisions that affect them, and can participate in building up the range and quality of community-based services and facilities, appropriate to needs. Community safety is an important priority.

The strategy is based on an approach that helps people to solve problems they encounter, identify what they are striving for (goals) and help them to achieve their objectives. In keeping with best international practice, it draws on a strengths-based approach and resilience model, developed from coping with challenges and positive adaptation in the face of adversity. This applies at the different levels: individual, family and community. Strengths-based practice involves a shift from "a deficit approach", which emphasises problems, to a positive partnership with individuals, families and communities. Resilience focuses on the individual / family / community strengths and resources and is often contrasted with risk-based approaches. However, both approaches (strengths and risks) are complementary and necessary. Identifying risks and working with those at risk is only of benefit to the extent that interventions reduce the risks, or help individuals to cope in spite of them.

2.1.2 Assumptions

The recent period (2007-2012) has been characterised by significant changes in the contextual conditions in the State, the city and the regeneration communities and in policy and institutional changes, as described in the section dealing with the Strategic Policy Context also in the Baseline Analysis of Socio-Economic Conditions elsewhere in the report. There is now a less favourable landscape in terms of availability of public funding. Key assumptions underlying this programme are as follows:

1. Following from the significant loss of population from the regeneration estates, the population and the scale of the estates are smaller but the problems of poverty and exclusion remain and may be even

more concentrated. The dispersal of population with the regeneration process has added some uncertainty and potential difficulties in terms of how services to those in need / at risk of social exclusion in the city can be delivered most effectively.

2. The additional funding for the social regeneration programme is relatively small and time-limited (€3 million for social interventions per year up to 2016) especially compared with mainstream public funds in education, health and other areas of social policy. The additional funding for social regeneration is "seed" funding or funding provided in a supportive role and is not sufficient in scale or appropriate to be used as a substitute for mainstream funding.
3. The wider public funding situation is difficult, where all areas are subject to, and at risk of, expenditure cuts. If additional funding for regeneration only compensates for expenditure cuts in existing interventions in regeneration areas, it cannot have the added value expected.
4. The significant funding and most important impact on the social problems must come from the mainstream programmes, particularly in education, health and labour market policy, with the criminal justice system continuing to play an important role in stabilising the communities. Maintaining the current commitment to the policing effort in the city is of critical importance.
5. Public sector reform and changing institutional arrangements are part of the picture. Major institutional reforms including the following are particularly relevant to the social programme: the reform of local government and alignment of local development with local government; new local delivery mechanisms integrating services for children and families linked to the setting up of the Child and Family Support Agency and strengthening the planning and coordination role of the Children's Services Committee; the amalgamation of VECs (Limerick City, Limerick County and Clare County) and creation of the new Limerick and Clare Education and Training Board (LCETB); reforms in adult education and training to deliver an integrated Further Education and Training (FET) sector; the creation of the new agency SOLAS to replace FÁS, with SOLAS operating under the aegis of the Department of Education and Skills and taking on a strategic role in the coordination and funding of FET;

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the integration of the labour market activation system with social protection with the creation of the National Entitlements and Employment Service (NEES), now known as Intreo.

6. Taking into account the goal- and results-based focus the programme, progress indicators for monitoring and evaluation relate to whole programme input across government (the “bigger picture”) and not just the additional funds provided via the local authority for regeneration. Result indicators for the programme are identified, and these relate to what can be achieved from the “whole of government approach”. In principle, monitoring indicators should be drawn from the existing systems – i.e., those used to report on service delivery into the various government departments. However, for this social programme, reporting on the key indicators needs to be coordinated such that a reporting mechanism is in place to map progress with the overall situation at local level. Indicators for the evaluation of impact can be drawn from a combination of secondary sources (statistical sources, collection of administrative data) as well as primary data gathering as part of programme evaluation.
7. The current economic situation and prolonged impact of the recession are key factors that will affect any impact on unemployment and the problem of low work intensity / worklessness in the regeneration areas. With recession, high unemployment and changing skill requirements in the local labour market, it is extremely important to impact positively on improving qualification and acquiring new skills to enhance employability of those who are furthest from the labour market. It is also crucial to strengthen efforts to create new sources of jobs in the local labour market. This is a strong focus of the economic strategy for the city. Impact on employability for this group, most distant from the labour market, is a key objective of the social programme.

2.1.3 Priority Themes and Expected Results

There are eight priority themes in the programme. The following are constructed as the four “vertical priorities” of the social programme:

1. Education and Learning
2. Health and Well-being
3. Ageing Well – Health and Well-being of Older People

4. Employability and Work
5. Families and Youth At Risk
The first three priorities – Education and Learning, Health and Well-being and Ageing Well – focus on preventive and early intervention strategies. The fourth priority – Employability and Work – is addressed to the deeply structural employment problems including long-term unemployment and long histories of lack of work (e.g., inter-generational unemployment) which particularly affects the regeneration areas and youth unemployment. The fifth priority – Families and Youth at Risk – is addressed to improving outcomes for families and young people with complex problems and at high levels of need.

These five vertical priorities are constructed upon three cross-cutting themes which are the foundations of the strategy, across the physical, social and economic pillars.

6. Community: based on participation and empowerment to engage in decision-making and neighbourhood planning, drawing on a community development model, engagement in developing / implementing local community facilities and local service delivery.

7. Policing, Justice and Community Safety.
8. The Government /public sector reform agenda and a “whole of government” approach.

Two of these cross-cutting themes – Community Participation, Empowerment and Civic Engagement and Whole of Government Approach - support an integrated approach across the FIP as a whole. The Policing, Justice and Community Safety Priority is required to create the conditions for other elements of the FIPs to work.

The expected results of the social programme are:

- Stable communities which are safe, characterised by a positive community spirit and good quality of life;
- Improved access to opportunities for advancement / self-improvement for the population of the regeneration areas and evidence of “closing” the gaps with the average population – i.e., reducing inequalities across the city as a whole.

The strategy is presented in Figure 1.

Priority themes 1-5 are presented in the remainder of this section. Priority themes 6, 7 and 8 are presented in the next section which is addressed to horizontal objectives and integration.



Figure 1.3: Priority themes

2.1.3.1 Priority 1: Education & Learning

This theme is addressed to education and learning at different stages of the lifecourse. The emphasis is on a preventive approach from the early years, through childhood and into early adulthood in mainstream education. It also focuses on return to education and adult learning drawing on a lifelong learning approach.

Objectives

Objectives are as follows:

1. To support learning in early years and improve school readiness of children on starting school;
2. To reduce absenteeism of pupils in mainstream school (primary and secondary);
3. To improve retention rates in secondary school to Junior Cert and Leaving Cert levels;
4. To improve educational attainment levels of pupils in primary school, focused on literacy and numeracy, and in secondary school;
5. To address social, emotional and behavioural issues that prevent school children from progressing in school / in their learning;
6. To improve capacity for learning in the adult population and key competencies (literacy, numeracy, use of ICT, social competencies) targeting those who have left school without qualification and address to employability, activation and work;
7. To improve capacity for education and learning and qualification levels in the adult population, targeting those who have left school without qualification to improve capacity to function in modern society and encourage / assist children with their education and learning;
8. To further develop the capacity of the education infrastructure and services in local communities at all levels, and integration in service provision in education and other relevant services.

Experience to Date

There is a developed educational infrastructure in the city /suburbs and within commuting distance of the city and in the disadvantaged communities of the city including the regeneration areas. A key issue with schools in the regeneration area and other DEIS schools in the city are declining enrolments linked to demographic change, loss of the population of families

from the regeneration areas, parental choice and other factors affecting enrolment in city schools.

Specific programmes including the additional resources linked to DEIS schools are described in the review of the policy context. As well as mainstream services to improve attendance and connect with parents under DEIS (e.g., Home School Community Liaison, National Education and Welfare Board) and the School Completion Programme, community-based programmes run by voluntary / community organisations provide a range of additional supports. For instance, Home School Community Liaison and the School Completion Programme support parents and encourage children to stay at school, make a successful transition from primary to secondary school and into further education and training and / or third level education on leaving school. Schools, community centres and other sites in the regeneration areas (e.g., the Limerick Enterprise Development Partnership on the southside, the Learning Hub on the northside) provide additional facilities and services, including homework clubs to extend the school day, and enhance learning. These services involve volunteers and mentors to assist pupils in their learning. There are also services providing therapeutic input, for instance, to address behavioural problems in children which prevent them from engaging in school. The objective here is support and successful re-integration to mainstream school.

For younger children, there is an infrastructure of community-based childcare and pre-schools offering full day and sessional childcare throughout the disadvantaged areas of the city including the regeneration areas. New crèche facilities were developed on both the northside (Moyross, King's Island) and southside (Southill) in recent years with capital investment under the Equal Opportunities Childcare Programme (managed by Pobal and with EU funding support). Childcare facilities and pre-schools are often co-located or in close proximity to primary schools, or located in community centres and Family Resource Centres. The Limerick City Childcare Committee has a role in the development of a comprehensive range of quality child-centred childcare services accessible to all.

With the recent award of a substantial grant (Music Generation Limerick City), Limerick City Music Education Programme will be rolled out over 2013-2015

and beyond. Objectives of this initiative include the development of a strong culture of city-wide music participation and Continued Professional Development programmes for all providers to ensure a pool of skilled music tutors. Music programmes will be offered to all children in the city – from pre-school, through music education in primary and secondary schools. There is a specific strand of music education in community settings, targeting regeneration areas / areas of social disadvantage. The programme in disadvantaged areas will involve working on music education with DEIS schools and in other community settings and activities such as band incubation and ensemble programmes in youth / community centres.

In terms of adult learning, again there is an Infrastructure of provision including community-based adult learning provision supported by Limerick and Clare Education and Training Board (LCETB), and hosted by a range of community / voluntary organisations in venues such as community centres. The Adult Education Information and Guidance Service provides information on educational opportunities, career options and advice on career planning. The Adult Education Services in the city provide a range of full-time and part-time courses and learning support, operating from two main locations in the city and some go outreach centres. For instance, there are well-developed services on the northside including the Adult Education Group Moyrass, St. Mary's Community Adult Education Centre, St. Mary's CDP and, on the southside, including the Limerick Community Education Network.

Types of activities / programmes in this area supported to date by the Regeneration Programme in partnership with other players include:

- Retention of the local Department of Education and Skills office in Limerick City and the dedicated role of this office in coordinating the education response to regeneration;
- The retention of additional teacher (ex-quota) in schools serving regeneration areas linked to the high level needs of this school population;
- Opening up school premises for after-school activities, infrastructure improvements in schools, equipment and resources, assisted by funding from Dormant Accounts, led by the Department of Education and Skills (DES) into 22 DEIS schools in the city (now 21 with recent school amalgamations);

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- Support for literacy and numeracy initiatives in DEIS schools (of which there are many – such as Reading Recovery, Doodle Den) with evaluations showing very promising results in some cases;
- Start Right Limerick, which is part of the National Early Years Access Initiative (NEYAI). Start Right aims to improve the capacity of parents, families and services to work collaboratively to improve the health and well-being of children, with a particular focus on learning and development;
- Promotion of improved quality of practice in early pre-school education through the implementation of Siolta – the National Quality Framework for Pre-school Education;
- Small-scale funding for additional activities in schools in regeneration areas;
- Support for homework clubs and learning infrastructure and services in the community / outside of school which extend the school day. This includes the Learning Hub, offering a ranging of learning opportunities using a variety of methods, events and providing a context where children and young people benefit from a socially-mixed environment;
- Summer camps and activity programmes out-of-school;
- Support for the Incredible Years programme. The Incredible Years (IY) programme is an international, early intervention programme targeting children, ranging in age from young infants to ten year olds, who are exhibiting social, emotional and behavioural difficulties. Incredible Years consists of three types of programmes aimed at parents / guardians, children and teachers. Each of the programmes aims to achieve long-term positive impacts on children's behaviour. Since 2007, IY programmes are being implemented in Limerick City through a multi-agency Strategic Steering Group, comprising representatives of the PAUL Partnership, the Health Service Executive (HSE), Department of Education and Skills (DES), Mary Immaculate College (MIC), Limerick Regeneration, National Educational Psychological Service (NEPS), Barnardos, St. Vincent de Paul (SVP), Limerick Social Services Centre (LSSC) together with local community groups, Family Resource Centres and DEIS primary schools.
- Alternative learning approaches (creative, vocational training skills) with integrated therapy (e.g., Blue Box Creative Learning) and support for interventions such as behaviour management for pupils with such difficulties (e.g. Cois Céim at

LEDP), offered in cooperation with schools and home;

- Additional support for adult education including support for coordinators in the regeneration areas and local education committees.

Most of these types of initiatives – homework clubs, new approaches to learning, community-based programmes of adult education - pre-date the regeneration programme in place from 2007. They were given additional impetus and support under the social pillar of this programme 2007-2011.

Education & Learning: Description of Activities

Four types of activity, to be supported under this programme, are identified below.

1. Early Years Learning and School Readiness

The evidence suggests that it is very important to intervene as early as possible in the life of a child to ensure that children achieve the normal developmental milestones and are ready to engage with learning when they start school. Difficulties in terms of oral language acquisition and emotional, behavioural and social problems are serious impediments to normal progression. The evidence indicates that early intervention, starting at the pre-school stage, shows the best return on investment.

Key Partners / Agencies

Activities are centred on community crèches, pre-schools and community-based childcare facilities, in the work of professionals in health and clinical therapies (e.g., Speech and Language therapy) and in family settings.

With the setting up of the new Child and Family Support Agency (CFSA), the local delivery model for integrated services to children and families under the new national agency will need to be specified locally and developed. The Limerick City Children's Services Committee is the key coordinating structure. The Start Right Programme is now operating in the regeneration areas in the southside of the city. The partnership of collaborators involves: HSE, Mary Immaculate College, Limerick City Childcare Committee, PAUL Partnership, Supporting Social Inclusion and Regeneration in Limerick (SSIRL) and Limerick Regeneration. The roll-out of the Music Generation Limerick City, led by LCETB, is multi-stakeholder-based and includes participation of crèches, pre-schools, schools and community organisations.

Scope of Action

The scope of action in Early Years involves mainly the roll-out and piloting of key initiatives and, drawing on the learning from these, transfer of good practice to other settings in the city where there is profile of social disadvantage and child poverty.

- 1) Start Right: this is providing an holistic demonstration model based on improved quality of practice in early years services and collaboration across service providers based on Local Child Support Teams. Start Right is one of eleven projects launched in 2011 and supported under the National Early Years Access Initiative (NEYAI). This is funded from a mix of sources including Government, philanthropic and other charitable sources and is managed by Pobal. The Limerick project is also supported by SSIRL (grant under the Programme Innovation and Development Fund for children, coordinated by the Limerick City CSC). There is an expected commitment to planning and funding for sustainability of the model. The focus of Limerick Start Right is: (i) training and supporting childcare staff to meet Siolta standards; (ii) intensive out-reach work with parents and children and (iii) on-going independent evaluation. With funding for the southside pilot covered from existing sources, good practice from the model can be developed and rolled out to northside regeneration areas including Moyross and St. Mary's Park and other parts of the city and county.
- 2) A Full Service Extended School model is being developed on the southside (St. Kieran's school project). The Full Service Extended School in Limerick (St. Kieran's) involves school amalgamations and a new school build supported from mainstream Department of Education and Skills (DES) for the capital project and philanthropic sources. This is also a strategic project supported in the framework of the Programme Innovation Development Fund, SSIRL (Supporting Social Inclusion in Regeneration in Limerick) to the children's consortium, coordinated by the Limerick City Children's Services Committee. The project is mainly centred on extended services provision on-site linked to the school. These include services to support early years development in health (primary care), childcare and education (pre-school) with links to parental education (adult learning) and well-being (health needs). In terms of wider experience, a Full Service

Extended School (FSES) initiative was launched by the UK Department for Education and Skills (DfES) in 2003. Schools involved in this initiative provide a comprehensive range of services, including access to health services, adult learning and community activities as well as study support and 8am to 6pm childcare. The models implemented in the UK displayed the following common features: a focus on overcoming pupils' "barriers to learning"; a recognition that these were related to what were seen as family and community problems; the development of additional provision to overcome the barriers; the deployment of additional staff and partnerships to deliver the provision; the "bending" of multiple funding streams to support provision; and a tendency for schools to "go their own way" (i.e., responsive to local circumstances) in pursuing their aims. These are the key principles underlying the development of the model in the southside regeneration area. Evaluation of the UK model showed benefits / relative successes including positive impact on pupils' attainment, engagement with learning, family stability and enhanced life chances, better relations with local communities and an enhanced standing of the school in its area.¹ Generally, they were "high costs / high benefits" projects.

- 3) Support to develop stronger links between formal and non-formal early years' providers in regeneration areas. This should help roll-out and embed best practice models, address gaps in service provision and promote better outcomes for children and families.

2. School Attendance and Retention

High rates of absenteeism from school and poorer rates of retention in school in the city to Junior Cert and Leaving Cert are identified as key problems, as outlined in the analysis of the socio-economic context. Pupils from socially disadvantaged communities show poorer levels of attainment in schools (DEIS Band 1 schools) compared with pupils from average /more advantaged social backgrounds. They can also experience more difficulty in the transition from primary to secondary school, especially if attainment is poor on leaving primary school.

Factors influencing attendance and retention include issues related to the individual pupil, the home / family, the school environment and the wider community.

Key Agencies / Partners

This activity is centred on schools and falls within the remit of existing programmes / services namely Home School Community Liaison (HSCL), School Completion Programme (SCP) and National Education and Welfare Board (NEWB). It is proposed that the HSCL and NEWB are brought under the remit of the new Child and Family Support Agency. Locally, the Limerick City Children's Services Committee has a key coordinating role.

Colleges providing further education and training post - Leaving Cert together with third level institutions in the city (University of Limerick, Mary Immaculate College, Limerick Institute of Technology) also engage in programmes to encourage second level students to stay on at school and make transitions after completion of second level into FET options and third level education. Such programmes involve third level students as volunteers (role models, tuition support etc.).

At the level of delivery, schools, colleges and community / voluntary organisations are key partners. The PAUL Partnership has provided coordination and implementation support in some activities for young children in primary school (e.g., Incredible Years). Depending on the issues affecting attendance and retention, referrals and access to services currently within the remit of the HSE (child psychology, child and young people's psychiatric services) are also relevant. Again, it is recommended that these services to children and families are brought under the remit of the new Child and Family Support Agency (CFSA), as outlined in the Policy Review.

Scope of Action

- 1) Improved access to services to address emotional and behavioural difficulties and other problems in pupils. These include community-based services, delivered by organisations mainly funded by the HSE, as well as mainstream services in health, located in Primary Care. The local delivery model here can draw on the concept and practice under the Full Service Extended School model, being developed on the southside of the city (St. Kieran's project). Such initiatives are especially appropriate where primary care and education services are co-located on the same site or are adjacent to each other (Moyross / Ballynanty Health Centre and Corpus Christi School, King's Island Primary Care

Centre and the amalgamating boys and girls school, St. Mary's.

- 2) Services / programmes to improve parenting of school-age children and strengthening home-school liaison strategies and practices addressed to promoting good behaviour and emotional well-being in children. An example here is the Incredible Years programme where there has been investment in training, implementation and evaluation under the Limerick Regeneration Programme (2007-2011) and which has shown good results.
- 3) Additional learning support to improve attainment in school and support for those at risk of poor attainment and school drop-out. This includes after-school / out-of-school provision to support learning matched to needs, and collaborative programmes with voluntary sector and educational bodies / schools in the planning and delivery of such programmes.
- 4) Education and well-being programmes including music in schools (Music Generation Limerick City) and sport / physical activity in schools. Such programmes can add value in terms of learning and also lead to personal and social development, improved self-esteem, sense of achievement and community.

3. Literacy, Numeracy and Educational Attainment In School

While there is evidence of improvement in attainment linked to the additional resources attached to DEIS schools, based on the national evaluation of DEIS in primary schools, the evidence indicates that levels of attainment in schools in the most disadvantaged communities have remained well below the average. Low levels of school attainment are amongst the barriers to accessing opportunities to progress in education, through second level to Junior Cert, Leaving Cert and Leaving Cert Applied, and progression into post leaving cert courses, third level options and into employment.

Scope of Action

- 1) Literacy and numeracy programmes in mainstream school, working with programmes and methods that show most promising results. These should be matched to needs of individuals / groups of learners. There are a variety of programmes currently operating in DEIS schools

¹ See evaluation report: Cummings, C., A. Dyson et al. (2007) Evaluation of the Full Service Extended Schools Initiative: Final Report. Research Report RR852. Department of Education and Skills, UK. <https://www.education.gov.uk/publications/eOrderingDownload/RR852.pdf>

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based on different pedagogic methods. These are being implemented by teachers in schools, and reinforced in educational activities using after / out-of-school and community-based learning models.

- 2) With the development and eventual roll-out of the Full Service Extended School Model (the St. Kieran's Project on the southside) additional supports will be provided in this school environment. Provision of additional support to address needs of children should improve capacity for learning amongst pupils. Family support should foster greater stability and personal development so that children are more likely to achieve at their potential. A Family Literacy / Learning programme is also developed (under the children's consortium, coordinated by the Limerick City CSC) which aims to bridge the gap between parents and children and develop the competencies and skills in parents to support their children in learning. This includes speech and language (oral) as well as written literacy development. Such practices can be developed / implemented in other schools in disadvantaged communities through new partnerships, "bending" existing programmes to better meet the needs and attracting additional resources. The current level of funding in the social regeneration programme, delivered by the local authority, is not sufficient to resource an extended service provision model in (DEIS) schools across the disadvantaged communities and can only be used to intervene in a supportive capacity.
- 3) Literacy programme in DEIS Schools in the city, drawing on the literacy initiative supported under the SSIRL Programme Innovation and Development Fund (children's consortium, coordinated by the Limerick City CSC). The literacy initiative, implemented in cooperation with the Limerick Education Centre and Mary Immaculate College, focuses on Continued Professional Development of teachers.
- 4) Homework clubs, after-school activities – for primary and secondary school children – and out-of-school educational / learning activities (e.g. summer camps, activity programmes, music education programmes) using schools and other community-based settings. Current arrangements often involve staffing by Community Employment Scheme workers and / or volunteers (e.g., parents, third level students and peer supported learning).

They require planning and coordination of provision as well as access to facilities and some additional resources. Additional support under this programme can include: support to reach the target groups more effectively; support for training, information and advice for volunteers; support for work placements / work experience in education support and para-educational activities linked to skills training for unemployed people / young people. (See the Employability and Work priority below).

4. Adult Education and Community Learning

Low levels of educational attainment, negative experiences in education and weak foundations for learning in the adult population in the regeneration areas are barriers to access to opportunities and social mobility. The profile of low-level education also affects parents' aspirations for their children's progression in education and their life chances in general, as well as many other aspects of life (health, linked to poorer health literacy, participation in community organisations and voluntary activities, information seeking behaviour on issues that affect quality of life).

Key Agencies / Partners

Limerick and Clare ETB (formerly City of Limerick VEC) and SOLAS. With the institutional reforms in labour market activation and social protection and creation of the National Employment and Entitlements Agency (NEES) / Intreo offices, there are stronger links with social protection / welfare provision as well as across the Further Education and Training (FET) sector as a whole, as described in the Policy Review. In the context of the disadvantaged population of the regeneration areas, other key players are: the Local Employment Service, the PAUL Partnership (supporting second chance education, vocational training, Community Employment, access to employment) linked to Government's labour market activation agenda; community and voluntary sector organisations providing adult education in community-based settings; the Limerick Community Education Network; alternative education provision such as Youthreach; community / voluntary organisations providing vocational training such as projects like Community Leadership Arts and Sports Programme (southside); and youth work and youth justice projects with education (e.g., Leaving Cert Applied) and vocational training elements (FETAC / NFQ-based qualification).

Scope of Action

Changes are being introduced in the delivery of adult education and training, as outlined in the Policy Review, some of which may present difficulties for the target population. Changes are linked to the challenges presented by the large increase in the numbers unemployed who require up-skilling / reskilling. Additional places are created on programmes in further education and training and capacity increased in part by offering shorter and more intensive programmes and making greater use of "blended" learning options. There is also a stronger focus on qualification and progression, operating from a higher base of qualification (e.g., from level 5-6 on the Quality and Qualifications Ireland (QQI) framework / FETAC)². However, people who are at the lowest levels of education and skills require more rather than less intensive support.

Scope of action here is centred on offering full-time and part-time further (adult) education and learning support including guidance and counselling, rolled out in community-based settings. This is a core activity of the LCETB (e.g., part-time programmes in adult literacy and numeracy, community education, work place-based learning, Back to Education Initiative). Actions here draw on models developed in communities for adult learning including, for instance, the work of the Limerick Community Education Network, targeting adults with low levels of educational attainment. Additional support will be required to enable the target population – adult learners with a profile of low education - to adapt to trends in current practice including the stronger focus on blended learning and engagement with new platforms for learning (web / ICT-based). Types of action that could be supported are as follows:

- 1) Community-based outreach (including non-formal) in order to engage with the target group – i.e., adult learners with low education and specific sub-groups that face additional disadvantaged, e.g., members of the Traveller community, people with disabilities, lone parents especially young lone parents with low-level education. A specific initiative could be developed for young mothers for instance, working with this group to bring them into a pathway of learning and qualification. Raising the educational level in this group and their orientation towards learning is likely to have a positive impact on the capacity of mothers to support their children in education and aspirations

² The new Authority, Quality and Qualification Ireland (operating under the aegis of the Department of Education and Skills) is being created by an amalgamation of three bodies that have both awarding and quality assurance responsibilities: the Further Education and Training Awards Council (FETAC), the Higher Education and Training Awards Council (HETAC) and the National Qualifications Authority of Ireland (NQA). The new Authority has assumed all the functions of the three legacy bodies as well as the quality assurance function of the Irish Universities Quality Board (IUQB). It will also have new or newly-statutory responsibilities in particular areas.

- for their children in education as well as orientation towards the labour market.
- 2) Guidance and counselling service to support adults at greatest risk of social exclusion to engage with education and training and support return to education and qualification. Goal-setting and planning for achievement of education, personal development and, where appropriate, career development outcomes are part of the service.
 - 3) Participation in education leading to qualification by adult learners. For those most excluded, the focus of qualification could be at QQI / FETAC 1-4 level (from basic up to Junior Cert level) and 5-6 (up to Leaving Cert). Progression is also part of the approach involving pathways to further education and training, further qualification and acquisition of skills in new areas of market demand (ICT, technology, healthcare and social care, tourism, sport and recreation, digital and multimedia, horticulture, etc.). For instance, in an initiative targeting young mothers (as suggested above), this could include education and training on information and communication /digital technologies. It could be developed with a strong practical focus to bring "parents on-line" such that they can progress into "blending" learning options more easily, assist and supervise their children's use of the internet and their accessing of information online to support them in various aspects of everyday life, for instance, on health, parenting etc.
 - 4) Local partnership, capacity building (planning, monitoring, managing programmes) and support to networks in further (adult) education to support learning (amongst providers as well as adult learning) and the wider application of good practice.

Scope For Funding Support

The social regeneration programme can provide for the following types of expenditure:

- Funding to support the roll out to communities of improved practice in early years learning and child development and for more intensive work with parents and children including peer support (e.g., parent-to-parent).
- Additional funding for school-based and community-based services such as evidence-based parenting and behavioural / emotional well-being programmes such as Incredible Years.
- Supplementary funding for after-school / out-of-school activities that extend the school day and services in schools which show evidence of success in supporting learning and improved attainment (literacy, numeracy, tuition in subjects). The social regeneration programme, however, is in a supportive role here.
- Funding for additional services to improve the reach and engagement with the target population (and specific sub-groups) in learning. This could include new methods of outreach / working with adult target groups (e.g., young lone parents with low education) and pupils or new approaches to build trust and rapport, new approaches to learning with the target population. These cannot replace existing services and will need to take into account the re-location of specific services for children and families to the new structure of the Child and Family Support Agency (CFSA).
- Small-scale funding to support exchange of experience on methods to improve attendance and retention (rewards, sanctions) and teaching and learning in schools, cooperation and networking across schools and other providers (sharing resources, extending best practice) and peer support (parent-to-parent; pupil-to-pupil) and mentoring schemes.
- In adult education, funding can support additional and more appropriate outreach activities, new methods to develop learning, to improve guidance / counselling to meet the needs of the target groups, to up-skill / support the learning / education of service providers, and to strengthen partnerships, learning networks and capacity in community-based settings.

Progress/Results Indicators

Activity / output Indicators:

- Number of participants engaging with programmes / services supported and, where possible, as a percentage of the target population (e.g., of the school population)
- Number of assessments (e.g., assessment of needs for specialist services, common assessments)
- Number of individual education plans (which could be part of a more comprehensive plan across various services).

Indicators could be based on monitoring data / statistical data collected across schools and other providers.

Results indicators related to institutions and capacity building:

- Evidence of improved quality of practice embedded in institutions such as crèches, schools, community-based organisations.

Indicators will need to be explored based on research

Result Indicators related to the target population:

- Rates of emotional and behavioural difficulties in children and young people with reference to an average population (Strengths and Difficulties Questionnaire)
- Evidence of improved parenting practices (disciplinary strategies) and parental control
- Evidence of improved relationships between parent(s) and child in the family setting
- Evidence of school readiness – emotional and behavioural difficulties profile and language acquisition on starting school

Indicators will need to be explored based on periodic research

- Rates of absenteeism over 20 days
- Rates of retention to Junior Cert and Leaving Cert / Leaving Cert Applied
- Attainment rates in primary school based on results of standardised tests, anonymised
- Attainment rates on leaving secondary school and rates of progression to third level and FET options
- Achievement of qualification and level of qualification (QQI / FETAC framework)

Indicators could be based on monitoring data / statistical data collected across schools (DES)

- Confidence / self-esteem / personal development
- Changed expectations
- Reduced social isolation

Indicators will need to be explored based on periodic research and / or from review conducted by providers.

2. Framework Strategy

2.1.3.2 Priority 2: Health and Well-Being

This theme is addressed to health and well-being over different stages of the lifecourse from birth into old age. It addresses health in the broadest sense encompassing the World Health Organisation (WHO) definition of health as “a complete state of physical and mental health and social well-being and not merely the absence of disease or infirmity”. The social environment of neighbourhood (community safety and social capital / social cohesion), the family situation and economic factors (income and resources) have an important impact, particularly on mental health. Again, drawing on the WHO perspective, mental health is not just the absence of mental disorders. It is defined as “a state of well-being in which every individual realises his or her own potential, can cope with the normal stresses of life, can work productively and fruitfully, and is able to make a contribution to her or his community”. Drawing on the social determinants of health perspective, there are many factors that can impact on health including level of education, income, employment / unemployment, early childhood development, housing, transport, health services and the quality of the environment of neighbourhood. The physical environment including the presence of recreation and play facilities can impact on preventive health strategies (lifestyle) and physical health. A problematic social environment of neighbourhood, income poverty and problems in the family can impact negatively on stress and mental health.

Objectives

Objectives are:

1. To promote improvement in the mental health and well-being of the target population.
2. To build the capacity of individuals, families and the community to improve and manage their health by promoting lifestyle practices associated with better physical and mental health (diet, exercise, smoking, drinking, drug-taking and other risk behaviours).
3. To support early diagnosis of problems (mental and physical health problems, behavioural problems, addictions) by improving access to appropriate services mainly located in primary care and accessible in the community.
4. To support improved access to services for treatment of problems of addiction and physical and mental health issues and support to manage health. This includes a strong emphasis on the recovery model in mental health.

5. To build local capacity in the services in communities to support health and well-being including community participation in primary care.

Experience to Date

Mainstream services in health located in or adjacent to the regeneration areas are delivered from the health centres / primary care services working out of Moyross / Ballynanty Health Centre and the new King's Island Primary Care Team / Health Centre on the northside and Southill Health Centre and Roxtown Health Centre (city centre) on the southside. General Practitioners (GPs) and Public Health Nursing are the key universal services and also provide gateway services to specialist care. Health centres also house Community Welfare Officers (previously in HSE and now under the remit of the Department of Social Protection) providing access to Supplementary Welfare Allowance and other services such as Adult Counselling, access to addiction services / counsellors, social care workers. Community centres including Family Resource Centre, Community Development Programme offices also provide facilities / services to promote improved health and well-being. Community arts, music and other types of programmes in community settings also support improved health and well-being. Access to services in health does not only mean that services are located in or near communities but that the population can benefit from them.

Types of activities and programmes in health and well-being supported to date by the Regeneration Programme in partnership with other players include:

- Health Impact Assessment across the Regeneration Masterplans and a specific health impact assessment related to youth.
- Small-scale funding to community and voluntary organisations and sports' clubs to support wider participation in sport and physical activities involving all age groups from young children, through teenagers, adults and older people.
- Small-scale funding for social and recreational activities promoted by groups of older people (e.g. Senior Citizen's clubs).
- Engagement in developing responses to the problem of youth mental health and planning for youth mental health provision (e.g., work in cooperation with Headstrong / Jigsaw).
- Engagement in developing responses to the problem of youth mental health (e.g., discussion / work in cooperation with Headstrong / Jigsaw).

- Support for additional workers and volunteers to respond to problems of social isolation, poor mental health, family problems through new outreach services (e.g. Moyross Community Companions and Limerick Social Services Centre Family Support Initiative in Southill and Weston).
- Additional resources to provide counselling to adults, in partnership with the HSE.
- Promotion of the roll-out of Primary Care and enhancement of Primary Care Teams in the regeneration areas.

Description of Activities

Three types of activity will be supported, as follows:

1. Public Health

Public health is the “science and art of preventing disease, prolonging life and promoting health through organised efforts and informed choices” (Donald Acheson 1988). An effective public health strategy is most important “to help people live healthier and more fulfilling lives and to create social conditions that ensure good health, on equal terms for the entire population” (James O'Reilly 2011). It is characterised by a whole population (universal), preventive and early intervention approach. A public health strategy addresses: disease prevention including, for instance, immunisation take-up and participation in health screening; health promotion (positive choices relating to lifestyle including diet and physical exercise, breastfeeding, nutrition and negative factors that harm health including alcohol, drugs and violence); and assessment and planning to address the complex factors (social, economic, environmental) that affect health and reproduce health inequalities.

Promoting positive mental health is a preventive strategy for good health and well-being. Many people suffer episodes of mental illness over their lives but recover and no longer have the symptoms. Promotion of the “recovery model” in mental health services means that people can live fulfilling and productive lives, living with mental ill-health conditions if they receive an appropriate mix of treatments and are supported and empowered in managing their illness³. Addressing health inequalities is connected with tackling complex problems of poverty and inequalities in society and, as such, includes interventions in many domains including raising employment, income and education levels in the population. As outlined in the socio-economic analysis of baseline conditions, the evidence shows strong inequalities in health between

³ For instance, in “A Vision for A Recovery Model in Irish Mental Health Services: Discussion Paper” published by the Mental Health Commission Ireland (December 2005) (the meaning of the recovery model and various definitions of it are reviewed). A recovery approach involves: “supporting an individual in their own personal development, building self-esteem, identify and finding a meaningful role in society”. A person with mental illness can recover “even though the illness is not cured and that the process of recovery can proceed in the presence of continuing symptoms and disability.”

the population of the regeneration areas of the city and the average population and in all sections of the population – children, adults and older people. There is also considerable evidence that members of the Travelling community have poorer health status over the lifecourse, compared with the average population.

Key Partners / Agencies

Activities are located in health centres and in community settings including: community crèches, pre-schools, schools, community centres, day centres / rehabilitation centres, youth work settings, Family Resource Centres and youth justice projects.

The key agency is the HSE (health promotion, Public Health Nursing, GPs and other health professionals in Primary Care). The links to other factors that affect health (education, employment, environment) bring in other players including the local authority (environment, public space and recreation), Department of Education and Skills, youth services, Limerick Sports Partnership and the PAUL Partnership.

The Limerick City CSC is the key coordination structure for activities related to children and families.

Scope of Action

- 1) Health education and health promotion activities in the community with the key messages (lifestyle, harmful practices, substance misuse, risk behaviours, immunisation, health screening, exercise and nutrition) developed and delivered in ways that are appropriate to the target population. These activities should be addressed to different sections of the population (children, young adults, expectant mothers, women, men, older people) and delivered in partnership with health professionals in community settings.
- 2) Activities to promote positive mental health appropriate to the target population and delivered in partnership with health professionals in community settings. These can include: promoting awareness and understanding of positive mental health (including self-esteem, the ability to solve problems and to deal with stressors) and addressing the issue of stigma; greater understanding of preventive strategies (e.g., stress management); coping with specific stressors (bereavement, addiction, unemployment etc.); and promoting understanding of the recovery model in mental illness.

- 3) Small-scale community-based sport and recreational activities including the arts, music and dance, physical activity developed and implemented by local community and voluntary organisations.
- 4) Support to improve access to treatment programmes for individuals with problems of addiction. This can include information on services and outreach in community settings to support referrals to services.
- 5) Local partnership and capacity building (planning, monitoring, delivery of local programmes, education and training to support professional development focused on community providers) in health awareness, health promotion, to improve access to services in Primary Care and in sport and recreation.

B. Child and Youth Mental Health

Positive mental health and earliest possible intervention to address problems are crucial to normal child development, progression in education, participation in normal social life with peers, family, in the community and in society in general. Social deprivation, exposures to traumatic events, early exposures to aggressive behaviours and neglect increase the risks of emotional and behavioural problems in children and, if not addressed, lead to longer-term physical and mental health and other problems over the lifecourse.

Key Agencies / Partners

HSE is the main player. Certain services for children and families currently in the HSE (Public Health Nursing related to children and families, Speech and Language Therapy, Child and Adolescent Mental Health Services, Psychology Services) are expected to come under the remit of the Child and Family Support Agency (CFSa) as well as services currently in the realm of education (National Education and Welfare Board) and in the area of justice (Children's Detention Schools). This draws on recommendations of the Report on the Task Force on the Child and Family Support Agency (July 2012) – as outlined in the Policy Review.

In Limerick regeneration areas, a community “wrap-around” service for 0-3 year olds and a Full Service Extended School Model, focused on integrating early and primary education and services in health / primary care, as described above, are being developed on the

southside of the city, with support from SSIRL Programme Innovation and Development Fund. Headstrong / Jigsaw, described as a youth-friendly service development model, based in the community, has completed a planning process for the setting up of a new service for Limerick. Features of the service model are: integration with primary care and the specialist mental health system and commitment from the local HSE; an inter-agency approach; a local assessment and systematic planning process; youth participation; and an information management system for monitoring and evaluation of outcomes drawing on an evidence-based practice approach.

The Limerick City CSC is the key coordination structure.

Scope of Action

- 1) Roll-out of the southside projects (Full Service Extended School model; community “wrap-around” for early years) to contribute to improving the mental health and well-being and education and learning in children from the early years (0-6 years) into middle childhood (6-12 years). Positive infant mental health is strongly connected with emotional attachment to the parent (especially the mother) and parental well-being. There are links here to the investment already made in implementation of the Incredible Years programme, delivered in schools and in other community-based settings.
- 2) Support to extend practice from the southside demonstration models into appropriate sites in other communities in regeneration and other areas of the city where there is a profile of severe social disadvantage and child poverty. This is especially appropriate where there are possibilities to co-locate / or where there is close proximity to health centres with multi-disciplinary Primary Care Teams in Moyross / Ballynanty and King's Island Health Centres.
- 3) New methods to reach the youth population and the development of user-friendly community-based services to address the mental health needs and promote well-being of young people. This is based on a youth-focused integrated model of service provision, Headstrong / Jigsaw. The social regeneration programme can only act in a supporting role with the major input in terms of resources for operational costs and clinical posts coming from the HSE.

2. Framework Strategy

- 4) Local partnership and capacity building (planning, training and professional development, support to embed practices, monitoring / tracking outputs and results) in child and youth mental health and well-being promotion.

C. Adult mental and physical Health

Adult health and well-being are affected by many factors. Drawing on a social determinants of health approach, these include poverty, long exposures to social deprivation, emotional and family stress often linked to lack of economic resources, social isolation, lifestyle factors and environmental (e.g., poor housing and quality of the physical environment) and social conditions of the neighbourhood. This includes exposures to anti-social behaviour, fear and lack of community safety.

Key Agencies / Partners

The key agency is the HSE, Primary Community and Continuing Care, with the particular focus on primary care / local health centres and access to specialist services (e.g., in chronic illness management, palliative care, psychiatric services). As there are many determinants of health (including social, economic and environmental factors), other agencies have a role including the local authority in relation to the physical and social environment of neighbourhood, the Gardaí (community safety), public transport and voluntary / community sector organisations engaged in delivery of social and community services in health, welfare and social care.

Social Protection (NEES / Intreo offices) as part of a more integrated labour market activation services (with LCETB and SOLAS, formerly FÁS) also have a role linked to supplementary welfare entitlements. In addition, a significant proportion of the staffing of social and community services comes from active labour market schemes in Community Employment and TÚS. Potentially, addressing needs in the communities in social care may offer training and employment opportunities to unemployed people (and links to the Employability and Work priority, below).

Scope of Action

The scope of the social regeneration programme is mainly in a supportive role (influencing and advocacy) and indirectly promoting improved health and well-being. For instance, action to build capacity of the community to "have a voice" and engage in decision-making is relevant to improving service provision in

primary care to match local needs (see Priority 3 below in relation to Ageing Well); environmental improvements including improved housing, open space and facilities for recreation are likely to have a positive impact on health including mental health; action to improve community safety and estate management, impacting to reduce fear of crime and anti-social behaviour, are likely to have a positive impact on adult health including mental health; interventions to support families with multiple problems are likely to impact positively on health, particularly mental health. Interventions to support families and youth at risk are addressed mainly below under Priority 5.

Actions that could be supported under the social regeneration programme include:

- 1) Activities involving cooperation with health professionals, especially in Primary Care, and community-based and voluntary organisations to build awareness of services in health (primary care and specialist health services), social care and social support and to provide information and advice, if appropriate, on how to access such services.
- 2) Activities, also in cooperation with health professionals (especially in Primary Care) and community-based and voluntary organisations to support people and families living with disabilities, chronic illnesses and mental ill-health to better manage their conditions – for instance, supporting the development and tracking of care plans and pathways to recovery in community settings. It could also include setting up / participation in support groups related to management of, and coping with, specific health conditions (e.g., cancer, diabetes, caring for people with dementia). The approach is to work towards empowerment, supporting people to live as full and productive lives as possible while living with illness.
- 3) Actions to improve educational opportunities and qualification in healthcare and social care in the community and amongst staff / volunteers of community-based organisations. This could include use of new technologies in health care management and education / training to support better management of specific health conditions
- 4) Capacity building and partnership in community-based settings, as identified above under Public Health, to promote input of communities and groups (e.g., women's health, men's health) to

decision-making on services and models of service delivery in health in local communities.

Scope for Funding Support

The social regeneration programme can provide for the following types of expenditure:

- + Additional funding for the start-up (e.g., planning, partnership-building) of programmes to support improved infant, child and adolescent mental health delivered in cooperation with the mainstream services in health and child and family support.
- Funding for additional services to improve the reach and engagement with target populations in the regeneration areas – i.e., young people, groups at higher risk such as men living alone, and young single parents.
- + Small-scale funding for the development and delivery of targeted health promotion activities, delivered in community settings.
- Funding to improve community-based support to manage ill health for people and families living with disabilities and chronic health conditions.
- Local partnership and capacity building (planning, monitoring, training, community participation) in health promotion and service delivery in the community.

Progress / Results Indicators

Activity / output indicators:

- Number of participants engaging with programmes / services supported and, where possible, as a percentage of the target population.
- Number of assessments (children / families / adult individuals) for specific health needs
- Number of care plans for illness management (individuals)

Indicators should be based on monitoring data / statistical data collected from service providers.

Result indicators related to institutions and capacity building:

- Evidence of improved practice (outreach, assessment of needs, planning, stronger partnerships) embedded in institutions including Primary Care Teams and voluntary and community organisations

Indicators will need to be explored based on research:

“I was on a residents forum and on regeneration committee for 6 years. I lost hope. For the first time, I feel we are being spoken to honestly”
Ballinacurra Weston resident

”



2. Framework Strategy

Result indicators related to the target population:

- Rates of diagnosed long-standing (chronic) physical and mental ill health problems for groups in the population (children and young people, adult population)
- Suicide / para-suicide and self-harm rates

Indicators should be based on monitoring data / statistical data collected from HSE.

- Rates of emotional and behavioural difficulties in children and young people (survey-based assessments) compared with the average child population
- Self-assessed health – percentages in very / poor / fair health versus good / excellent health (census and survey)
- Rates of diagnosed long-standing illnesses (census and surveys)
- Self-assessed physical and mental health (community surveys)

Indicators will need to be explored based on periodic research and also using secondary data from the census and other sources.

- Confidence / self-esteem / personal development
- Reduced social isolation

Indicators will need to be explored based on periodic research and / or from review conducted by providers.

2.1.3.3 Priority 3: Ageing Well – Health and Well-Being of Older People

Supporting active and healthy ageing is an important priority of all advanced societies linked to the phenomenon of ageing populations. Promoting Limerick as an age-friendly city with age-friendly neighbourhoods and communities is a priority of the local authority, drawing on the national initiative of “Age-Friendly Counties”. The aim of the national initiative is to develop an “age friendly county programme” in all local authority areas in the State. Age-friendly strategies address a broad agenda and involve a multi-stakeholder approach (statutory, voluntary organisations, the business community, academic institutions and older people themselves). Age-friendly neighbourhoods focus on how the needs and experiences of older people are addressed in terms of the physical built environment, housing, transport, access to services including shops, amenities, leisure and essential public services including health and social care, safety and security of

place and the presence of places to socialise / mix. The Age-friendly agenda also concerns older people inputting to planning and decision-making on services, giving older people “a voice”, in order to address needs, support independent living in old age and provide opportunities to participate in society.

Objectives

The objectives of this priority are:

1. To support and promote the ageing well agenda in the city by creating a forum and opportunities for older people to engage in all aspects of planning and decision-making related to the needs and well-being of older people, meeting current and future challenges of an ageing population.
2. To support planning and implementation of programmes to address, in particular, the needs of vulnerable elderly people. These include elderly people living in the most disadvantaged areas of the city.
3. To support good health and well-being of older people by promoting community-based access to health and social services, appropriate housing, and safety and security. This should address the issue of changing health needs of elderly people as they age while at the same time, supporting independent living and autonomy of older people for as long as possible.
4. To create conditions and promote opportunities for social connectedness and, maintaining the independence of older people.

Experience to Date

There is considerable experience in the disadvantaged communities in the city of addressing needs and supporting the well-being of older people. Services comprise a mix of statutory (public health nursing, home help, housing adaptations) and voluntary services (day centres, meals, social activities, sport and recreation, transport, emergency call / security, repair and care) with funding support from Government and other sources. Community centres, Family Resource Centre, Community Development Programme offices are important providers. Private services (care, nursing home care) are also available to varying extents. Types of activities supported under the Regeneration Programme 2007-2011 included: social and recreation activities for older people, proposals / plans for sheltered housing for older people, promoting the community safety agenda involving a multi-agency

approach including community Gardaí and the local authority.

Description of Activities

Two types of activities will be supported, as outlined below.

A. Planning for an Age Friendly City and Neighbourhoods

The focus here is on planning for an “age-friendly” city and “age-friendly” neighbourhoods, with the involvement of older people. While this is framed to take a strategic / longer-term perspective, it will also seek to address immediate / short-term needs of older people. It will focus on the social inclusion of older people especially those older people resident in the most disadvantaged areas of the city.

Key Agencies / Partners

The local authority will take the lead on the broader agenda of “ageing well”, drawing on the model of the “Age-Friendly Counties Programme” involving an Alliance of stakeholders, as described below.

Scope of Action

- 1) Development of the programme for the age-friendly city and age-friendly neighbourhoods, drawing on the Age-friendly County Initiative, i.e.: (i) setting up an Alliance of senior managers across the local authority, health services, Gardaí, business community, voluntary organisations, academic institutions and representatives of older people; (ii) consultations with older people and their representative organisations, formation of an older person’s forum and the development of a draft strategy reflecting the priorities of older people and the key stakeholders; (iii) finalisation of the draft strategy, setting up a process to support and review implementation and affiliation to the “WHO Global Network of Age Friendly Cities and Communities”. An initiative along these lines is being advanced in the city (with support from SSIRL to the Older People’s Consortium under the Programme Innovation and Development Fund), focused on the needs of older people in the most disadvantaged areas of the city. This initiative aims to bring the voice of older people into decision-making on infrastructure and services development in the city and on issues that they consider important to their well-being and autonomy (e.g., safety and security, public transport connections to key services, retention of

services used by older people, etc.).

- 2) This agenda can also address issues such as ageism, family support (e.g., grandparent-headed households, problems in their adult children's households such as addictions, access to grandchildren, grandchildren in foster care, etc.), access to education and support for learning (e.g., information and communication technologies), support for the roll-out of e-health and use of technology to support management of health conditions, older people and employment, older people's rights, and older people as a resource in their communities. "Get Vocal", coordinated by the PAUL Partnership, is a relevant initiative here.
- 3) Actions to support older people will also link with proposals for the development of sheltered housing integrated with other services for older people in the regeneration areas.
- 4) Support for capacity building and partnership in the multi-stakeholder approach.

B. Specific Actions to Support Health & Well-Being of Older People

This activity focuses on specific actions to address identified needs of older people and social connectedness. It should especially target older people resident in regeneration areas and vulnerable elderly.

Key Agencies / Partners

The HSE, Primary Continuing and Community Care, Older People's Services is a key partner, working in cooperation with community and voluntary organisations. Other partners could include, for instance, providers of education and learning services for older people (LCETB, voluntary organisations, schools), organisations engaged in the development and application of new technologies in health care (academic institutions), organisations supportive of inter-generational initiatives (schools, youth services, sports services and clubs).

Scope of Action

- 1) Activities to support the social connectedness of older people in local communities and across the city including social, leisure and recreational activities that involve older people from different types of neighbourhoods in Limerick City.
- 2) Activities to support the involvement of older people in education and learning including

practical courses that can improve their quality of life (e.g., use of computers, email, internet, mobile phones, healthy lifestyles, etc.), in health and well-being initiatives (as outlined above under Priorities 1 (Education and Learning) and 2 (Health and Well-being) and Priority 5 (Families and Youth at Risk). In the case of older people, these can relate to services that address needs such as use of technology in health care management, safety and security. In significant initiatives (e.g., projects identified from the strategy planning process under Activity 1), regeneration will act in a supportive role, and not as the main driver or funder of such initiatives.

- 3) Information, support and advice services, specifically developed to meet the needs of, and sensitive to information-seeking approaches applied by, older people (e.g., face-to-face, phone, available in community settings).
- 4) Activities to promote /support inter-generational relationships and solidarity. These could include activities in the arts and culture, local history, music and voluntary activity.

Scope of Funding

The social regeneration programme can provide for the following types of expenditure:

1. Additional funding to support the process (e.g., planning, partnership-building, involvement of older people, research and information gathering) of the age-friendly city and age-friendly neighbourhoods programme.
2. Funding for additional services to improve the reach and engagement with the target population (older people) in the regeneration areas and in other communities in the city.
3. Small-scale funding for specific activities to support the well-being of older people including inter-generational initiatives delivered in community settings.

Progress / Result Indicators

Activity / output indicators:

- Number of participants engaging with programmes / services supported and, where possible, as a percentage of the target population (older people)

Indicators should be based on monitoring data / statistical data collected from service providers

Result indicator(s) related to institutions and capacity building:

- Evidence of good practice (outreach, assessment of needs, planning, partnerships, user involvement) in the age-friendly city / neighbourhoods programme.

Indicators will need to be explored based on research

Result indicators related to the target population:

- Rates of diagnosed long-standing (chronic) physical and mental ill health problems in older people

Indicators should be based on monitoring data / statistical data collected from HSE

- Self-assessed health – percentages in very / poor / fair health versus good / excellent health (census and survey)
- Self-assessed physical and mental health (surveys)
- Sense of safety and security in the neighbourhood
- Ease of access to essential services
- Take-up and quality assessment of key services (health, social care, transport)

Indicators will need to be explored based on periodic research and also from the census

- Reduced social isolation
- Autonomy in decision-making
- Independence
- Quality of life
- Inter-generational solidarity

Indicators will need to be explored based on periodic research and / or from review conducted by providers.

2. Framework Strategy

2.1.3.4 Priority 4: Work and Employability

Low work intensity of households and social welfare dependence are key features of households in the regeneration areas. While the focus is often on the environmental conditions of the neighbourhoods, poor conditions of place are the consequences rather than the causes of the social and economic forces which foster deprivation. Histories of long-term unemployment and worklessness result in a lack of resources and economic security for families. Changes in the types of jobs and skills demanded in the local economy have considerably reduced demand for an unskilled / low skilled labour. Low consumer demand and a weak domestic economy have resulted in a lack of jobs in lower level services and occupations that traditionally provided opportunities for entry level jobs for young people / first time job seekers and those with lower levels of education. Weak labour market demand / lack of jobs combined with high levels of unemployment, as outlined in the analysis of the socio-economic context, increase the competition for available jobs. The current situation of large number of unemployed people in the city also increases the demands on the labour market activation system (referrals, job search, training, work placement provision) and the competition for places on training programmes and work placement schemes. Young people are particularly badly affected by unemployment, especially those in the youngest age categories with low levels of education and likely to be early school leavers. Low levels of educational attainment, discrimination in the labour market linked to stigma of place, poor motivation and orientation towards the labour market, social stressors / crises in family life, problems such as addiction, history of criminality and lack of personal and social competencies are significant barriers to entry to schemes to promote employability and work for significant sections of the population of the regeneration areas. Other barriers could relate to criteria for entry to labour market activation schemes (e.g., being on the "live register", age criteria applied in entry to schemes etc.).

There are strong links between this priority and the economic pillar of the FIP. The economic pillar of the FIP, in turn, is linked to the strategy for the city where a key challenge is to create new sources of jobs in the local economy (i.e., improve conditions on the demand side of the labour market). Creating new sources of jobs in the local economy, in itself, will not bring sections of the population with long exposures to economic exclusion into the labour market. There are also strong links

between this theme and adult education and community learning (Priority 1, Education and Learning). Specific interventions are required here which, generally, follow the "Pathways to Work" approach, as outlined in the Government Policy Statement on Activation, February 2012 and 2013, and described in the Policy Review.

Objectives

Objectives are as follows:

- 1) To promote improved employability of people of working age in the target population. This encompasses employability in the broadest sense covering personal development / improved motivation towards the labour market, key competencies and skills required in the labour market, and qualification.
- 2) To develop labour market activation and access to employment initiatives for the target population.
- 3) To promote stronger cooperation and collaborative partnerships between activation services (LCETB and SOLUS (formerly FÁS), LES, PAUL Partnership and Intreo offices) and community and voluntary organisations on-the-ground with capacity to reach groups distant from the labour market including targeted interventions for specific groups – in particular, young people who have left school early without qualification and are unemployed or not in employment, education or training (NEETS), long-term unemployed men; women with no or little experience of work including lone parents and who may be economically "inactive".
- 4) To support people through employability pathways, through on-going access to continuing / further education, training and mentoring including support in employment settings.
- 5) To link employability with jobs developing in the local labour market, including community and new start-up enterprises, jobs in construction linked to the physical regeneration and other employment opportunities in the city, and support the target group to enter such jobs.
- 6) To develop links and work pro-actively with enterprises / businesses and other sources of employment (public and voluntary bodies) within and outside of the target areas with a view to opening up access to work experience / work placements, internships and permanent job placements.

Experience to Date

Experience in the regeneration communities of support to employability and work include services supported by the PAUL Partnership (second chance education, training for work), advice and support services to unemployed people provided by the Local Employment Services, FÁS-supported training initiatives including sectoral skills training for the unemployed in areas including catering and construction at LEDP, Local Training Initiative programmes, occupational skills training in community-based projects including Young People's Probation Projects (addressed in Priority 5, Families and Youth at Risk below), Jobsclubs (northside and southside) enterprise-related activities of Southill Cooperative, LEDP, St. Mary's AID and enterprise units in Moyross. Community Employment Schemes have been widely used (training and work experience) and are extremely important for running services in communities provided by community-based organisations. The Royal Cinema: Film and Media Training Centre (based on the redevelopment of the Athenaeum Hall, Upper Cecil Street in the city centre) is a proposed new initiative to provide digital media education and training for learners across the city, including the regeneration areas, and the region, and to act as a centre for the development and exhibition of new digital media, arts and film. This initiative and other projects in city centre development, as proposed under Limerick 2030: An Economic and Spatial Plan for Limerick, could offer new opportunities for the employability strategy for the workforce of the regeneration areas.

Other relevant established initiatives include the work of LCETB's (formerly the Limerick City VEC's) Prison Education Unit and the pre-release prisoner education programme.

Only a limited range of actions to support employability, employment and enterprise were taken under the Regeneration Programme 2007-2011. These focused on:

- Youth Soccer Training FETAC Level 5 course promoted by FÁS, LCVEC (now LCETB) and the Football Association of Ireland (FAI) to provide a unique blend of educational and football development for talented young players who are employed, the majority of whom are recruited from regeneration areas. Retention rates are good. The outcomes include participants going on to

play football at international and League of Ireland level and a significant cohort finding employment in sport and leisure or proceeding to third level to study sport;

- CLASP, Community Leadership in Arts & Sport Programme FETAC Level 4 course promoted by FÁS, VEC (now LCETB) and Limerick Southside Ltd. to provide individuals, from predominantly regeneration communities, with the opportunity to gain leadership qualifications in sports and the arts to enable them to take an active role in their community and society as a whole;
- Dedicated Enterprise Officer, based on cooperation between the PAUL Partnership and Limerick City Enterprise Board;
- Support to establish an integrated employment service on the northside involving cooperation between Limerick Regeneration Areas, FÁS and the PAUL Partnership;
- Activities to promote community enterprise in St. Mary's Park, by St. Mary's AID;
- Summer camps at LIT, employing students;
- Vocational training for some groups (e.g. older homeless men) in the Wooden Boat Building School (LEDP);
- Other activities were suggested early in the programme including local employment linked to the jobs in construction likely to materialise with the physical re-build of the estates and a community training centre on the northside. However, these did not come to fruition over the course of the regeneration programme (2007-2011).

Description of Activities

Two linked activities will be promoted under the social programme with a strong connection to the economic pillar of the FIPs. The focus will be on working effectively with the evolving labour market activation initiatives launched by government targeting the long-term unemployed and young people who are unemployed. Youth unemployment is at an extremely high level in the city. Young people with low education and at high risk of economic and social exclusion will be targeted particularly under the FIPs. The bulk of the resources to support employability and work are expected to come from mainstream labour market activation programmes and local services currently in place. Under this priority of the social pillar, the focus is on addressing the additional barriers to employment faced by people of working age, targeting those most

disadvantaged in the labour market with a strong focus on residents of regeneration areas.

A. Labour Market Intervention Programme – (i) Northside and (ii) Southside

In the current climate of high unemployment in Limerick City, it will be extremely difficult to impact on the historic high levels of unemployment and long-term unemployment in the most disadvantaged areas of the city. As well as very high rates of unemployment, there are large numbers of female-headed households who are lone parents in receipt of benefits and not in the labour force (inactive). As outlined in the socio-economic analysis, a relatively high proportion is unable to work due to illness or disability. Activation of the long-term unemployed on Jobseekers' Benefit / Job Assistance with low qualification and under 35 years old is the priority target group of Government's "Pathways to Work" initiative. Addressing the problem of youth unemployment, especially targeting NEETs and applying the "youth guarantee" approach (offering support to NEETs within four months of leaving school) is also a strong priority of government.

Under this priority theme, a labour market intervention programme, targeting most disadvantaged groups in the labour market, will be developed on the northside and southside of the city, prioritising long-term unemployed and young unemployed people in the regeneration areas. Initiatives in adult education will also target inactive groups, particularly, lone parents with low education and a lack of work-related skills and work experience. Access to local and affordable childcare is an important issue for this sub-group. Taking into consideration the local economic context and the typical profile of unemployed and inactive people living in the most disadvantaged areas of the city, the main impact expected is on employability (orientation towards the labour market, development of core / generic skills), referrals into employability pathways (further education and training) and experience of work in schemes such as Community Employment, TÚS, Labour Market Education and Training Fund, Jobclubs and the Back to Education Initiative. Entry into sustainable employment including jobs in the social economy, social enterprise and mainstream economy will be a "bonus". A coordinated approach to working proactively with potential employers, to open up access to work placement and employment opportunities, is required across the social and economic pillar of the FIPs. In terms of skills, for

younger people and those recently unemployed in construction, the national focus on skills training in renewable "green" energy and the local "Cleantech" initiative at LEDP are particularly relevant in skills training for this target group as well as a focus on jobs in tourism, catering and other services (e.g., call centres). Skills training oriented to specific crafts in construction linked to renovation of historic buildings in the city (e.g., Georgian Limerick) could also be appropriate.

Key Agencies / Partners:

The key agencies are LCETB and SOLAS, formerly FÁS, PAUL Partnership, Local Employment Service, local social welfare offices (NEES / Intreo offices), City Enterprise Board / Limerick City and County Council Economic Development Directorate. These bodies will need to work in, and partnership with community and voluntary organisations, businesses and other employers in the city including social enterprises and cooperatives.

In the case of most vulnerable sub-groups, agencies including the Probation Service, Young People's Probation and HSE (family support, addiction) / new Child and Family Support Agency (CSFA) are also relevant. This group is addressed below under Priority 5 (Families and Youth at Risk).

Scope of Action:

The scope of action involves working effectively with the labour market activation system, Government's Action Plan for Jobs, the "Pathways to Work" initiative and "youth guarantee" approach to better meet the needs and support employability of the target population - the long-term unemployed, young people not in employment, education or training (NEETs) – prioritising the regeneration areas or these target groups (long-term unemployed, NEETs) who, until relatively recently, were resident in the regeneration areas. Initiatives can draw on lessons from recent national evaluations⁴.

The main action here is a labour market intervention programme with a northside and southside dimension, adopting "the pathways the work" approach and linked to the proposals for community-based training centres and support for employment initiatives under the economic pillar of the FIP, as well as new opportunities for training and work arising from

⁴ Evaluation of the Labour Market Activation Fund (LMAF) 2010: Final Report 2012, prepared by PA Consulting; Activation in Ireland: An Evaluation of the National Employment Action Plan, Prepared by the ESRI, 2011; Literacy, Numeracy and Activation Amongst the Unemployed, Prepared by the ESRI, 2012.

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implementation of the physical pillar of the FIPs. Additional support and customisation of existing and new schemes will be provided under the social regeneration programme to help address the additional barriers to employment faced by the target groups. Such barriers could relate to aspects of eligibility for active employment schemes (e.g., a requirement to recruit people only aged 25 years and over). There are also strong links between actions under this theme to improve employability and those specified above related to adult education and community learning. In the case of lone parents, in particular, there are links to community-based childcare interventions (Priority 1 Education and Learning). Access to, and progression in, adult education can be an important part of the pathways approach. There are connections here to the activity proposed above, focused on bringing young women lone parents into adult education and learning.

Types of action to be supported under the social regeneration programme are as follows:

- 1) Flexible training programmes which include core skills development, followed by vocational training (employable skills) with integrated literacy and numeracy and personal development components. The vocational component will include programmes with a specific sectoral / occupational focus and could include: green technologies, catering, tourism, healthcare and social care, sports and recreation, craft skills in construction and could involve new types of apprenticeships. For instance, new apprenticeships involving training combined with learning on the job could be particularly appropriate for young unemployed.
- 2) Community-based outreach, including non-formal methods (using word-of-mouth, working with community services that provide access to the target population) and facilitate engagement. Ideally, this should lead to a single point of access to information – one for the northside and one for the southside - on opportunities, eligibility and benefits. It will involve working closely with local social welfare offices (NEES / Intreo) and the LES with responsibility for activation, FAS/SOLAS, LCETB (training and adult education) as well as community and voluntary organisations including those engaged in providing childcare.
- 3) Additional advice / guidance and mentoring support. This will be linked to developing for each participant a progression action plan and

“pathway” to improved employability (further education, training, other services as appropriate) and ultimately access to employment. Additional guidance / support could be developed to promote good attendance at training / further education / work placement, to avoid drop-out and, in the event, of the intervention being inappropriate /unsuitable, to help find other options for the participant.

- 4) Work proactively with local employers, public service organisations, community and voluntary sector to identify skills needed and opportunities for work. This relates to various work options: work experience, casual / part-time work, current job vacancies in the mainstream labour market, social employment and social enterprise. This will also require liaison with the National Employment and Entitlements Services (NEES)/ Intreo offices linked to government policy to increase the percentage of vacancies filled by people on the Live Register, and to clarify / deal with any issues regarding eligibility and entitlements to welfare (primary and secondary benefits). As outlined above, opportunities will also be pursued linked to the roll-out of the FIPs - physical, economic and social plans - such that “needs” can be linked to new sources of employment in the city in general and in the regeneration communities. These could be in areas such as: environmental improvements, construction and renovation including improved insulation, recycling; caring / social care; horticulture / food production; catering; heritage, culture and tourism; para-educational activities (play); out-of-school support programmes.
- 5) Support for work placement (work experience, short-term and longer-term placement) and jobs for those engaged in or who have completed training and activation. This will include working with employers and / or individual participants to embed the placement with the employer, even if the work performance of the individual placed is not entirely satisfactory initially.
- 6) Local partnership and capacity building (outreach strategy, information strategy, planning provision, managing implementation of the labour market programmes, monitoring outputs, tracking results).

B. Addressing Additional Barriers to Economic Inclusion: Most Vulnerable Groups

While long-term unemployed people in the target areas face serious barriers to access to employment, there are specific sub-groups within that population who are presented with additional difficulties. These include: young people at risk of, or with a history of, offending behaviour; people coming out of drug / alcohol rehabilitation programmes and /or struggling with addictions; young adults on the margins, for instance, who may not have attended school since their early teens, are homeless or effectively homeless; Travellers; people with a history of mental health problems; and people with disabilities which have prevented them from participating in employability or work programmes.

The recent baseline study of the regeneration areas⁵, for instance, shows high proportions of the population with complex problems including family members in prison, addiction problems as well as unemployment, low education and low incomes, as outlined in the analysis of the socio-economic context. This vulnerable group in the labour market is likely to include larger numbers of males but will also include females. Mostly, they lack a stake in society. Some may be operating outside the social welfare system (i.e., some young people not in education, employment or training), and some may be seen as a key source of the problems in their community (e.g., involved in anti-social behaviour, vulnerable to involvement in crime). Working more effectively to integrate residents with this profile is an important part of the strategy to stabilise the communities. However, being effective here will require special skills to build connections with, to engage with the target population and to work to support improved employability (education, training, work). This is likely to be a slow process. It will require links with key players including: Probation Services; Young Person’s Probation community-based projects (Cèim ar Chéim, Southill Outreach, Probation and Linkage in Limerick Scheme, PALLS); Garda Diversion Projects; the Prison Service; Prisoner support programmes (Bedford Row, LEDP’s Prisoner Support Programme); the Gardaí (Community Gardai) and, depending on needs, other services in family support, mental health, addiction etc. The wider needs of these groups will be addressed under Priority 5 (Families and Youth at Risk) below.

⁵ Humphreys, E., D. McGafferty and A. Higgins (2012). *How are our Kids? Experiences and Needs of Children and Families in Limerick City with a Particular Emphasis on Limerick’s Regeneration Areas*. Limerick City Children’s Services Committee.

Scope of Action

- 1) Outreach, similar to that described above, targeted on most vulnerable groups and inter-agency cooperation in relation to referrals, access and support services. Some of the outreach is likely to require an informal approach (and not just formal referral processes) and a more intensive approach in supporting individuals. It is expected that even with intensive efforts, some will not effectively engage and it will be a slow process. However, with some successes and new role models emerging, encouragement and peer support will be provided to others.
- 2) Additional advice / guidance and support linked to developing an holistic support plan for the participant which includes an employability dimension. This, for instance, may be part of an after-care support in cooperation with Probation Services, Young Person's Probation, family support in cooperation with the HSE (Child and Family Support Agency), mental health care management, accommodation, re-integration following exit from addiction services etc.
- 3) Specific activities to promote and encourage engagement in employability initiatives. This could include using guest speaker events / role models from the community and elsewhere, site visits to education, training and support projects and work settings, "taster" training, use of dedicated "key worker" with specific clients, mentors or "buddy" to support them in training and work placements.
- 4) On-going support to participate in the employability actions identified above in the northside and southside community settings – i.e., further education, training, work placement. This will draw on a similar range of supports including key worker, mentor, or "buddy".
- 5) Coordinated approach in developing linkages and working with employers across various providers of employability services to vulnerable groups, with a view to identifying and supporting temporary work placements as well as mainstream employment opportunities. A coordinated approach is required in order to reduce the potential for employability services competing with each other for the same pool of employers and placements. In view of current conditions in the local labour market, developing placements and the support and good will of potential employers will be required.

Participation in education and training activities will be developed within the broader framework of the programme for the long-term unemployed and young unemployed as outlined above. Indeed, separate provision of education / training may not be necessary / not appropriate for some sub-groups. This is in keeping with national policy not to continue with separate training provision for groups such as Travellers (e.g., Senior Traveller Training Centres) but rather to work with an integrated model of provision.

Scope for Funding Support

The main source of funding for the employability programmes are the mainstream services in labour market activation, further education and training. Funds available under the social regeneration programme are for additional activities to help address the specific barriers to employability and employment faced by the long-term unemployed and particularly vulnerable groups. It can provide for the following types of expenditure:

- Funding for additional services to improve the reach and engagement with the target population – i.e., targeted and more intensive outreach, specific events to encourage and support participation.
- Funding for additional advisory / guidance and support services including group work, peer

support networks, mentoring and continuity of such support into placement and after-care in employment settings.

- Funding to engage in activities to strengthen partnerships across the main players – which can include a large number of potential partners, depending on the target group / barriers addressed - learning networks and capacity in community-based settings and amongst (potential) employers.

Progress and Results Indicators

Activity / output indicators:

- Number of participants in the labour market intervention programmes (northside / southside / most vulnerable groups)
- Number of "pathways" plans prepared (participants)
- Number of participants completing support programmes

Indicators based on monitoring data collected from service providers in labour market activation

Result indicators related to institutions and capacity building:

- Capacity building of institutions in terms of better collaboration, more effective outreach, sustained

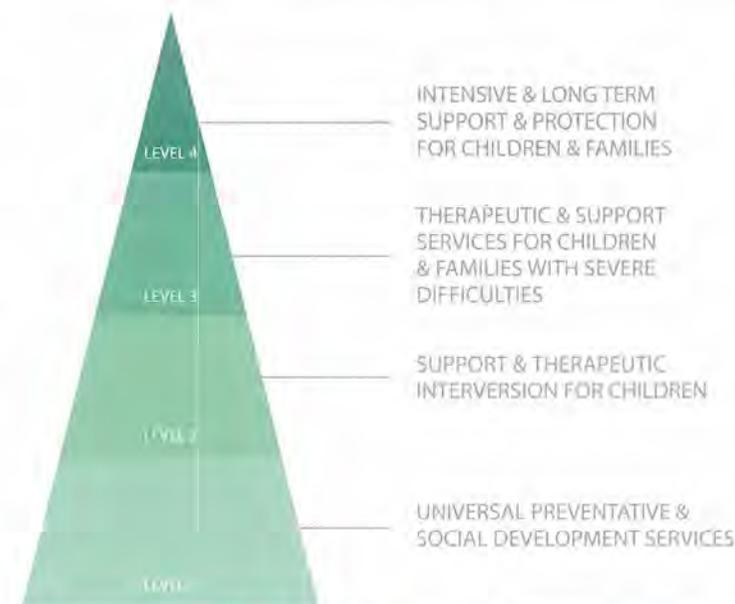


Figure 1.2: Hardiker Model of Needs and Service Interventions

“I would want to keep
our old neighbours”

St Mary's Park Resident

”



- engagement with the target population
- Links with employers / employer engagement / employer commitment to placements (numbers)

Indicators explored based on research / evaluation

Result indicators related to the target population:

- Number achieving qualification and level of qualification from adult learning (NFQ framework) and vocational training
- Number progressing to employment on exit from the intervention (full-time / part-time)
- Number in employment / placement six months after completion of the intervention
- Number progressing to further education and training
- Confidence / self-esteem / personal development
- Changed expectations
- Reduced social isolation

These indicators will need to be explored from the tracking systems in place, follow-up surveys and evaluation research.

2.1.4.5 Priority 5: Families & Youth At Risk

This theme is addressed to family support and young people, focusing on families at higher levels of need and young people at risk. Early intervention and preventive action to promote positive outcomes for children and families are addressed in different ways under other priority themes of the programme – namely in Priority 1, Education and Learning and Priority 2, Health and Well-Being. Interventions under the Employability and Work priority are also relevant in that improved profile of education, skills and work for parents and young people can improve economic security and bring other benefits (structure to family life and role models). Interventions under the first two themes in particular are directed to strengthening universal services in accessible community-based settings – namely, schools, primary health care teams, crèches – which are “the critical interagency interfaces for services to children and families” (Report of the Task Force on the Child and Family Support Agency, 2012).

Analysis of the experiences and needs of children and families in Limerick, as outlined in the socio-economic analysis, showed widespread problems of poverty and social exclusion and extensive gaps between families in the regeneration areas compared with the average population. These “gaps” apply across a range of

outcome indicators (education, health, economic security, safety, environment)⁶. The analysis also showed a strong prevalence of families with complex problems. Families with complex problems and young people at risk have proved to be a most difficult problem to address in social regeneration. Some families at risk are well-known to the services while others with serious difficulties of poverty, social isolation and finding it difficult to cope remain “under the radar”. Further factors are distrust of State services in general, particularly, services with responsibility for child protection and child welfare and a lack of confidence in the State authorities / agencies to deal effectively with these issues and the problem of anti-social behaviour on the estates.

Families and young people targeted under this priority theme are those at the higher levels of need, using the Hardiker scale to define thresholds of needs and corresponding levels of service intervention (1=universal to 4, highest level of need requiring most intensive support).

This priority theme also includes restorative justice and restorative practice interventions, comprising a preventive strand based on education / activities in schools (professional development of teachers and relevant agencies) and a targeted strand for young people who have come before the Courts. A Restorative Practice Demonstration programme, is promoted by the consortium of stakeholders in children’s services, supported under the Programme Innovation and Development Fund, SSIRL.

The approach under this Priority is to respond to families in difficulties who are at high levels of need (remedial interventions) within a broader framework of preventive strategies in education, health, community-based recreation, leisure and universal child and youth services and early intervention (addressed in Priorities 1 and 2). In line with national policy, it will seek to address problems in families / children’s well-being based on a whole family / whole community approach. Child protection has the highest priority in national policy (Children First). Child protection may require temporary or longer-term placement in alternative care arrangements due to problems such as addiction, illness, lack of parenting capacity and abuse. Poverty and in some cases debt are further critical issues in child welfare.

Dealing more effectively with problems in families at the highest level of need should help stabilise communities. Combined with other measures to build community engagement and capacity, successes here should generate more positive community social capital and a social context that enforces pro-social and civic behaviour. An important aspect here is to support improved community safety.

Objectives

Objectives are as follows:

- 1) To promote improved family functioning, improved parenting capacity and better outcomes for children and families with a profile of complex social problems and at greatest risk of social exclusion and poor child welfare.
- 2) To improve the efficiency and effectiveness of service delivery to families with a profile of complex social problems, drawing on the essential service characteristics to support better outcomes for children and families, as identified in national policy.⁷ This could include adding new services if needed, as well as adapting existing services supported under mainstream programmes.
- 3) To improve outcomes for young people (adolescents) at high risk of social exclusion and who may be engaged in or at high risk of offending behaviour.
- 4) To build capacity and partnership across the key stakeholders, with a view to improving quality in service delivery and integration in planning, implementation and evaluation of services to children and families at highest levels of need

Experience to Date

There are numerous services providing family support and services for children and young people focused on youth at risk, and targeting the population of the regeneration areas. Targeting is effected either by services being located in regeneration areas or because of the large caseloads of families drawn from the regeneration areas.

The mainstream agency is HSE, Children and Family Services, with social workers being the key frontline service. Voluntary organisations are important providers of services to children and families at risk. Their role has evolved linked to their capacity to reach the target population; and, typically they have better rapport and there is less mistrust of voluntary

⁶ Humphreys, E., D. McCafferty and A. Higgins (2012). *How are our Kids? Experiences and Needs of Children and Families in Limerick City with a Particular Emphasis on Limerick’s Regeneration Areas*. Limerick City Children’s Services Committee.
⁷ Connecting with families and community strengths; Ensuring quality services; Opening access to services; Delivering integrated services; Planning, monitoring and evaluating services

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compared with statutory organisations with responsibility for child protection and child welfare. Family support services provided by voluntary and community sector organisations typically operate via referrals from HSE and are (part)-funded by HSE operating under local service agreements.

Focusing on family support, some services are run by specialist national charities including: Barnardos Family Support Project serving family experiencing difficulties throughout the city, operating on the northside (St. Mary's Park and Moyross) and the southside (Southill and Ballinacurra Weston); Sophia Housing, Southill offering intensive family support, tenancy sustainment and advocacy; RESPOND! Suimhneas, based in Moyross, offering sheltered accommodation for mothers and children who are homeless often due to domestic violence; Extern, based in Moyross but servicing a wider population, targeting children / young people up to age 17 years who are assessed at high levels of need and providing support programmes working with children and parents; Youth Advocate Programme Ireland targeting young people and their families at high risk living in Limerick City and County. The model, similar to Extern, is described as a strengths-based and intensive support model which aims to keep young people in their community and out of care / custody. The Northstar Family Support project, operating at Watch House Cross, offers support services including information, counselling, peer support to families affected by a family member's addiction problem to drugs and / or alcohol. Family Resource Centres, operating out of Southill and Ballynanty, aim to address social disadvantage in community settings by supporting the functioning of the family unit, providing services to lone parents, families, women, men, young people and elderly people. The Southill Domestic Abuse project offers one-to-one support and peer support to women experiencing domestic abuse. Broader-based universal services in the communities which provide elements of family support (but not intensive specialist help) include Community Companions Moyross and the Limerick Social Service Centre, Southill and Weston Family Support Initiative.

Focusing on young people at risk, the HSE again has a key role here, as outlined above. The Irish Youth Justice Service, working in cooperation with other stakeholders including the DES, HSE, An Garda Síochána and community-based organisations, is also a key player. A similar model of running services in

cooperation with community / voluntary organisations applies to projects supported by the Irish Youth Justice Service and Young Person's Probation. The main method of access is through referrals from key agencies but sometimes through school, parents or self-referrals (e.g., to Garda Youth Diversion projects). Youth Forums have been set up in the city to provide a structure to support integration and information sharing across the key stakeholders in relation to young people at risk. In terms of key projects / services in place:

- There are five Garda Youth Diversion (GYD) Projects in Limerick, operated by An Garda Síochána and community-based organisations. Three are based in the regeneration areas: Corpus Christi Youth Development Group, Moyross; King's Island GYD; LSCVI Southill and two in other locations in the city (Ballynanty Youth and Irishtown Youth, St. John's Square). GYD projects offer diversionary activities for children drawn into the criminal justice system so that they will avoid this in the future. GYD projects have an enhanced employability dimension (access to education, training, personal development, job access). There is also a stronger focus on planning services based on an analysis of data on reported youth crime from the PULSE crime data analysis system in the locality they serve and a stronger partnership approach.
- Young Person's Probation (YPP) projects in Limerick are as follows: – Céim ar Chéim in Moyross and Southill Outreach which are community-based organisations. Céim ar Chéim, Moyross offers qualification-based education and training programmes for young offenders referred from the Courts / Juvenile Liaison Officers, youth at risk identified by the Gardaí, schools, National Education and Welfare Board, HSE and early school leavers. It also offers a social education programme, behaviour modification, drug and alcohol awareness and other support services. Southill Outreach targets young people aged 12 to 18 years, working with referrals from YPP and residential institutions (highest level of support) and through outreach work on the street.
- Le Chéile Restorative Justice Project is part of nationwide project working in cooperation with YPP. Le Chéile Limerick works with young offenders in the city, including the regeneration areas. In restorative justice, it brings together the offender, the victim and others as appropriate, supported by a facilitator. The restorative justice options are

based on expressing the harm done and discussing / agreeing reparation. It is also developing a volunteer base and mentoring service. Probation and Linkage in Limerick Scheme (PALLS) is a new training centre for ex-offenders referred by the Probation Service and established in partnership with Limerick Regeneration. As well as training for employability and access to employment, services seek to address anti-social attitudes and behaviours.

- Special schools for children at risk, often with a history of minor offending, are also part of the provision for this target group (St. Augustine's Sexton Street, St. Canice's Mulgrave Street).
- Facilities and services in youth work including clubs, sports, art, dance, drama, and education facilities are available in the regeneration areas promoted by Limerick Youth Services and based in the communities. As well as the city centre location (Henry Street), services for youth in regeneration areas operate from: the Factory, Southside Youth Space (Fulflex), Southill Area Centre, Westend Youth Services, Our Lady of Lourdes, Northside Youth Café and in King's Island (Nicholas Street). While these include mainstream /universal services for youth, linked to location in the regeneration areas and the profile of the young population, they also offer services targeted on young people with difficulties (e.g. counselling, homework support, links to Garda Youth Diversion etc.). They all have a strong volunteer base.
- The Limerick Sports Partnership is a one-stop-shop for sport and physical activity opportunities in Limerick. It provides information, advice and grants for club/community links, education and training opportunities including mentoring in club governance, as well as planning and implementation of sustainable activities with a particular focus on disadvantaged young people. Programme examples include Way to Go Kids nutrition and physical activity programme for overweight children and their parents, VIP Volunteer Inspired Programme for young adults wishing to gain sports leadership qualifications and the confidence to directly deliver sport in their communities (many progress to third level education as a result of this intervention). Sport is regarded as a powerful tool for engaging young people, building their self-esteem, developing teamwork and leadership skills and providing positive opportunities for integration through activities such as inter-community tournaments:

Types of activities and programmes in family support and youth at risk supported to date by the regeneration programme (2007-2011) in partnership with other players include:

- The Local Assessment of Needs System (LANS), a strategic project of Limerick City Children's Services Committee, which promotes multi-agency work addressed to children with needs at levels 2-3 on the Hardiker scale. It is an "early warning" / preventive system; it has integrated a Common Assessment Framework and is developing an information / data sharing system.
- Extension of capacity of family support programmes managed by voluntary bodies. These include Extern, receiving a grant to double its capacity, the North Star Family Support Project and Sophia Housing.
- Support for new universal services in regeneration areas which include support for families (Moyross Community Companions, Limerick Social Services Centre Southill and Weston Family Support Initiatives).
- Funding to existing community-based voluntary organisation to develop new or enhanced services such as outreach in Céim ar Chéim; Bedford Row Family Project (prisoner focus), Southill Domestic Abuse and Family Resource Centres.
- More substantial funding into Probation-led projects including the establishment of PALLS and Restorative Justice / Restorative Practice.
- Funding to support the development of youth facilities and services in regeneration areas including the Southill Youthspace, The Factory and the Northside Youth Café.
- Funding for new / additional projects such as those offered by the Irish Horse Welfare Trust (equine care, targeting disadvantaged young people and developed in cooperation with community-based organisations), Cois Céim (a support service for young people with behavioural problems in school to help them address their problems and reintegrate to mainstream school) and AK Illen Wooden Boatbuilding School at Limerick Enterprise Development Partnership (LEDP) and in Moyross.

Families & Youth at Risk: Description of Activities

Three activities will be promoted under this priority of the social regeneration programme. They are strongly inter-connected. The targeted interventions identified here need to work effectively with the universal and

preventive actions in Priority 1, Education and Learning and Priority 2, Health and Well-Being above, to support better outcomes for children and families. There are also strong connections between activities focused on Families and Youth at Risk and Priority 4, Employability and Work. Improved effectiveness and better outcomes here will improve conditions for Community and Civic Engagement (Priority 7) and support and contribute to the Policing, Justice and Community Safety Priority.

A. Assessment of Needs & Intervention Pathways for Family Support

Criticisms of services in child and family support are that they are too fragmented; they reach too few children and families in need, they intervene too late in the life-cycle (children are older) and too late after the on-set of problems, and there is a lack of follow-up to monitor and sustain outcomes through appropriate after-care. There are also criticisms that family support and children and youth services including services in education settings can "take over the parenting role" and may not pay enough attention to developing responsible parenting and empowering parents. Actions under this theme must be structured to respond better to the complex needs of the target group and to address these criticisms. Working in a multi-agency context within the coordination structure of the Limerick City CSC, investment has been made in developing the Local Assessment of Needs System (LANS). This has included training of personnel in relevant statutory and voluntary / community organisations in the Common Assessment Framework (CAF) and a data management system. However, engagement with the LANS and the CAF is voluntary. The test of the LANS will be improved capacity in the service infrastructure to support children and families at risk and produce better outcomes.

Key Agencies / Partners

HSE-led, operating in a multi-agency context involving all agencies with a role in the provision of services to children and families and relevant community and voluntary sector providers. With the creation of the Child and Family Support Agency (CFSA), key statutory services in education and health including domestic violence services will come within the remit of the new agency while more structured interface with services such as Garda Youth Diversion and Young Person's Probation is expected. The CSC is the key

planning and coordination structure.

SSIRL, Programme Innovation and Development Fund is providing support for capacity building of the Children's Services Committee, addressed to improved service coordination, development of the evidence-base for an action plan for children and a Quality Assurance Framework in service provision for children and families.

Scope of Action

- 1) Continued support for the development and implementation of the LANS and embedding it more widely in organisations providing services to children and families. This includes wider use of the Common Assessment Framework by statutory and voluntary organisations providing services to children, with support provided (training, advice) and improved inter-agency data sharing.
- 2) For each child assessed as falling within specific thresholds of need on the Hardiker Scale 2-4, preparation of an integrated pathway of care plan for service provision corresponding to needs. This includes assessment of need based on common / specialist service response options including services in the statutory and voluntary sector, referral / timeframe for service delivery, monitoring of progress in the service responses, review of the care pathway and aftercare provision. Aftercare should include stronger engagement with the universal / preventive services in health and education and employability identified under other themes of the plan. The principles of whole family and whole community approach also apply here.
- 3) Continued support for additional family support services delivered by voluntary / community organisations under local service agreements with the HSE / Child Family Support Agency. Drawing on past experience, additional capacity may be required to deal with the volume of cases requiring support and / or measures added where gaps in existing services to address needs are identified. In order to address fragmentation, individualised family support plans must be based on a "one child / one family / one plan" approach with a single point of contact identified for the family. In cooperation with the lead agency (HSE / Child and Family Support Agency), planning for sustainable funding of such targeted services is a priority.

2. Framework Strategy

- 4) Development and roll-out of the Quality Assurance Framework by the Children's Services Committee and assistance, if needed, in developing the evidence base in action planning for children and families (training, capacity building, research, technical support). As part of planning and review of performance, aggregated monitoring data related to service delivery and outputs (assessments, referrals, take-up, completion) and results /outcomes will be reviewed systematically and fed into on-going planning.

B. Improved Outcomes for Youth at Risk

Improving outcomes for youth at risk is a key challenge. These are the children and youth for whom families, communities and universal service provision have failed to provide a context of safety, security and access to resources for normal childhood experiences and to make the successful transition to adulthood. These children / young people typically have difficulties at school and are at highest risk of poor educational attainment and school drop-out. Over the years, the age of on-set of problems including offending behaviour has reduced (children engage in offending and anti-social behaviour at younger ages compared with the past). With most troubled young people, in the absence of effective support, the number and seriousness of offences increases over time. Some find themselves before the Courts and, in few cases, in detention and special care arrangements. While boys have higher rates of offending than girls and have a profile of greater difficulties, girls are also affected by offending behaviour. A further important aspect is victimisation. Young people with a history of offending are often victims of offences, especially violence (bullying, physical assault) and are often exposed to aggressive and violent behaviours including violence within the family.

Key Agencies / Partners

Irish Youth Justice / Young Person's Probation, An Garda Síochána community Gardaí / Garda Youth Diversion, working with services in education and training (schools, LCETB, SOLAS, formerly FÁS), health and family support (HSE / Child and Family Support Agency) and community-based organisations. The Children's Services Committee is the key planning and coordination structure. Funding is available from SSIRL to the consortium for children to support a Restorative Practice Demonstration Model.

Scope of Action

- 1) Additional / new methods of outreach to improve effectiveness in the reach of young people at risk. This includes "out of hours" outreach activities (evenings and weekends) when problem behaviour may be more likely to occur. Outreach should be directed to bringing children at risk into diversion activities as early as possible after the on-set of problems – linked to the "early warning" system which is a key objective of the Local Assessment of Needs System (LANS) / Common Assessment Framework (CAF). Outreach needs to work in tandem with the referral systems which apply across statutory and voluntary organisations, as outlined above. Consent and engagement with the parents / the family needs to be addressed and the model of the integrated pathway of care applied with on-going risk assessment and tracking applied, as outlined above.
- 2) Support to apply best practice in the development of re-integration plans and enhanced services for young offenders. These should include behaviour modification programmes, social and personal development to help young people make positive choices, working in group settings on a one-to-one basis. An holistic approach to re-integration is required and this will take different pathways depending on individual characteristics (age) and profile (history, type and intensity of problems), the wider family situation and social relationships with friends and in the community. A whole family approach, similarly, should be taken if appropriate. Other care options should be applied if this is not appropriate in the interest of child protection / child welfare. A strong focus on education should be applied in all re-integration plans to support re-engagement with learning in school or other settings depending on needs including age. For those in their older teens and early twenties, employability (training, orientation to work, work experience, placements) is a key element of re-integration. Enhanced aftercare provision, to help prevent re-offending and support positive re-integration into community and society are further elements. This could include commitment on the part of the young person / parent to engage with specific universal services, for instance, to develop learning, manage health, improve parenting, and engage with sport / leisure / arts / music. This should, in turn, help to re-engage with positive peer networks and in the community. On-going

mentoring could support aftercare.

- 3) Restorative Justice, Le Chéile model: Targeted Strand. This is targeted on young offenders, as described above, in order that young offenders understand the impact of their offending behaviour on the victim, their families and community and make reparation. The initiative aims to divert offenders from further criminal activity and support participation in rehabilitation / empathy programmes to address the causes of the offending behaviour. The project also involves training of volunteers (e.g., to sit on victim impact panels) and has a strong volunteer base.

C. Supporting Youth: Connecting and Participating in Community and Society

Promoting participation of young people in community life, supporting positive networks of friends and peers and across the generations are important to sustain better outcomes for children and stable cohesive communities. Being part of positive networks is particularly important for children and young people coming out of rehabilitation and offender re-integration programmes. Giving children and young people a voice is a further important objective of national policy in favour of children and young people.

Key Agencies / Partners

Limerick Youth Services, Limerick Sports Partnership, voluntary and community-based organisations running educational, sports, recreation / leisure and other activities for children and young people, schools, Irish Youth Justice Service / Probation. The Children's Services Committee has a key role in overall planning and coordination structure in service provision for children and families. A Restorative Practice Demonstration Model which involves a preventive intervention in schools and other agencies is being supported under the Programme Innovation and Development Fund (SSIRL), to the consortium of stakeholders engaged in improving outcomes for children.

Scope of Action

- 1) Youth facilities and services with extended provision (evenings and weekends). Additional support can make better use of the investment in facilities for young people in the regeneration areas / other areas of the city. Promoting integration of young people from the regeneration areas into city-wide youth activities / and provision

in mixed social settings is also appropriate. This is to facilitate relationships between young people across communities in the city and more diversified social networks in peer groups. This could generate better relationships and friendships across social groups in the city and create positive peer influences and connection to new opportunities. Activities such as sport, music and the arts are particularly relevant here.

- 2) Promoting participation of young people from disadvantaged communities in fora which seek to give young people a voice in society and in relation to decision-making on local service provision. Comhlair na nÓg / a local youth council is a relevant structure here.
- 3) Wider roll-out and embedding of the preventive strand of the Restorative Practice initiative, managed through an interagency partnership – a sub-group of the Children’s Services Committee. This is education-based, delivered in schools focused on a whole school approach and agencies working into and out of selected schools. In the development phase, this was focused on four second level schools in the city and offered training to staff in restorative practice. In the next phase, the model can be extended to other schools and relevant agencies.
- 4) Provide a small grants fund to groups of young people to support them in developing and implementing ideas that contribute to the fabric of their community. Decisions on this fund should be made by young people for young people.

Scope for Funding Support

The key source of funding for families and children at risk are the mainstream programmes / services currently falling within the statutory responsibility of the HSE (to be transferred to the Child and Family Support Agency) and the Department of Justice and Equality (young offenders / diversion of children from offending). A further important source of funding is the LCETB (for educational elements) and formerly FÁS (on training). In terms of funding for youth work, key sources are the various grant programmes under the Department of Children and Youth Affairs: Special Projects for Youth (focused on socially-disadvantaged youth), Young People’s Facilities and Services Fund, Youth Service Grant, Youth Information Centres). Mostly, these grants are administered through the VECs (now the ETBs) to fund operations of the mainstream

youth services, youth projects in community and action centres. At national level, the Young People’s Facilities and Services Fund co-funds local development officers with the GAA, FAI and IRFU to work in the regeneration areas. The recent grant, Music Generation Limerick City, for a programme of music education in the city is a further important source of additional resources. Limerick City Sports Partnership provides resources including information and advice on the governance of sports clubs, as well as planning and implementation of activities.

Funding under the social regeneration programme is for additional activities to support / improve the effectiveness of mainstream provision. It can provide for the following types of expenditure:

- Funding for additional services to improve the reach and engagement with the target population – i.e., targeted and more intensive outreach.
- Funding for additional services which address gaps in services enhancing in-service care and after-care provision (advice, group work, peer support, mentoring).
- Funding to build capacity of agencies / partnerships to better respond to the needs, for planning and developing services and to support monitoring and tracking of participation and outcomes.

Progress and Results Indicators

Activity / output indicators:

- Families and children at Risk
- Number of child protection referrals (gender / age profile)
- Number of child welfare referrals (gender / age profile)
- Number of participants with completed assessments (common / specialist / risk assessment)
- Number of care / integrated pathways plans (participants / families)
- Number of participants (families / children) completing support programmes

Indicators based on monitoring data collected based on HSE records and records of other relevant service providers

Children / Young People at risk of offending:

- Number of referrals to Youth Diversion and percentage admitted to Diversion Programme (gender / age profile)

- Number of referrals unsuitable for Diversion Programme (and reason why)
- Case decisions as a percentage of total referrals to Diversion Programme

Indicators based on monitoring data collected by GYD projects and reported on an annual basis

- Number of restorative justice referrals and number in targeted restorative justice programme (gender / age profile)
- Numbers of people trained in restorative practice
- Number of schools / agencies involved in restorative practice (preventive programme)
- Number of young people reached in Restorative Justice, targeted and preventive (gender / age profile)

Indicators based on records / monitoring data from Le Chéile Limerick

Children / Young Offenders:

- Number of young persons’ assessment requests prepared (pre-sanction reports / community service reports / pre-sanction requests to consider community service)
- Number supervisions of young persons (orders for supervision / community service orders / orders for supervision during deferment of penalty / family conference referrals)

Indicators based on records / monitoring data from Irish Youth Justice / Young Person’s Probation Service

Youth

- Number of young people regularly using or participating in a service / facility / club (average numbers attending)

Indicators based on records / monitoring data from Youth Services

Result indicators related to institutions and capacity building:

- Evidence of best practices embedded in organisations (e.g. use of the Common Assessment Framework)
- Evidence of improved data sharing
- Evidence of improved inter-agency / partnership working (referral processes, coordinated planning, coordinated service delivery, coordinated tracking)

Indicators based on research / evaluation

“Very impressed with a lot of the plans. As a community we need to see progress. We need to see an improvement in the appearance of Southhill. If the community wants to move forward we need to keep the people in southhill and not move them out. We need to see some building work to start.”

O'Malley Park / Keyes Park Resident



Result indicators related to the target population:

- Families and children at risk
- Evidence of improved parental responsibility (e.g., monitoring and disciplinary strategies)
- Evidence of reduced exposure of child to risks (harm, drug / alcohol abuse / neglect)
- Evidence of improved relationships within the family
- Evidence of re-integration to mainstream (e.g., school, work, peers, community)
- Evidence of participation in community / society (involved in clubs, sport, civic activities)

Indicators based on research including community-based surveys

Child Health:

- Health status of the child (very /poor to excellent health)
- Rates of diagnosed chronic physical illnesses
- Rates of diagnosed chronic mental illnesses / behavioural / learning difficulties
- Profile of strengths and difficulties in children, percentage in “borderline” and “abnormal” ranges of difficulties compared with an average population

Indicators based on statistical data available from secondary sources and research (Strengths and Difficulties in children)

Learning / Education:

- Rates of absence of child for over 20 days from school
- Rates of attainment in literacy and numeracy compared with the average based on standardised tests
- Rates of retention in school to Leaving Cert
- Rates of progression from school to college / PLC course / training / work
- Levels of parental education in terms of highest educational qualification
- Rates of parental participation in further education

Indicators will draw on statistical data available from secondary and administrative sources (e.g., anonymised records across schools).

Safety:

- Rates of exposures to conflict in the home and exposures to specific issues including drug use
- Rates of victimisation – bullying in school / community, harassment / assault, theft
- Rates of specific neighbourhood problems (e.g. anti-social behaviour) and safety issues (crime, dereliction)
- Local crime statistics

Indicators based mainly on research. Local crime statistics from secondary sources (Garda Síochána).

Economic Security:

- Household income sources and adequacy of income (great difficulty making ends meet / very easy to make ends meet)
- Employment rates
- Unemployment rates

Indicators based on research and statistical data from secondary sources

Part of positive networks of family, friends, neighbours and community:

- Parental affection and quality of parent child relationship
- Extent to which parents and children have close relationships with extended family
- Social trust of people in the neighbourhood
- Extent of support from family, neighbours and friends
- Rates of involvement in voluntary / community organisations
- Rates of involvement in clubs, sport and community-based activities.

Indicators based on research focused on community-based surveys

Youth Offending Behaviour

- Number of anti-social behaviour orders
- Number of defendants (young people)

Indicators based on secondary sources (Garda Síochána and Irish Youth Justice)

Young Offenders

- Number achieving qualification and level of qualification from offender re-integration (QQI /FETAC framework) and vocational training
- Number progressing to employment (full-time / part-time) on exit from the intervention
- Number in employment / placement six months after completion of the intervention
- Number progressing to further education and further training

These indicators will need to be explored from the tracking systems in place, follow-up surveys and evaluation research

- Evidence of improved family functioning (assessment tool)
- Confidence / self-esteem / personal development (individuals)
- Changed expectations (individuals and families)
- Reduced social isolation (individuals and families)

These indicators will need to be explored from the tracking systems in place, follow-up surveys and evaluation research.

2.1.3.6 Summary of the Priority Themes, Activities and Key Players

The structure of the social programme, reflecting the hierarchy of the objectives, and the five priorities themes are shown in Figure 1.4

This shows that the programme has a mix of preventive activities (to prevent serious problems arising later) and remedial / structural activities (intervening to address problems that are in evidence, focused on deeply structural / most acute problems). The groups in the population addressed by the social programme focus on a lifecourse approach, generally, and targeting groups with the most acute needs (long-term unemployed, vulnerable groups most distant from the labour market, lone parents with low education, youth unemployed focused on NEETs; problem families, children at risk with high level needs, young offenders / youth at risk of offending). Thematic priorities showing strong links / integration across the priority themes are also shown in Figure 4.3.

Community participation and empowerment and a “whole of government approach” are two cross-cutting priorities, under-pinning the priorities of the social programme, supporting programme integration. The

2. Framework Strategy

Policing, justice and community safety priority aims to create conditions to stabilise and build the confidence of the communities and is also at the foundations of the whole programme. These priority themes are elaborated below in next section.

A summary of the priority themes, activities and key projects, as elaborated above, together with the agencies responsible for delivery is shown below under Implementation Arrangements. The key statutory agencies responsible for implementation of the social programme are the HSE (children and families, health especially primary care), Department of Education and Skills (schools, adult education, further education and training), Department of Social Protection (employment and welfare entitlements) and Irish Youth Justice Service (diversion of young people from crime, youth offending) with important roles here for the Garda

Síochána and Young Person’s Probation. With institutional reform in services to children and families, the Child and Family Support Agency and the Limerick City Children’s Services Committee (CSC) will take on key roles. The Education and Training Boards and local labour market services (National Employment and Entitlements Service / Intreo Offices) will have a key role in activation / employment policy.

Programme Strategy: Horizontal Objectives and Integration

This section focuses on cross-cutting or horizontal themes of the social programme, including the important issue of integration.

This horizontal dimension addresses the key themes:
6. Community: based on participation and empowerment to engage in decision-making and

neighbourhood planning, drawing on a community development model, engagement in developing / operating local community facilities and local service delivery.

7. Policing, justice and community safety.
8. The Government reform agenda and a whole of government approach.

These themes are described as the “foundations” of the strategy encompassing the social, economic and physical pillars of the FIPs. Community participation and empowerment and the whole of government approach support integration across the vertical themes of the social programme – Education and Learning; Health and Well-Being; Employability and Work; Ageing Well: Health and Well-Being of Older

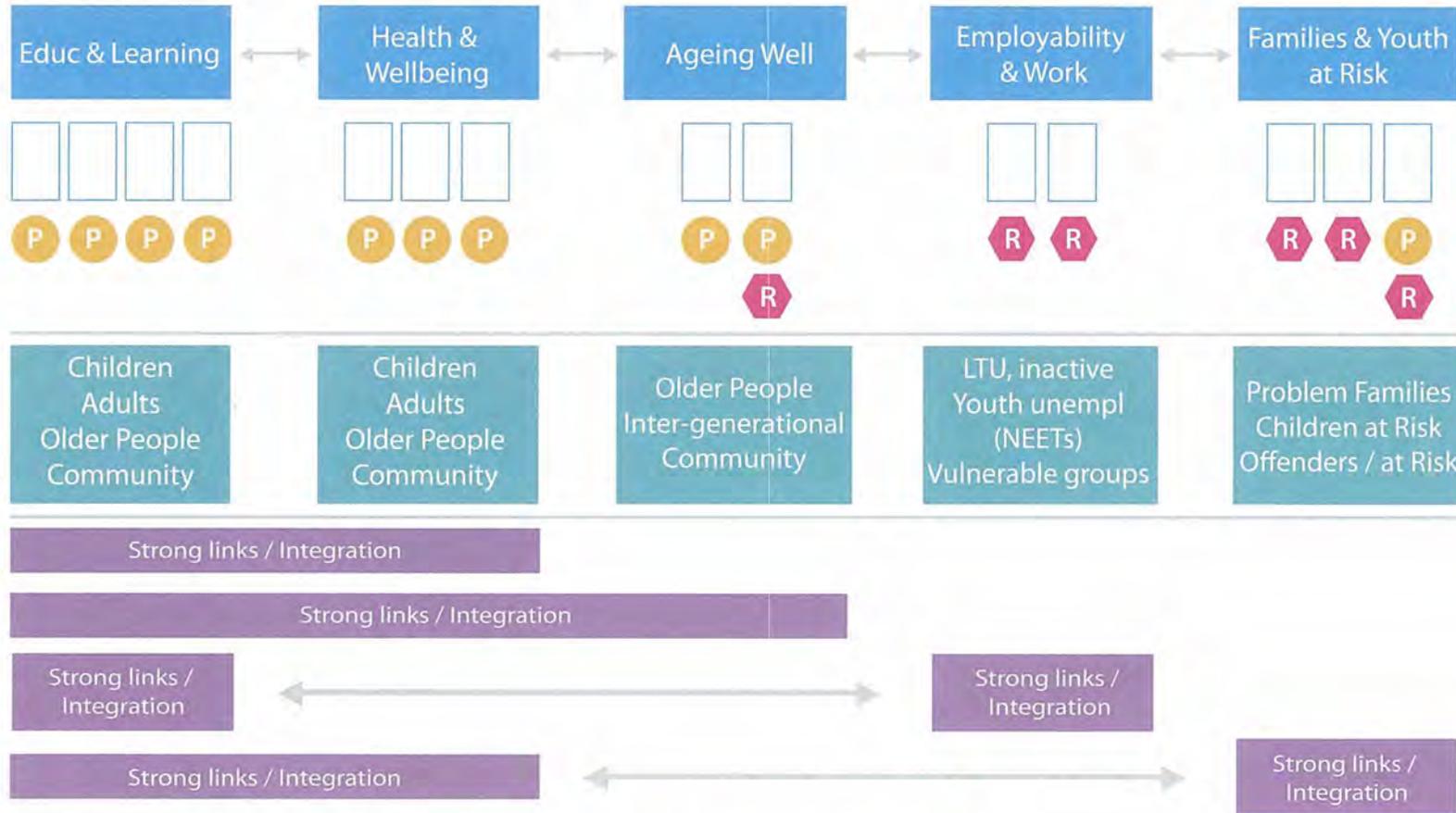


Figure 1.4: Structure of the Social Regeneration Programme, Target Groups and Integration

Note: P=Preventive strategy; R=Remedial / Structural

People; and Families and Youth at Risk - and indeed the wider FIPs Policing, justice and community safety represent the investment required, particularly in terms of retention of resources for effective policing, in order to create the conditions for other aspects of the FIPs to work.

Integration Across the Priority Themes of the Social Programme

The delivery of an integrated approach to respond to the multi-dimensional nature of the social problems is a key focus of this programme. The activities to address the needs are presented thematically under the five (vertical) priorities of the social programme, as described above. Integration of activities within the pillars (e.g., adult and parental learning) supporting literacy, numeracy and attainment of children in school) and across the priority themes (e.g., education and learning working in tandem with health and well-being interventions) are crucial to effectiveness.

It is critically important to work to implement **all activities** across the social programme in a coordinated and integrated way. In order to impact positively on the problems, acting on one or few types of activity only is not likely to be an effective intervention strategy. Indeed only working with single issue interventions could undermine or dissipate potentially good outcomes coming from specific interventions. For instance, if most of the focus is placed on early years learning and attainment in school for children and low parental levels of education are not addressed at the same time, the impact of the support to children will not achieve its potential or may be undermined by the low education and weak capacity of parents to support their children in education. Similarly, if there is a strong focus on employability and work for adults (parents) and the needs of children are not considered and addressed at the same time (childcare, supervision of children at home, homework, school attendance), the impact on families of any improvements in parental employability / work could indeed be negative.

Table 1.2 illustrates the potential for integration and links between activities across the (vertical) priorities of the social programme. For instance, it illustrates that activities to support Early Years Learning and School Readiness should be integrated with actions under Adult Education and Community Learning to address low levels of parental education (all activities within the priority, Education and Learning); under

Health and Well-Being, for instance, actions to address problems of child and youth mental health need to work hand-in-hand with actions to improve adult health especially adult mental ill-health. There are many links between activities in Education and Learning and Health and Well-Being (both focused mainly on preventive interventions and based on a universal approach to provision). For instance, the Full Service Extended School model will specifically aim to link improved educational attainment of children to good child mental health, and support for, and improved capacity of, parents.

There are also strong links between these two preventive priorities and activities under Families and Youth at Risk. Targeted interventions to support families and youth at risk need to be supported by the preventive interventions in Education and Learning and Health and Well-Being to support, for instance, re-integration to school and to address and manage health problems as part of after-care to sustain positive outcomes.

There are also links between improved Employability and Work opportunities for parents and, if needed, additional targeted support for families with a profile of higher level needs – i.e., formal assessments and an intervention pathway plan for family support.

Activities in the Employability and Work priority also have strong links to Education and Learning (e.g., adult education and qualification as a foundational element of employability and as part of a progression pathway to work) and to Families and Youth at Risk (e.g., employability and work as a component of offender re-integration programmes).

The Ageing Well priority has strong links to Health and Well-Being and Education and Learning, and in some cases, it could be linked to activities in Families and Youth at Risk. Examples here could include family support plans involving grandparents, older and young people involved in activities to support greater participation of young people in community.

Integration	Education & Learning	Health & Well-Being	Ageing Well: Health & Well-Being of Older People	Employability & Work	Families & Youth at Risk
Education & Learning					
1. Early Years Learning & School Readiness	Adult education & community learning; parental education, literacy	Child & youth mental health; parental mental health: e.g., Full Extended School Model		Labour Market Intervention programme: adult education and learning; addressing additional barriers to employability (e.g., lone parents)	Assessment of needs & intervention pathways for family support: Start-Right & Full Service Extended School Model in preventive capacity
2. School Attendance & Retention	Literacy, numeracy & educational attainment: additional support in school, after / out-of-school provision	Child & youth mental health: emotional / behavioural difficulties, parenting programmes; parental mental health; Full Extended School Model		Labour Market Intervention programme: parental education and learning & addressing additional barriers (lone parents)	Intervention pathways for family support: school attendance and retention/ educational attainment, problems in families; improved outcomes for youth at risk: retention in education, behaviour modification
3. Literacy, Numeracy & Educational Attainment in School	School attendance and retention	Child & youth mental health: emotional / behavioural difficulties; Parental mental health		Labour Market Intervention programme: parental education and learning; access to further education as "pathway to work"	Intervention pathways for family support: school attendance/ educational attainment, problems in families; improved outcomes for youth at risk: retention in education, behaviour modification
4. Adult Education & Community Learning	Literacy, numeracy & educational attainment: parental support to children in their learning	Adult health; Child & youth mental health: link to positive / responsible parenting	Specific actions to support health and well-being of older people (e.g., adult education, use of ICT, etc.)	Labour Market Intervention programme: adult education and qualification ("pathways to work"); addressing additional barriers for most vulnerable groups: low education, literacy / numeracy difficulties	Intervention pathways for family support: education as a component; improved outcomes for youth at risk: second chance education / qualification, behaviour modification & social development
Health & Well-Being					
1. Public Health	Adult education and community learning: improved health literacy	Child & youth mental health: community service for 0-3 year olds and Headstrong / Jigsaw; Adult health / Health & well-being of older people	Specific activities to support health and well-being of older people – e.g., Public health awareness activities, targeting older people	Labour Market Intervention programme: health awareness / improved health status and improved capacity for employability	Intervention pathways for family support: positive mental health, managing ill-health; Improved outcomes for young people at risk; Supporting Youth: health awareness, awareness of risk behaviours

Table 1.2: Illustration of Integration Across the Priorities and Activities in the Social Programme

Integration	Education & Learning	Health & Well-Being	Ageing Well: Health & Well-Being of Older People	Employability & Work	Families & Youth at Risk
2. Child & Youth Mental Health	Child & youth mental health: community service for 0-3 year olds and Headstrong / Jigsaw	Public health: improved health awareness / health literacy; Adult health (parental mental health) and child physical and mental health		Addressing additional barriers to employability: problems of emotional and behavioural difficulties in children and young people and improved capacity for parents to engage with employability interventions	Intervention pathways for family support: part of intervention pathways for families; improved outcomes for young people at risk: better mental health
3. Adult Mental and Physical Health	Adult education and community learning: improved education, improved capacity to manage health; improved capacity for learning	Child & youth mental health: improved parental mental health and improved outcomes for children	Planning for ageing well: health needs of older people, into old age. Specific activities to support health & well-being of older people – e.g., management of chronic health conditions	Labour Market Intervention: improved health status and improved capacity for employability	Intervention pathways for family support: health management; dealing with problems such as mental ill-health, addictions etc., youth at risk
Ageing Well: Health & Well-Being of Older People					
1. Planning for an Age-Friendly city & neighbourhoods	Adult education and community learning;	Adult physical and mental health (needs and services); public health awareness targeted to needs of older people	Identifying priorities to address needs of vulnerable elderly (input to strategic planning)	Information on opportunities for work	Assessment of needs of specific categories of elderly (grandparent-headed households; involvement in care and support)
2. Specific actions to support health & well-being of older people	Adult education and community learning: foundational courses (QQI / FETAC 1-4); return to learning	Public health awareness-raising / activities for older people; adult physical & mental health (managing chronic illness);			Intervention pathways for family support (grandparents and children), responding to problems in extended families

Integration	Education & Learning	Health & Well-Being	Ageing Well: Health & Well-Being of Older People	Employability & Work	Families & Youth at Risk
Employability & Work					
1. Labour Market Intervention Programme - Northside and Southside	Adult education and community learning: foundational courses (NFQ 1-3); return to learning	Adult health; child & youth mental health; quality, affordable and accessible childcare: improved capacity for employability and work		Links between further / adult education, training and work: pathways approach	Intervention pathways for family support: addressing additional barriers to economic inclusion, improved outcomes for young people at risk: employability and work as part of offender re-integration programmes
2. Addressing Additional Barriers to Economic Inclusion: Most Vulnerable Groups	Adult education and community learning: foundational courses (NFQ 1-3); return to learning	Adult health; child & youth mental health: improved capacity for employability and work		Links between further / adult education, second change education and qualification, training and work: pathways approach	Intervention pathways for family support: improved outcomes for youth at risk: employability and work as part of offender re-integration programmes
Families & Youth at Risk					
1. Assessment of Needs & Intervention Pathways for Family Support	Early years learning & school readiness; school attendance & retention; literacy, numeracy & educational attainment; adult education & community learning: preventive and supportive interventions	Public health: health awareness especially positive mental health and awareness of health risks; child & youth mental health: assessments and treatment as appropriate; adult (parental) health: managing ill-health	Specific actions to support health and well-being of older people - intervention pathways for family support (grandparents)	Addressing additional barriers to economic inclusion: employability and work built into the structure of family life; working towards improved economic security	Improved outcomes for youth at risk: whole family approach; supporting youth: connecting and participating in society: participating in universal services, user involvement in decision-making on services

Integration	Education & Learning	Health & Well-Being	Ageing Well: Health & Well-Being of Older People	Employability & Work	Families & Youth at Risk
2. Improved Outcomes for Youth at Risk	Early years learning & school readiness; school attendance & retention; literacy, numeracy & educational attainment; adult education & community learning; preventive and supportive interventions	Public health: health awareness especially positive mental health and awareness of health risks; youth mental health: assessments and treatment as appropriate; social and personal development; adult (parental) health: managing ill-health	Specific actions to support health and well-being of older people - involvement in restorative justice projects	Addressing additional barriers to economic inclusion: employability and work as part of offender re-integration programmes	Intervention pathways for family support: whole family approach; supporting youth: connecting and participating in society: participating in universal services, user involvement in decision-making on services
3. Supporting Youth: Connecting and Participating in Community and Society	Literacy, numeracy & educational attainment: preventive and supportive intervention (e.g., Restorative Practice in schools)	Public health: health awareness directed to young people	Specific actions to support health and well-being of older people - inter-generational initiatives / solidarity	Addressing additional barriers to economic inclusion: preparing for work/ orientation to the labour market	Intervention pathways for family support: working with the users (young people).

2. Framework Strategy

2.1.3.7 Priority 6: Community Participation, Empowerment and Civic Engagement

This theme is addressed to community development and community participation, empowerment and civic engagement. The community dimension cuts across all aspects of the social programme, as well as the physical and economic framework plans for the regeneration areas.

There is a long history of community development in the disadvantaged communities in Limerick. This is linked to the experience of local development in the city. Local development was given institutional expression with the setting up of the PAUL Partnership in the late 1980s. PAUL was one of the first 12 local partnership companies in the State. Local development was later mainstreamed with the expansion of partnership companies throughout the State. With the consolidation of the two formerly separate programmes in 2009 – the Local Development and Social Inclusion Programme and the Community Development Programme – PAUL is now one of 51 Local Development Companies responsible for the delivery of the consolidated Local and Community Development Programme. The programme is delivered throughout the State with reference to four high level goals: (i) Promote awareness, knowledge and uptake of a wide range of statutory, voluntary and community services; (ii) Increase access to formal and informal education, recreational and cultural development activities and resources; (iii) Increase people's work readiness and employment prospects; and (iv) Promote active engagement with policy, practice and decision-making processes on matters affecting local communities. Historically and up-to-the present, PAUL has targeted the most disadvantaged communities in the city by supporting the operation of Action Centres in these areas. In the regeneration areas, these are based at the Southill Area Centre, Moyross Enterprise Centre, St. Mary's AID and Our Lady of Lourdes Community Centre. With the roll-out of the reform of local government and alignment of local government and local development, as outlined in the Policy Review, further institutional reforms will be implemented nationally and locally.

In the local authority estates in Limerick, the approach to community participation in issues affecting residents on the estates involved the establishment and funding of community-based estate management projects, the establishment of a City-Wide Estate

Management Forum and an Estate Management Network. Estate management falls under the responsibility of Limerick City Council. The objectives historically were: to achieve effective housing management and the promotion of social inclusion. Community Liaison Officers were employed by Limerick City Council to facilitate implementation of the estate management strategy. The role of the Community Liaison Officers was "to liaise with local groups on environmental and local development issues that affect quality of life, to assist in the establishment of local residents' associations, to assist in progressing community initiatives and to attend meetings on request" (NEXUS, Regeneration and Local Estate Management, 2012). The current arrangement, in place under the regeneration programme, is based on continuity of this approach. However, there is now more emphasis on building the capacity of the community, including strengthening community organisation and community input to decision-making on issues that affect the area.

Reviews of estate management over the years (2005, 2012) have identified issues and challenges to be addressed in order to improve effectiveness. These centre on: a lack of clarity on what is meant by estate management, lack of "real buy-in" by the local authority, poor flows of information / or lack of information on key issues that affect residents, not a sufficient focus on working with the communities by key agencies to identify community needs, lack of opportunity for residents to contribute to the debate and influence decision-making, inadequate resources, and insufficient attention to review and feedback to the communities (NEXUS, Regeneration and Local Estate Management, 2012).

Objectives

Objectives are as follows:

1. To build the capacity of the community infrastructure as partners with statutory agencies in addressing the needs of residents – building up community organisation, skills / systems, facilities and services in the communities.
2. To strengthen the structures and processes for community participation and civic engagement in the regeneration communities – i.e., a broadening and deepening of engagement by residents and improving diversity of representation – and across communities in the city.

3. To promote empowerment of the communities to engage in decision-making on local policies and planning and delivery of services to the communities.

Experience to Date

There is a community infrastructure in all of the regeneration areas – with some more advanced in their organisation and in the delivery of services than others. In all of the areas, there are one or more community centres providing facilities for community meetings as well as acting as a hub for the delivery of services to the community. These include:

- Moyross Community Enterprise Centre which houses an information service for residents, community meals, sports facilities, out-of-school, pre-school and crèche, playground, enterprise units, labour market programme which supports the environmental clean-up / maintenance of the estate, (supported by Community Employment), community bus, services for young people and senior citizens and CCTV monitoring. The community centre also houses the Limerick Community Development Programme Office, Moyross which in addition to core service under the Local and Community Development Programmes runs Northside We're OK, a drugs education programme targeting young people. A large number of the community organisations in Moyross operate under the umbrella structure of Moyross Partners.
- In St. Mary's Park, St. Mary's AID provides a range of services to the local community including "meals on wheels", "care and repair" services, environmental clean-up, a community bus and social enterprise including community cleaning and most recently, a community café. The Limerick CDP St. Mary's provides facilities for groups to meet, access to adult education, health awareness, education on drugs' misuse, and access to family support as well as a range of information services to the community.
- In Ballinacurra Weston, the Action Centre at Our Lady of Lourdes has built up its capacity in recent years and now houses a range of services under the umbrella of Our Lady of Lourdes Community Services Group. These include services in adult education, information on welfare rights, "meals on wheels", clubs and meals for elderly, community café, school meals, Westend Youth Centre, and sports facilities. The Limerick City CDP, Our Lady of

Lourdes Office provides information and support to community groups, facilitates access to adult education and hosts an education service on drugs' misuse.

- In Southill, the Southill Area Centre similarly provides facilities for group meetings, sports, after-schools, meals, community café, and information services for residents on housing, welfare rights etc. Limerick City CDP Southill provides community transport, facilities / premises for groups to meet, access to adult education and education on drugs' misuse. Holy Family Parish operates an environmental maintenance service for the estates supported by a Community Employment Scheme. Southill Cooperative also provides a range of community services and social enterprises including "Warmer Homes" scheme, estates management and a crèche, with the staff component also supported by Community Employment. Limerick Southside Ltd., at LEDP, provides support to estate management.
- Estate management structures operate in all the estates: Moyross Residents' Forum, St. Mary's Park, O'Malley and Keyes Estate Management and Carew Kincora Estate Management Offices in Southill and Ballinacurra / Weston Estate Management.

In addition to the community organisations mentioned above (funded in part from various state programmes, with professional workers in place, staff funded under Community Employment / Job Initiative / TÚS schemes and volunteers), there are many grass-roots organisations (e.g., area-based residents' associations, issue-based groups) in the estates operating only with volunteer input. Some organisations have developed links / networks across the estates in the city (e.g., the Alliance). Activities supported by the regeneration programme to date, in partnership with other agencies include:

- Support for Estate Management workers and the setting up of a Community Consultative Forum, bringing community representation across the regeneration areas into a single forum, coordinated by a support worker at the PAUL Partnership.
- Setting up Local Regeneration Committees in the estates involving representation of the communities and senior staff of the key statutory agencies in the city (e.g., Gardaí, HSE, school principals, Limerick City Council),

- Additional financial support for service provision and to meet staff requirements and other operating costs in the key community-based organisations in the regeneration areas. The regeneration programme has been an important source of additional funding here, enabling the development of the community infrastructure and local service provision.
- Additional financial support for activities run by organisations such as CDPs and in community centres in disadvantaged areas adjacent to the regeneration areas (e.g., St. Munchin's, Our Lady Queen of Peace), also serving the population resident in regeneration areas.
- Research on estate management structures with a view to enhancing community participation and civic engagement.

Description of Activities

Two types of activities will be supported under the social regeneration programme: (i) to continue to support the community organisation, estate management and local service delivery; and (ii) a capacity building programme to support progress with the community participation, empowerment and civic engagement agenda.

A. Community Organisation / Estate Management / Local Service Delivery

The community development infrastructure on the estates is essential to enable the delivery of services into the community and to operate outreach services (e.g., "trusted" centres, familiar settings, known / trusted personalities) into specific parts of the communities of the regeneration areas. Community-based organisations are key partners in the delivery of services funded by statutory agencies across all areas of social policy (children and families, youth justice, labour market, social care, youth services). This infrastructure also acts as a hub for information provision on a wide range of issues including service directories and referrals. It also provides access to the population to obtain their views and manage feedback to statutory agencies on local services and policies. These operations or centres also play an important role in supporting community safety, providing links for the communities and residents to work in partnership with the Garda Síochána and the local authority.

Key Agencies

Limerick City Council, An Garda Síochána, the PAUL Partnership and community organisations. Depending on the range of service provision, other agencies have a key interest and role particularly, the HSE, LCETB / SOLAS, formerly FÁS.

Scope of Action

- 1) Support for Estate Management structures / organisation and the operation of the Community Consultative Forum.
- 2) Operation of Local Regeneration Committees involving community and statutory representation in each of the estates. The purpose here is to provide a forum for the exchange of information on service delivery, forward planning / proposals, and feedback to statutory agencies on issues of concern to the communities and on needs.
- 3) Enhancing capacity of community-based services to respond to the needs of residents in the communities. This could include improvement to facilities, extended reach of services and / or an overall increase in the community service provision. These activities should relate to specific areas of need addressed under the priority themes (pillars) of this programme, e.g. children, young people, adults under Education and Learning, activities under Health and Well-Being and Policing, Justice and Community Safety.

B. Capacity Building: Community Participation, Empowerment and Civic Engagement

Drawing on conclusion of reviews, especially the most recent review of estate management undertaken by NEXUS (2012), and recent consultations with the communities, a capacity building programme is required in local communities. The purpose of the programme is to strengthen the involvement of local communities in regeneration areas to participate fully in, and contribute to, decision-making on planning and developing their area and to strengthen the ability and willingness of mainstream services to engage with the communities.

Key Agencies / Partners

Limerick City Council and the PAUL Partnership working with the estate management structures, the Community Consultative Forum and other community-based organisations and informal groups. A capacity building programme in civic engagement in

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the regeneration areas is being supported under the Programme Innovation and Development Fund (SSIRL). The stakeholders involved include Limerick City Council, the PAUL Partnership, and the community drawn from representation on the Community Consultative Forum and members of the Traveller community.

Scope of Action

Drawing on the recommendations of the NEXUS report (2012) and the needs confirmed by representatives of the communities, the following action could be supported under the social regeneration programme:

- 1) Development and negotiation of a Civic Participation Charter. It is considered necessary to develop a charter in order to present in detail an understanding of what it means for each of the agencies involved, the "rules" that should be followed in keeping the community informed and agreement from all about what is to be achieved. The recommendations state that the charter should be "signed up to" by all the agencies involved (e.g., HSE, Gardai, LCETB, education providers etc.) and this should govern all working relationships into the future (NEXUS, 2012).
- 2) Support to strengthen communities' capacity to engage in community organisation (broadening and deepening engagement and improve diversity of representation) and in local decision-making structures such as the Local Regeneration Committees. This is needed because residents and their representatives (organisations) require particular skills and access to resources if they are to participate meaningfully. As the needs vary across the communities, an assessment of needs in each area (with residents' representatives fully involved in the assessment process) is required. Based on the needs assessment (e.g., for technical or professional assistance in planning, programmes to encourage wider involvement in the community), a support programme should be prepared. The capacity building support should be directed at helping communities to effectively fulfil their role in implementing the charter (NEXUS, 2012).
- 3) Support to develop a community-based planning and review system based on the charter – with community organisations in each area supported to undertake their own community plans (on an annual and on-going basis) and to evaluate results,

achievements, benefits and lessons on a yearly basis. It is envisaged that personnel from statutory agencies and services which are delivered into the communities should participate in this process based in, and facilitated / led by, the community. The support provided here into each regeneration community could include technical support / advice in designing the system and training. Working with the same system in each community would allow for sharing of results and lessons, and joint review of progress. This, in turn, should help strengthen the potential for civic engagement (NEXUS, 2012).

Scope for Funding Support

The key source of funding for estate management is Limerick City and County Council. The wider community-based operations, however, draw funding for their activities from a range of funding sources. The funding base depends on the range of services provided. The larger organisations, operating a broader range of services (e.g., Moyross Community Enterprise Centre, Our Lady of Lourdes Community Services Group), have larger-scale resources including larger numbers of people employed and a more diversified funding base. Key funding sources are Department of Environment, Community and Local Government as well as Pobal / PAUL Partnership drawing on funding from the Local and Community Development Programme, LCETB (youth, adult education), HSE (childcare, elderly care), LCETB / SOLAS, formerly FÁS (training and community employment), Office of the Minister for Children and Youth Affairs (youth) and Limerick City Council (estate management). The regeneration programme, as outlined above, has been an important source of additional funding for these organisations.

Funding support can be provided for the following types of expenditure:

- To support estate management structures in the regeneration communities, the operation of the Community Consultative Forum and the Local Regeneration Committees (staff and small-scale operating costs).
- Additional activities implemented by the community-based organisations – typically, requiring funding for staff and operating costs. However, the additional monies under the social regeneration programme are time-limited and, as such, planning for longer-term sustainability of key

services will be required.

- Technical support, training, research and evaluation and other inputs required under the community capacity building programme will be funded by SSIRL under its civic engagement initiative.

Progress and Results Indicators

Examples of potential activity, output indicators and result indicators are provided in the NEXUS report (2012). It is proposed that overall result indicators are based on residents' perceptions of the quality of the neighbourhood environment as a place to live and changes in the community social capital.

Activity / output indicators:

- Number of residents involved as members of tenant / resident associations and number in leadership positions (increase expected)
- Number of residents regularly attending community meetings (increase expected)
- Diversity of groupings from the community involved in local community groups (young people, lone parents, men, women, Travellers)
- Quality of engagement of residents in meetings – presenting views, presenting ideas for new initiatives, engagement in planning initiatives in the community, in implementing local community initiatives
- Number of community events.

Indicators based on monitoring data in community organisations and outputs from the capacity building support programme

- Quality of community engagement in structures involving statutory agencies - presenting views, presenting new ideas, views / ideas taken into account in planning and implementation of local service, in developing local policies

Indicators based on on-going feedback in community organisations and research.

Result Indicators

Neighbourhood environment - examples of indicators are as follows:

- Residents' view on the quality of the neighbourhood as a place to live (excellent/very poor)
- Residents' view on whether the neighbourhood has improved / dis-improved as a place to live (e.g., over the last 2 years) (improved a lot/ got much

worse)

- Residents' view on whether they would stay or leave, given the choice
- Types (dereliction, maintenance, presence of facilities, anti-social behaviour) and severity of neighbourhood problems (very serious / not at all)
- Feelings of safety in the neighbourhood (very safe / not at all safe)
- Quality of specific neighbourhood services (excellent / very poor)

Social Capital Indicators

- Extent to which residents know people in the neighbourhood (most / none)
- Extent to which residents trust people in the neighbourhood (most / none)
- Extent of trust in specific institutions including the local authority and the Garda Síochána (a lot / in most things, not at all)
- Extent of trust in community leaders / in community organisations (a lot / not at all)
- Residents' views on local governance – e.g., the local authority keeps residents informed; the local authority involves residents in decision-making (strongly agree / strongly disagree)
- Extent to which residents feel that by working together, they can influence decisions that affect the neighbourhood (Strongly agree / strongly disagree)
- Resident involvement in voluntary organisations as a member

Indicators based on research focused on community-based surveys.

2.1.3.8 Priority 7: Policing, Justice and Community Safety

This theme is addressed to continued efforts to support effective policing in Limerick City, justice and community safety on the regeneration estates. The Fitzgerald Report (2007) clearly articulated problems of crime, criminality and how crime impacts on day-to-day life in the regeneration communities. Fitzgerald (2007) highlighted that serious criminal activity had been a problem in Limerick City for a long time with traditional feuding between local families/gangs exacerbated in more recent times by drug-related and gangland crime. At the time the Regeneration Programme was agreed (2007-08), violent crime, related both to gang rivalry and drugs, was a very serious issue in certain areas of the city, and extending

to wider areas. Families experienced intimidation and communities were plagued with damage to property (houses burnt out) resulting in difficulties in re-letting housing in parts of the estates and demoralisation of communities. This resulted in negative effects on trust and community cohesion. There were incidents of violence including shootings and an environment of fear on estates with children and families exposed to such violence.

Fitzgerald (2007) argued that the intensity and nature of criminality and anti-social behaviour was destabilising, not just for these estates, but also for the city. He concluded that intensive policing intervention is required in the short to medium term “to allow other interventions an opportunity to work” with policing needing “to be more consistently concentrated and regular”. He went on to recommend that “dealing with the issue of criminality” should form one of three strands of the strategy to deal with the problems of the estates. This strand was seen “as fundamental to creating the conditions for other interventions to be successful, and for restoring the confidence of local communities”. Following through on this, the Regeneration Programme (2008-2010) brought additional Garda resources to the city and a new focus to the policing strategy. There is consensus and evidence that this strategy has had a major positive impact on crime, particularly on serious crime in the city. This is reflected in the statistics on crime and policing (2007-2010), as presented in the Socio-economic analysis, showing reductions in all types of serious crime. Higher levels of police searches conducted in relation to drug-related crime and the issuing of anti-social behaviour orders are also reported. Notwithstanding these achievements, problems of crime including gangland crime have “not gone away” and, as such, the policing strategy and resources linked to this need to be maintained to continue to stabilise the situation. This focus is important to under-pin a successful regeneration strategy for the estates. This is also an important foundation for the wider physical, economic, social and cultural development of the city, intended to remove the association between Limerick City and its reputation for crime.

Low-level criminality and anti-social behaviour, as highlighted by Fitzgerald in 2007, continue to be major concerns reflected, for instance, in joyriding, damage to property, harassment and intimidation on the

estates. Involvement of young people and children in such activities is regarded as a specific problem. Solutions to this problem can be difficult to effect and require a multifaceted approach including engagement of parents as well as various services outside of policing and the wider criminal justice system. Community safety, to be effective in the longer-term term, must include a focus on preventive actions, which is a key theme, and developed in the various priorities across the social programme. Attention to the social and economic factors as well as physical aspects of design of the estates and housing letting policies, associated with creating conditions for crime, is also needed in framing longer-term solutions.

Focusing on justice, access to legal service, legal representation and legal remedies are important concerns for individuals, families and communities. In the regeneration areas, legal needs focus on issues related to housing, anti-social behaviour, harassment, family issues (rights of access to children / grandchildren, separation, domestic violence), employment, entitlement to social welfare benefits and access to services (see Community Consultation Report: Unmet Legal Need in Limerick, Limerick Community Law and Mediation Centre, 2013). Any sense that there is inequality of access or discrimination before the law undermines confidence in state services and trust. Information and advice on rights and legal issues, use of mediation, advocacy, engagement in restorative practices can all become part of a wider range of services to improve access to the justice system, and empower individuals, families and communities before the law.

Objectives

Objectives are as follows:

- 1) To underpin and create conditions for successful social, economic and physical regeneration by maintaining the focus on “consistent, concentrated and regular policing” of the city and regeneration areas, and the resources and structure of policing required to do so;
- 2) To build trust and confidence in policing and the wider criminal justice system on the part of communities in the city, particularly the regeneration communities. Trust can be enhanced by building good working relationships between the Gardaí and other services in the criminal justice system including the Probation Service, on the one hand, and the communities, on the other. A

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sense of being treated in the same manner and equally with other citizens by the policing and justice systems and ensuring fair access to legal services are further important dimensions here.

- 3) To promote and support community safety, drawing on a multifaceted approach. This includes policing and the wider criminal justice system, improved monitoring / surveillance on estates, community development, and interventions in social and economic programme and physical design aspects of the estates.

Experience To Date

The Regeneration Programme (2008-2011) secured additional resources to the city in order to bring the crime situation in Limerick within the bounds of normal policing. This involved the provision of 100 extra Gardaí, most of which was sustained by the end of 2010. Additional Gardaí were brought in at different levels of the police structure (Inspector, Sergeant, regular Gardaí) and there was a strong focus on community policing. This was with a view to bringing public order to the estates and creating confidence in the Gardaí and the wider criminal justice system on the part of the community. New measures were also part of the strategy including the setting up of the Emergency Response Unit and a Regional Response Unit, operating out of Limerick. At the same time, new gangland legislation was introduced by government (but in practice, this was not used in achieving convictions). An important factor in achieving convictions has been the ability of the Director of Public Prosecutions to bring cases involving serious criminals to be heard in the Special Criminal Court, by three-person judges rather than utilisation of jury trials. This eliminates the potential for intimidation of juries, and witnesses. The combined impact of these measures was to bring the serious crime problem in Limerick under control with a large number of the most serious criminals convicted and now serving prison sentences. However, the problems of community safety and anti-social behaviour remain as very serious issues. Furthermore, the situation in communities in terms of safety, fear and vulnerability in the face of criminality can change very quickly – for instance, in advance of, or with release of, prisoners or with new sources of criminality emerging in the city.

Additional interventions involving the policing and justice services supported under the Regeneration Programme 2008-2011 included:

- Support for CCTV (aspects of installation and monitoring) in regeneration areas;
- Involvement of police and justice services in local community-based information and consultative structures including the Local Regeneration Committees, in coordinated planning structures in the city in particular the Limerick City Children's Services Committee and in other partnership-based and community initiatives.
- The Le Chéile Restorative Justice Project and the Probation and Linkage in Limerick Scheme (PALLS) (a training centre for ex-offenders), as described above, under the Priority Families and Youth at Risk.
- Also as described above under Families and Youth at Risk, there is a strong presence of Garda Youth Diversion Projects in the regeneration areas (five such projects across the city) as well as informal Garda involvement in youth work and sport.
- There are also well-established Young Person's Probation Projects, namely Céim ar Cheim in Moyross and Southill Outreach, as described under the Priority, Families and Youth at Risk. Gardaí and Young Person's Probation projects also participate in the Youth Forum, an informal structure to bring a more coordinated approach across frontline services to young people at risk as well as "buy-in" to the LANS (Local Assessment of Needs System) and the Common Assessment Framework.

Description of Activities

The focus of activities here is one of strong continuity of the measures taken to date in terms of the policing effort and the policing strategy in the city. This will require continued commitment to the mainstream resources from the Department of Justice. This is essential in order to build on the achievements and consolidate the efforts to date. It is also essential in order to continue to build the confidence of, and stabilise, the communities working with them and other services, particularly the local authority, to improve community safety.

Additional actions to be promoted in the regeneration programme include:

- 1) Engagement of representatives of the Gardaí and justice system in community-based and other formal structures and informal groups / activities. These include: the Local Regeneration Committees, the Limerick City Children's Services Committee and associated sub-groups / initiatives (e.g., Restorative Justice), Youth Forums, and institutions

and groups in the communities (e.g., with young people through schools, in youth work and sports settings).

- 2) Activities oriented to understanding better the public image of the Gardaí in local communities, particularly the regeneration communities and fostering good relationships and positive attitudes between the communities and the Gardaí and vice-versa (relationship and attitudes of the Gardaí towards the communities / residents in communities). These could include: reviews / research, public consultations / awareness-raising activities and training involving Gardaí and community. Some such activities could link well with capacity building activities developed to further community participation and civic engagement. The "image" of the policing system can be grouped under three aspects: overall image, perceptions of policing outcomes and perceptions of policing processes. The last aspect includes the manner of treatment / interaction between the Gardaí and citizens such as experience of "stop and search" activities, reporting and investigation of crime etc. Perceptions of "policing outcomes" in the regeneration communities will be influenced by recent experience of dealing with serious crime in the city. However, attitudes will also be influenced by assessment of capacity of the police and wider system to deal with on-going issues including anti-social behaviour, and confiscating assets resulting from criminal activity. Visible displays of benefits from the proceeds of crime are considered to create negative role models for young people, in particular, in regeneration areas. Public attitudes towards, and assessment of, the police are influenced by direct experiences (but also other factors including mass media) and tend to change slowly.
- 3) Strengthening existing approaches / methods including, for instance, use of community wardens, community safety officers already operating in other communities in the city under the Community Safety Partnership, the work of tenancy enforcement officers and housing support programmes addressed to sustaining tenants, and existing multi-agency approaches addressed to families and youth at risk.
- 4) Support to develop and test innovative measures to improve community safety focused on responding to the problems of anti-social

behaviour on estates. This could include identifying methods / actions that have been applied in other contexts, drawing on good practice and learning from other settings. Examples here are ways of reaching and working effectively with those engaged in anti-social behaviour, better methods of working with parents and applying the principle of parental responsibility, consideration of use of instruments such as curfews for children / young people after a certain time in the evening, public awareness and promotion campaigns to enhance community safety, awareness of estate design features that can help reduce possibilities for crime and enhance public surveillance of crime etc. This type of know-how could be utilised to test methods of dealing more effectively with anti-social behaviour problems on the estates in Limerick.

- 5) Working in cooperation with the main parties - the community organisations, the local authority and Gardai - support for monitoring CCTV on the estates. This could include: review of effectiveness of the system overall and in the various estates / parts of estates and development of proposals, as appropriate, to enhance the system and its management.
- 6) Support for improved access to legal services, information, advice, advocacy and mediation services for individuals and families, with a profile of social disadvantage, and for groups in regeneration communities. This can include community dispute resolution services, and education, training, research and other measures to empower communities in relation to legal issues and examine changing attitudes towards the criminal justice system.
- 7) Support for ex-prisoner / ex-offender rehabilitation and reintegration programmes and for families of those incarcerated in the prison / detention system. This is identified for support above, under the Priorities Families and Youth at Risk (various programmes) and Employability and Work (reintegration through education, training and work).
- 8) Capacity building actions targeting the key stakeholders to work effectively on community safety and justice issues.

Scope for Funding Support

The key source of funding for policing and justice is

mainstream funding from Department of Justice. As community safety involves a partnership between the criminal justice system, particularly the Gardai, and Limerick City and County Council, mainstream local authority funding is also an important source of funding. Community safety, however, is promoted via a broader range of interventions in social policy, particularly those described above under the Priorities Families and Youth at Risk and Community Participation, Empowerment and Civic Engagement. Funding support can be provided for the following types of expenditure:

- Additional activities to support, develop and pilot innovative methods to enhance community safety.
- Activities oriented to improving attitudes towards, and relationships between, the policing services and the communities.
- Additional / new services to enhance access to legal services including mediation, advocacy and conflict resolution.
- Additional funding to enhance CCTV monitoring and CCTV management system in regeneration communities.

Progress and Result Indicators

Selected output and results indicators relating to policing / justice and community safety have already been identified under other Priorities, in particular, Families and Youth at Risk and Community Participation, Empowerment and Civic Engagement. Some of these are repeated here:

Input Indicator:

Policing / Justice

- Garda resources (overall numbers and numbers at different levels of the police structure and in community policing), comparison from baseline (2008/09)

Indicator based on Limerick police division records

- Number of referrals to Youth Diversion and percentage admitted to Diversion Programmes (gender / age profile)

Indicators based on monitoring data collected by GYD projects and reported on an annual basis

- Number of restorative justice referrals and number in targeted restorative justice programme (gender / age profile)
- Number of young people reached in Restorative

Justice preventive strand (gender / age profile)

Indicators based on records / monitoring data from Le Chéile Limerick

- + Number of families and individuals receiving support in prisoner / ex-offender support programmes
- + Number of education, training and / or research projects related to legal, justice and / or community safety issues
- + Number and profile of clients supported to enhance access to legal services by type of support (information / advice sessions, mediation / advocacy and community conflict resolution)

Indicators based on records / monitoring data from selected projects from official sources in the Probation and Prison Services and community-based / voluntary organisations in the city in this sector:

- Number of anti-social behaviour orders issued for the city overall and policing units servicing regeneration areas
- + Number of drug search and drug-related charges for the city overall and policing units servicing regeneration areas
- Number of defendants

Indicators based on secondary sources (Garda Síochána).

Result Indicators

Effective policing and justice

- Local crime statistics by class and type of offence, as recorded in the PULSE system (reported crime) for the city overall and policing units servicing regeneration areas
- Number of convictions achieved (as % of defendants)

Indicators based on secondary sources (Garda Síochána, Irish Youth Justice, Courts Services)

Community attitudes towards crime, criminal justice system and community safety, based on community-based research and surveys

- What is your sense of what has happened to crime in the neighbourhood over the past 12 months (gone up a lot / gone down a lot)
- Residents perceptions of problems in the neighbourhood – list of problems including vandalism, damage to property, problems with

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- neighbours, problems with teenagers / children, harassment, car crime / joyriding etc.
- Feeling of safety in the neighbourhood when walking alone during daytime (very safe / not at all safe)
- Feeling of safety in the neighbourhood when walking alone after dark (very safe / not at all safe)
- Feeling of safety alone in own home at night time (very safe / not at all safe)
- Individual and household experience of being a victim of crime (by type of crime including, for instance, theft to person, burglary / break-in to home, damage to property, theft of vehicle, damage to vehicle, victim of violence, victim of threat to hit / hurt and / or damage property etc.) in the last 12 months
- Extent to which residents have a fear or are worried about being a victim of crime (very worried / not at all worried fearful) and by type of crime (e.g., being mugged / robbed, physically attacked, burglary, having their car stolen or items stolen from their car, damage to property, being harassed)
- Level of confidence in the Gardaí to be effective in catching criminals (very confident / not at all confident)
- Level of confidence in the courts system to prosecute people accused of committing a crime (very confident / not at all confident)
- Extent of agreement that the Gardaí and local authority are dealing with the anti-social behaviour issues that matter in the neighbourhood (strongly agree / strongly disagree)
- Extent to which actions to combat anti-social behaviour are improving the situation in the neighbourhood (improving a lot / not improving at all).

2.1.3.9 Priority 8: Public sector reform agenda & whole of government approach

This theme is addressed to government's reform agenda and the application of a "whole of government" approach. A "whole of government" approach is particularly important in the social regeneration programme as social policy spans various sectoral fields (health and issues within health, education, welfare, children, young people and families, labour market policy) and is characterised by its complexity. A review of the main policies relevant to the LRFIPs is presented in the policy review. Mostly, the policy areas in the social programme are large

areas of government expenditures (health, education, social protection, active labour market policy). They are governed by EU and mainstream national policy frameworks and the scope for local variations in some instances (e.g., welfare / social protection) is relatively limited. However, the complex needs of the target population require some adaptations (e.g., more intensive support, different methods of access) of the mainstream interventions, often referred to as "programme bending". In terms of the reform agenda, it has been argued that a key problem for the population of the regeneration areas is that the mainstream services are designed to meet the needs of the average population and are not well-suited to meeting the complex needs of this socially-disadvantaged population. The Fitzgerald Report (2007) argued that public funding into these estates is not achieving "an acceptable, let alone optimum, level of direct benefits to the communities" and the activities of the agencies are not sufficiently coordinated. Improved coordination is expected to enhance effectiveness in terms of improved outcomes for the totality of public funding invested in the regeneration communities.

Government's public sector reform agenda has been highlighted in various parts of this social regeneration programme. Key areas of policy and institutional reforms are outlined in the policy review. These include reforms related to policies in the following areas: children and families linked to the setting up of the new Child and Family Support Agency; labour market activation and welfare / social protection with a stronger focus now on connection of activation with welfare in the new National Employment and Entitlements Agency / Intreo Offices;

More integrated strategies and local delivery arrangements in further education and training linked to the creation of SOLAS with a strategic role in coordination and funding of further and adult education and the amalgamation of VECs and the establishment of Education and Training Boards, in this context, the Limerick and Clare Education and Training Board (LCETB), and local government and local development. Reforms here include: amalgamated local authority for Limerick City and County, extended competence of local government, stronger framework for a cross-government approach, stronger engagement of citizens and community, alignment of local government with local development structures, and local area and community planning.

Objectives

As well as institutional reform, commitment from the mainstream to adapt and change how programmes are designed and delivered into the target communities ("programme bending") to better address the needs and achieve better outcomes are envisaged here. This is the key objective.

At an operational level, a further objective is to enhance and empower the Programme Delivery Group, comprising senior civil and public servants, to provide strategic direction to the regeneration programme and champion the "whole of government" approach. This is addressed below in the section on programme implementation:

Key Principles: Cross-Cutting Themes

This priority theme focuses on a statement of key principles cross-cutting the LRFIPs rather than a specific list of actions. These are as follows:

- 1) A commitment to integrated planning and delivery of interventions. This is a key requirement to improve effectiveness and deliver better outcomes. This includes support to build capacity of community-based and neighbourhood planning, highlighted in the capacity building programme to support civic engagement.
- 2) A commitment to strengthen preventive and early intervention strategies in the social programme, as they apply to this socially disadvantaged population. These are addressed overwhelming by mainstream provision in education, health and policies in favour of children, families and youth.
- 3) Linked to this and Government's reform agenda, commitment to support new ways of working to better meet the needs of the target population. This can involve new ways of, and a strengthening of the procedures for, working with the community and voluntary sector organisations. These organisations have key strengths in terms of capacity to reach the target groups, rapport with them and a local / in-community base (e.g., "trusted" and familiar centres). They also offer public policy more flexibility in the content and methods of delivery and less expensive options. This applies across aspects of the physical, social and economic pillars. For instance, in the social programme, over time and with the learning generated, there can be more "mixing and matching" of professional posts in the public sector (e.g., clinical posts in health) and non-

professional staff roles in public / voluntary sector through partnerships which have capacity to deliver better outcomes more effectively and more efficiently to the target population.

- 4) A commitment to an evidence-informed approach in policy design and delivery. Using an evidence-based approach would mean basing decisions on policy and practice on up-to-date and reliable evidence of what works, drawing on national and international studies, reviews, evaluations, and statistical data.
- 5) Strengthened monitoring and evaluation frameworks to inform strategic decisions on programme content and implementation (monitoring / on-going evaluation) and a commitment to independent evaluation.

▼ Bingo night in Southill Area Centre

