

**A FEASIBILITY STUDY ON THE ESTABLISHMENT OF A
LOCAL POVERTY RESEARCH OBSERVATORY
PROGRAMME**

**A STUDY COMMISSIONED BY THE COMBAT POVERTY AGENCY, 8
CHARLEMONT STREET, DUBLIN 2.**

APRIL, 1996

BY:

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SUMMARY OF KEY FINDINGS

- The study could not find evidence for any proliferation of local poverty research despite the expansion of local anti-poverty activities and structures.
- There is a proliferation of reporting, action plans and assessments which are primarily related to the identification and assessment of project activities.
- In the absence of a framework which encompasses a more complex and diverse range of conceptualisations around the term research, there remains confusion as to the nature of activities which are being carried out under the heading of research.
- To develop a social exclusion perspective for local poverty research the polarisation of qualitative versus quantitative data must be surpassed. The enhancement of local poverty research entails the re-evaluation of qualitative data and 'subjective' data in relation to quantified data.
- There is evidence that the traditional antipathy towards research on the part of local actors is breaking down and that new local structures are emerging which are offering possibilities to develop local poverty research.
- The research circuit has failed to take cognisance of the unevenness of service delivery which can be attributed to the principle of subsidiarity in guiding the extent and nature of State involvement in the delivery of welfare and which has legitimised the voluntary sector as a pillar of welfare.
- Subsidiarity encourages significant local differences in service delivery at the local level. This would suggest that the role of local research could be useful in identifying gaps and strengths between different areas.
- The invisibility of the impact of the proliferating local responses to poverty can be in part attributed to the lack of a strategic local research and evaluation infrastructure.
- Systems of observation are emerging in the field of health in Ireland. However, such systems are hindered by the lack of a strong planning function of regional and local government in Ireland.
- The language of social and economic development within which the debate on local research takes place in other member States and in the EU (Britain apart) can be juxtaposed against that of the poverty and exclusion debate in Ireland.
- The distinction between the development of an evaluation system for local anti-poverty activity and a complementary poverty research structure is crucial for the objectives, resourcing and implementation of the LPROP.

SECTION ONE

BACKGROUND TO LOCAL POVERTY RESEARCH

1.1 BACKGROUND TO THE FEASIBILITY STUDY

This study was prompted by the concern of the Combat Poverty Agency that despite an increasing volume of local research, this has been largely 'invisible', inaccessible and undervalued. As one response to this, it is considering the option of establishing a structure which would enhance the value and status of local research, but in particular local poverty research. Such a structure would be called a 'local poverty research observatory', a title suggestive of a European structure wherefrom social phenomena may be 'observed' and analysed. The commissioning of this feasibility study to examine the options available for the establishment of such an observatory programme (hence LPROP: Local poverty research observatory programme) marks an advance in the Combat Poverty Agency's thinking about the role of research in relation to the combating of poverty and social exclusion, in particular at the level of local anti-poverty action.

The concept of the observatory has gained popularity in recent years in the European Union for two principal reasons. First, the European Commission has become more active in the field of social policy research and evaluation and has set up structures at national level to assist it in this role. Second, in a number of member States, local social observatories have become an integral part of regional and local administrations' social and economic development policies; in some cases they constitute a structured information base on the issues of poverty, social exclusion and integration.

However, although the observatory has gained in popularity across Europe, it has taken on a variety of forms and roles, with different relationships to research, policy and planning processes. Notwithstanding this diversity, a theme or function common to all is that they rationalise and enhance data available for individual projects, communities, researchers and policy makers. Indeed, the importance of these observatories lies in the fact that they form a crucial link in the relationship between local research, project and/or programme development and policy-making.

1.2 AIMS OF THE STUDY

The aims of the study are fourfold:

- (1) To analyse and evaluate the existing local poverty research infrastructure.
- (2) To consider the potential of the LPROP in improving that infrastructure.
- (3) To investigate possible options for an LPROP on a pilot basis in terms of structure, location, management, operation and programme design.
- (4) To set out a plan for the implementation of an LPROP structure.

The approach adopted by the authors locates the proposed observatory within the organic setting of the existing system, taking into account both the historical and contemporary 'intellectual' and political contexts. We shall identify and consider the most feasible and effective structure which the Combat Poverty Agency could set up so as to rationalise and enhance local poverty research.

Provide support for?

A further important initiative which bears on poverty is the Community Employment Programme (FAS). O Cinneide and Walsh (1990) identified community employment and - training schemes as the most important in terms of the financial resources of local community development activity. With 2,700 people, Community Employment is the biggest employer in Dublin's inner city (DSCP, Testing the Facts, April 1996). Community development activity in all its forms is primarily concerned with local anti-poverty activity.

at that time.

CDP?

The area-based partnership programme are significant players in the field of anti-poverty activity and experimentation. These partnerships were designed to combat unemployment through targeting social development, promoting access to employment, supporting new enterprise and promoting local organisation (DSCP) as their primary objective, rather than poverty (even though unemployment is recognised as the single greatest cause of poverty).

The local Employment Service was included in the recommendations of the Task Force on Long Term unemployment in 1995 to meet the needs of the long-term unemployed. Even though research was indicated in the task force report as functions of the LES there evidence that research has not featured centrally in the design of the individual LES's.

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1.4 LOCAL POVERTY RESEARCH: CONCEPTUAL AND METHODOLOGICAL ISSUES

The value of local research in relation to poverty and social exclusion is traditionally seen to lie in the fact that although the causes of these are located at national and increasingly at international levels, they are ultimately manifested in a local context, that is, at the level of neighbourhoods and households. Moreover, research undertaken by community groups whose action may area-based or issue-specific is often regarded as invaluable to theorising about poverty and social exclusion as well as to policymaking. It can illuminate the dynamics of the production and impact of poverty and social exclusion where national data focused on populations and systems cannot. Therefore, in this sense it could be argued that poverty research takes place independently of the narrow objectives of programme or systems development or assessment. However, for a number of reasons, which this study explores, there has been a noticeable gap between theory and practice.

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In measuring and explaining that gap and attempting to design a structure which could bridge it, it is first necessary to define what is meant by local poverty research. A number of questions arise in this respect. First, does research have to focus explicitly and exclusively on poverty and social exclusion in order to count as poverty research? Second, what counts as research - could it include social audits, feasibility studies, assessments and evaluations, and does it have to entail the collation of primary data? Third, what counts as 'local' - could it mean neighbourhood or community level, or could it stretch to city-wide or regional studies?

communities of interest?

For the purposes of analysing the local poverty research infrastructure, we distinguished between local **poverty** research and local **policy** research.

1.4a Local Policy Research

This focuses on service provision and intervention (programme, specific measures and initiatives). Examples of policy research would include social audits, feasibility studies, assessments of service provision, project and programme assessments, data collation, localisation of national data (i.e. Census material, see Appendix 1). Increasingly, local projects are being assessed as part of national evaluations of national programmes, i.e. ICRG under the Community Development Programme (Cullen, 1994), DSCP as part of area development partnership programme (Craig, 1994). The majority of what is called

1.5 INVENTORY OF LOCAL POVERTY RESEARCH

1.5a The Case-Study area: the North Inner City

The primary case study area was the North Inner City (comprising six parishes: Dominick street, East Wall, Gardiner Street, North Wall, North William Street, Sean MacDermott Street, a total of 22,000 people), an identifiable area within the Dublin Inner City Partnership Area. It is generally accepted that while there has been a relatively long tradition of a high level of developmental activity within the north inner city (there are over 40 community and statutory groups or projects affiliated to the Inner City Organisations Network¹), there has been a limited degree of local research, be it poverty focused or not. This is also despite more than twenty years of mixed local and statutory responses to the local manifestations of poverty. The area has known Poverty 1 (1975-79), the Voluntary and Statutory Group (1981), the formation of the Alliance for Work Forum (1985), Community Enterprise (1983+), the Community Development Fund, the Dublin Inner City Partnership 1991, the formation of ICON (1993), the Inter-Agency initiatives on drugs and education and family support (1995). There is also a relatively high proliferation of Community Employment Programmes and Community Training Workshops under local management, with 160 community employment workers and 100 people in temporary youth training.

This intensity of community development activity and participation in national schemes can be explained by the high levels of unemployment (reaching 70% in some parishes) and of generalised, but not homogenous, social and economic disadvantage in the area. It can also be explained by the fact that the area contains several Eastern Health Board initiatives (e.g. two Neighbourhood Youth Projects, a small residential unit for boys named Tabor House, the Talbot Day Care Centre, the City Clinic Drug Treatment and Maintenance Centre), which have linked with local activists in the mainly FAS- and CDF-funded projects.

This situation spurred the establishment of ICON to "highlight the human and economic crisis in the north inner city". Over three hundred people from the area regularly meet through ICON's nine working groups. It is this extent of disadvantage and exclusion coupled with the intensity of self-organisation on the part of the community and its participation in local and national schemes which prompted us to examine the area as an example most likely to exhibit a strong research base on poverty and exclusion. Our study thus focuses on describing the actual level of research carried out over the past twenty years and attempts to explain the relative absence of such research. The remainder of this section describes the local poverty research base and maps the links between research and local groups.

1.5b Poverty Research in the NIC

Despite the high level of local anti-poverty activity, there has been no poverty research undertaken within the NIC in our understanding of the term (see 1.4 above). Appendices 2 and 3 present an inventory of selected studies undertaken in the NIC area and of reports and publications of the DICP. Although for the purposes of appendix 2 we included examples of final reports, EU evaluation reports and action plans, we do not consider these to be examples of poverty research in our understanding of the term because they do not contain systematic and structured empirical research and because they are primarily linked to the activities of projects. What these appendices do indicate is the type and extent of reporting which is occurring in relation to local anti-poverty action. This is

¹ This works out to one project for every 500 people. This begs the question of the average ratio of projects/persons in other areas, both within Dublin and in other parts of the country

arrangements within the family, and well as on the family as a key provider of welfare. These must be recognised as fundamental to a viable and sustainable social and economic order (Jordan and Redley, 1994; Yeates, 1995)².

The inventory (Appendix 1) shows that in the majority of cases where research or evaluation is carried out by a local project an outside consultant is engaged to do the work. There are only two cases of internal evaluations. All the evaluations could be more clearly defined as project assessments in the absence of ongoing evaluation indicators. This raises two important issues: the role of consultants in relation to local poverty research (projects tend to engage consultants to undertake research) and the absence of evaluation or performance indicators for local anti-poverty activity.

Thus, using our framework, **it may be concluded that there has in fact been no local poverty research undertaken in the NIC, despite intense local statutory and voluntary anti-poverty activity and an advanced human resources and organisational infrastructure.**

1.5c The organisation of research capacity

Although there has been no poverty research carried out in the case study area, local and national organisations within the Dublin Inner City Partnership area constitute approximately 30% of all grant aided research activity funded by the Research and Evaluation Scheme of the Combat Poverty Agency since 1992. The issue of the Agency's own categories and funding of poverty research is addressed in section two.

However, in objective terms, that one-third of research grants are obtained by DICP groups - a proportion which is equivalent to the distribution of the population at least, if not in terms of overall levels of poverty and exclusion is significant. This may in part be explained by the fact that national voluntary organisations have their headquarters in Dublin where, for convenience at least research is undertaken. Thus, it may be that proximity and organisational capacity is a determinant of access to research funding. It can also be explained by the high levels of grassroots organisational activity in the inner city which are active in seeking funding.

1.6 CONNECTING ACTIVITY WITH IMPACT

Conroy (1994) has suggested community groups do not necessarily contribute to the alleviation of individual disadvantage:

"the peculiar proliferation of training/enterprise/socially useful/social welfare schemes in a single area, some of them administratively cheap and some of them extremely expensive may realise at the level of individual disadvantage very little results." (Conroy, 1994, p. 7).

² While we would argue that the localisation of national data and the quantification of needs has prevailed in terms of local poverty research that is currently being undertaken, it is nonetheless technically possible to extract data from information systems on social welfare claimants at the level of individual postoffices, for example, which could directly inform in a more refined fashion area-based strategies on the part of local projects. The data, collated for the DICP in April 1996 by M. Rush, presented in Appendix 6 is an illustration of this. The relative ease with which this kind of information could be obtained by or for community organisations testifies to the importance for local communities of having the skills to identify key variables in order to make the most use of existing data which can be made available. In this regard, however, it is important to appreciate the sources, nature and limitations of such data in the process of gathering primary data on the types of processes and strategies outlined in this report

presented as polar opposites, and the present structures for funding such work do not assist in the formation and dissemination of local knowledge of the dynamics of poverty and exclusion.

Projects' lack of involvement in undertaking research in their area seems all the more ironic given the proliferation of local responses as key components of national anti-poverty strategies (e.g. the partnerships, the local employment observatory, the Community Development Fund). In this context, this must be reviewed with a view to support for an alternative research strategy which can attend to the dynamics of social exclusion and integration which such programmes would aim to directly address. Notwithstanding the role of evaluations in assessing the operation of these responses, it is rare to find a preoccupation with their impact on the strategies of individuals and households in a situation of exclusion. The lack of basic understanding of how people actually live, their social and economic networks must in this light be seen as a key impediment to the effectiveness of such responses. Indeed, the lack of a programme of empirically-based research and evaluation (as opposed to assessment) is a broader problem which resides in the defects of the policy and planning processes, of which such research should be a central part.

Secondly, the scheme is not regarded as a tool with which to increase the state of knowledge and understanding about the dynamics of poverty. That proposals must show the relevance of research to policy and /or the Agency's own priorities reinforces the tendency to study poverty and social exclusion in terms of service delivery, and from a state perspective rather than from a community or social exclusion perspective. The studies funded by the Combat Poverty Agency did not necessarily make poverty an explicit feature, and social audits, feasibility studies and assessments prevailed. This strikes at the heart of a central issue of this study; namely, that such studies are aimed more to assist individual projects in developing their activities rather than to set out to investigate a phenomenon within a framework of cause-dynamics-effect.

We suggest that the Combat Poverty Agency reviews its funding for poverty research as part of the process of establishing the LPROP, the existence of which implies a degree of rationalisation of poverty research. From the inventory and analysis of funding it is clear that **despite over £3 million entering the NIC yearly as part of an anti-poverty/community development strategy, we do not know anything about the impact of these resources on poverty.** An appropriate framework which allows for more complex and diverse conceptualisations could be developed which in turn differentiates between the range of activities which the Agency is supporting or concerned with.

The differentiated use of 'research grants' is crucial. First, because resources allocated for the purpose of research have not generated additional information about the causes, dynamics and effects of poverty and social exclusion. While this may require a greater level of specificity about the type of research to be supported, it may also entail being clearer about the desired outcomes of such studies so as to be able to evaluate the effectiveness of the allocation of funds for community or project development. Second, because the response on behalf of the research community must become more attuned to the differing types of need which are emerging on behalf of community organisations.

1.7b The Community Development Fund

The Community Development Fund set up in 1990 and funded by the Department of Social Welfare aimed to support "the work of locally organised and managed community resource centres that operated as part of local strategies to combat poverty and disadvantage. The emphasis was on "involving local communities in developing

to research. A full-time coordinator was recruited in order to initiate research into the impact of drugs on the local population and area (Rush et al, 1993).

1.9 THE NATIONAL RESEARCH CONTEXT: THE INTELLECTUAL CIRCUIT

While we acknowledge that applications for research funding since 1992 would on the surface appear to highlight the need for technical assistance to local groups in order to assist them in carrying out research, this must be located within a wider criticism of the 'intellectual circuit' of the research community. The case study shows an advanced level of human resource capability within the locality, suggesting that **the issue is not one primarily of capability, but instead of antipathy towards local research** (see section 2.2a). Within the neighbourhood of the case study area, as within the intellectual circuit (and especially universities), capability is less of an issue than the acceptance of the value of local research and of the value of a perspective of social exclusion to inform social action and policy.

1.10 CONCLUSIONS

This section aimed to identify the main characteristics of local poverty research. It categorised the different types of reporting undertaken in the case study area. The study could not find evidence for local poverty research. Instead, we find a proliferation of reporting associated with funding structures for supporting the activities of community projects. Funding structures are concerned with developing activity with at best scant regard to understanding the dynamics of a situation in which they wish to intervene and change. Indeed, it was concluded that in fact no local poverty research can be said to exist in the sense in which we have used it for the purposes of this feasibility study. Indeed, a general scarcity of data and research activity was encountered. The reasons for this are addressed in the following section.

Two key conclusions can be drawn at this point in time about the state of local research and reporting on the subject of poverty. First, local research has de facto been associated with need identification and quantification, largely derived from national statistical studies which are designed to map national socio-demographic trends. This is the paradigm within which poverty research is undertaken by those directly involved in or associated with community development. The localisation of national data and the preoccupation with information not collated for the purposes for which it is being used, has been used as the primary research strategy by projects. It is suggested that this should be assigned no more than the status of background data.

Second, the relative failings of communities to undertake poverty research in their areas was placed in the context of an overall failing of the national research community and in particular with the traditional antipathy of actors within the local community towards local research. There is evidence however that this antipathy is breaking down (Pauline Kane, Fergus McCabe and Seanie Lambe, interviews) and that new structures are emerging which offer possibilities to develop local poverty research. Indeed, on the basis of the interviews we carried out with local community actors and professional researchers, we found a critical but positive reaction to the concept of the LPROP.

male labour/workplace radicalism also informed the growth of local anti-poverty activity in the case study area, particularly with the decline of traditional industries. This might suggest that greater levels of anti-poverty activity could be found in areas which have suffered a dramatic and rapid decline of industry. This perspective is supported by Gerry Fay, Chairperson of the North Wall Residents Association who traced the success of the parishes successful re-housing campaign back to traditions of organised labour on the docks and even as far back as Jim Larkin "who lifted the people and gave them a dignity and self-respect". This perspective would see the poor as being pro-active rather than the passive recipients of welfare or voluntary based charitable activity. In the rural tradition, the Irish Farmers' Association state:

"In this context our governments and our Social Thinkers...might well refer back to the precepts of the provisional Government of the Third Revolution in France in 1848. These principles were embraced and advocated by both John Mitchel and James Finton Lalor. Briefly, they insist that man has a right, honourable, to eat bread by the sweat of his brow and not otherwise, that 'pauper relief' in the parlance of the period is degrading, that it is the sacred mission of Government to ensure that bread is there for the earning and that the opportunity is provided to all citizens to earn it honourably" (Fitzmaurice, 1976, p. 83)

2.2a The legacy of community development

Taking cognisance of the fact local groups have traditionally given activity priority over research, it is necessary to refer to the legacy of community development as an explanatory factor. Mernagh (1981, p.333), in the context of Poverty 1, distinguished between the directly run projects which sought to identify needs and the contracted out projects. The latter he said,

"tended to be under the control of local management committees whose members generally had their own ideas as to what should be done, and how it should be done, ideas that were sometimes incompatible with the philosophy and aims of the programme".

This would support the view that historically, research and activity have been regarded as polar opposites, which leads to conflict between on the one hand local groups prioritising an urgently perceived need for activity to address poverty and on the other hand agencies seeking to define more clearly the extent, causes and manifestation of poverty to inform policy. This polarisation accounts for the present situation whereby little research is carried out by local projects and the vast range of local actions are undervalued, under-evaluated and invisible within the field of social policy and poverty research. Where 'research' has taken place, it has been in the form of social audits, feasibility studies designed to obtain funding or develop project activities. In this context, the value of research and its potential relationship to combative actions against poverty (policy as well as measures) has been marginalised.

The urgent need for local action in the absence of effective national policies is evidenced by Paddy Malone's statement: "One thing we have noticed over the years is that people are not interested in dealing with a problem unless it exists on their own doorstep" (NICFP, 1992, p.34). This local view of the need for urgent action is supported by Fergus McCabe (Chair, ICON): "(ICON will) highlight the human and economic crisis in the north inner city". This idea that research is unlikely to emerge as an organic demand on the part of local projects is corroborated by the experience of projects which have undertaken extensive poverty research. Thus, the role of intellectuals and professional researchers

it is necessary to distinguish between promoting research so as to better inform projects own intervention strategies and promoting research which links into the wider policy debate and the formation of an alternative discourse at regional or national level. Although these are not of course mutually exclusive, it seems that they are important considerations in the desing of the LPROP.

2.2c Funding rationale

The distinction between technical assistance and building capability has already been signalled in section one in relation to the possible siting of the LPROP. The case study area reveals evidence to suggest that there would be no unsurmountable barriers for projects and ICON to participate in the LPROP. What does have to be addressed, however, is the threshold that has been suggested by Cullen (1994):

"By definition the group is being funded because of local disadvantages: if it had the capacity for self-contained responses without external assistance, it is questionable, certainly in relative if not in absolute terms whether it needs anti-poverty funding." (p. 147)

The essence of his argument is that projects are only funded if they are incapable of using the funds! Thus, he would appear to be confusing the needs of three different types of local actors:

- First, local projects (e.g. LYCS, NCCCAP).
- Second, neighbourhood level self-help groups (e.g. activities group for the elderly).
- Third, client groups (e.g. Mothers Against Drugs).

The latter two are either initiated by local projects or have access to support from local projects (in the first sense of the term) and would rarely be seeking substantial amounts of funding from statutory agencies. Instead, they might seek small amounts of resources for activities. In contrast, the first type of local actor will have access to or will manage budgets in the range of around or over £300,000 per year. Therefore it is crucial that observers of community development and organisations understand the heterogeneity of local anti-poverty activity, the structural differences between community groups and the resultant differential relationship of each type of actor to the state. Thus, whereas the first type of project are in receipt of statutory funding often designated anti-poverty/integration funding and would have a client group(s), the second and third type are comprised of 'client groups'. The fact that service providers and clients share the same cultural attributes and are recruited locally causes confusion to external observers and leads the latter to an assumption of a homogenous community. The misunderstanding of the fluidity and symbiosis in these relationships fuels this confusion. In contrast, the community animation adopted by the French, for example, attempt to value a plurality but not necessarily equality of local cultures and actively attempts to promote them (Rush, 1995).

In certain communities where projects have grown organically, this confusion may be excused in the embryonic stages of community development. This would seem to imply that the allocation of resources would have to be reviewed in order to better discern between objectives of resource allocation for project activity; namely project activity vis a vis capability building for local groups or poverty alleviation by local groups. Cullen highlighted the need for research into the difference between them. The first would entail measuring outputs in terms of the community's effectiveness to alleviate poverty, while the second would entail measuring the process of capability building of the project by the funding agency. The question arises as to whether the latter two local actors which we

2.2f Outlets for research

The dearth of poverty research and the establishment of an LPROP touches on a wider issue, namely the need to reorganise and strategise local poverty research in Ireland. We appreciate that this is an issue which may extend beyond the immediate boundaries of this study but nonetheless the issue bears directly on the subject (see 1.6). In this sense, it must be asked as to what exactly local poverty research is to be used for. It makes no sense to increase the capabilities of projects and to encourage them to invest resources into developing their research capability if there is no outlet for those studies subsequently. Furthermore, it may be asked why build a demand for resources for local poverty research in the absence of a demand on the part of the policy and intellectual circuit for local poverty research. This raises the further question of for what reasons and ends do actors in this circuit want local poverty research? By raising these types of questions, this report may in itself stimulate a debate on this issue.

2.3 POTENTIAL OF THE LPROP TO IMPROVE THE LOCAL POVERTY RESEARCH INFRASTRUCTURE

2.3a The direction of poverty research

The LPROP could play a key role in developing a methodology for the evaluation of and research into the impact of local anti-poverty activity at the level of the individual and the community. This may require embracing a perspective of social exclusion (Williams, 1995; Jordan, 1994). Pauline Conroy has suggested that a starting point for a social exclusion perspective would entail "accepting local peoples observations and the everyday observations of community organisations and giving local observations parity of status because one may find development where one thought there was only poverty". It would involve research that would support the call by Donnison et al (1991) for the inclusion of proposals informed by the experiences of those living and working in excluded neighbourhoods. It would also depend on the suggestion by Jordan (1994) that research must embrace social exclusion as a perspective to provide an adequate analysis of poverty.

However, the difficulty of doing which is that it may be perceived to be subjective, individualistic and non-generalisable. Under such schema, this type of perspective would at best serve and be treated as devalued policy analysis. In essence, this touches on a crucial and little discussed issue, namely the status of qualitative and quantitative data. The former being downgraded and largely dismissed as 'subjective' within the dominant paradigm, while the latter is regarded as objective from which lessons can be learnt and generalised from. As we have suggested, just as the antipathy between action and research is eroding, the polarisation of qualitative versus quantitative data, we would further suggest that the issue with which the LPROP must come to terms is the quantification of qualitative data within a revised value system of research.

We would further suggest that the approach we are outlining depends upon an adequate evaluation of local anti-poverty actions. The development of an evaluation system and a complementary poverty research structure based on indicators which would attempt to quantify the impact of local actions at various levels including that of impact of poverty alleviation at the individual level could be a useful task for an LPROP.

users as well as on an assessment of a workable and accountable structure with due regard to both a comprehensive understanding of the role, objectives and structure of the observatory (observatories) and of the existing system within which it (they) will operate.

The health observatory, for example, emerged to improve the existing health information system, which had overly depended on data collated purely for health administration purposes, so as to inform more 'rational' policy-making. It is clearly assigned more than just a 'technical' role, however, and its objectives are: to provide an inventory of health and other social data; to enhance and disseminate information; to sponsor studies on poorly understood issues; to advise those undertaking research; take part in the development of local health promotion activities, and to develop the circulation of information on an inter-regional level. In this sense, the observatory plays a key, indeed proactive, part in the development of measures, activities and actions in the field of health promotion.

In the case of the Regional Centres on Childhood, social observation is just one of its functions; it is also responsible for animation, information, technical advice, research and training. In both of these examples, the observatories are based at regional level and follow demarcated administrative responsibilities, and have developed out of a need to improve the existing national system of information collation, analysis and dissemination, which was seen to produce data which is "incomplete, scattered, of limited reliability and consequently of little use" (memo of the Ministry of solidarity, Health and Social Protection, cited in Bouget and Nogues, 1992). Indeed, they play an active part in 'animating' the kind of data collated and its dissemination.

However, these types of observatory have tended to focus on the living conditions of the population in general, and have only developed a focus on social exclusion to the extent that this has become a national political issue. Indeed, it was only in 1990 that 'social observatories' (i.e. local observatory on social exclusion and social action) were established at local level, to be set up at local discretion (i.e. of towns and cities). As Bouget and Nogues (1992) note, the extent to which counties (*départements*) or cities have set them up has been as much prompted by local events as by the national policy focus on local actions (e.g. *Revenu Minimum d'Insertion*, which is implemented locally, and *Développement Social des Quartiers* - urban social development). In other words, the localisation of anti-poverty policies has not been systematically accompanied by the emergence of observatories which could feed into their evaluation or further research. This might in part be explained by the existing state research and evaluation infrastructure (CNRS, Centre National des Recherches Scientifiques), which local social observatories lie outside of and which are dependent more on the initiative of the local state for their existence.

(ii) *Le Doubs, 'Association Mosaïque - recherche et développement pour l'action sociale' (Besançon)*

A central feature of the Mosaïque project was its active use of the local social observatory as a link between the development of its own area-based (at the level of the *département*, or county) actions and the existing institutional and policy framework at that level, as well as at national level. The project was able to capitalise on the policy to set up local observatories in 1990 and on the possibilities afforded by technology.

Indeed, the use of technology was a key feature of the project's development. A software program was developed to assist in the processing of information regarding the functioning of the project in terms of its own structure and operation, and feeding directly into the on-going evaluation of the project. This in effect established a database on the activities and performance indicators of the project which was then matched with local socio-economic data of the area with reference to exclusion and integration. This combined data base provided a basis for further research to inform the development of its own integration strategies carried out in conjunction with its state partners.

3.2b Spain - East Onyar (Girona)

The Girona project was structured around the concept of social and economic integration trajectories, focusing primarily on socio-educational measures and labour market integration. It regrouped large amounts of socio-economic developments under the development of the city authorities around the theme of integration.

Although it did not operate or feed into an 'observatory' in the sense that the French example did, in effect it was observing the impact of its own actions on the integration of the project users and was therefore *de facto* undertaking similar work to that produced in the Mosaïque project. In this respect, the valuing of research and evaluation to the project's development was crucial in sustaining data gathering and interpretation. The project was clear about the necessity of 'scientific' research within intervention strategies: "intervention based on scientific knowledge is not enough on its own, and is not even necessary for innovation to take place, even though we know that it is a crucial aspect of it which acts as a catalyst for innovation to occur" (p. 101).

Notwithstanding, the project was particularly concerned with action-research and with on-going and self-evaluation to monitor and evaluate the effectiveness of its activities in relation to economic integration in particular. In this respect, although the project evaluation was linked into the development of itself, data gathering was perceived as an integral and valuable strand of the project as a structure or actor and in assessing its impact on the population concerned. In the (translated) words of the project: "evaluation contributes or may contribute to the necessary operationalisation of the objectives and concepts in use, to being more specific in the discourse, values and proposals of the project... evaluation helps to identify more explicitly what it is the project is striving to produce" (Final report, vol II, 1994, p. 35).

Three dimensions to evaluation were identified: research into the context (understanding of the local context and the role of existing policies and strategies within this); process evaluation (operationalisation of the project and aspects thereof), and evaluation of the outcomes (products, consequences, effectiveness, impact). What is interesting in this case is the focus by the project in the research phase on understanding the problems and needs of the residents in the project's area and its attempt to link these to the measures and policies of the public authorities as definitive elements of the background research. It is less concerned with undertaking a social audit of the area. Thus, as the project states,

"Given that we know poverty is geographically restricted and is manifested in the neighbourhoods in which we work, we do not so much need to quantify the poor as to understand...how they live, what their main problems are, how they cope with them, how they relate to one another... Quantification takes second place, and we have prioritised an understanding of social relations explaining poverty, ... (which) we are convinced can better help us construct and carry out our activities." (Final Report, p. 39).

Like Mosaïque, data was systematically collated from documentation gathered on individuals and families coming into contact with the project and supplemented from other data held by other such projects and local authorities. Thus, although no city wide or regional observatory existed, local authorities were *de facto* closely involved with the collation of information and data on its area. A register of documentation was kept by the project which recorded the evolving situation (individual and/or family) of the subject in biographical form. This enabled the project to reconstruct, through case analysis linking individual factors with social characteristics, those factors which lifted the subject out of

local actions to inform policy making seems all the more important as well as to ensure a degree of coherency between the regions and communities of Belgium⁸.

3.3 EUROPEAN COMMISSION OBSERVATORIES

The concept of the 'observatory' as it is operationalised by the European Commission is perhaps the best known one. The European Commission has so far put into place a number of observatories in the fields of social exclusion, housing, the family, ageing and the elderly and supplementary pensions and employment. These were established during the 1990s although they can be seen to represent an extension of the traditional role of the EC in collecting, analysing and disseminating information about national social systems. These observatories exist alongside other methods of observation in the fields of childcare, employment, disability, education and migration.

The **Observatory on national policies to combat social exclusion** is perhaps the most immediately and directly relevant model for the purposes of this study. It set a precedent for other Observatories and parallel systems of 'observation' (MISSOC) upon which it subsequently drew. Established in 1990, it was a response to three political concerns in 1989. First, the Council Decision on Poverty 3 emphasized the need for better knowledge about poverty and social exclusion. Second, the Resolution of the Council of Ministers on combating social exclusion called on the Commission to study the policies and measures undertaken by member States to combat social exclusion, in particular, in terms of guaranteeing aid and resources and of assisting social integration and insertion into the labour market. Third, this Decision and Resolution were taken in the context of a broader political concern with the need to promote cohesion and solidarity (Room, 1991). The observatory is "charged with studying the efforts of the public authorities within each member state to combat social exclusion: the efforts which they make themselves and those which they delegate to non-governmental organisations" (Room, 1992, p. 11).

In terms of work and product, the Observatory required the regular collection of information in each country of the EC (then 12), such as statistical and administrative data, legislative texts and regulations and research findings. The Observatory operated as a network of independent experts (one per country) who prepared national reports within a common framework and under coordination. The research was undertaken primarily for EC purposes and, because it focused on national policies and measures, the scope for utilising local research was highly restricted and dependent more on the national expert's own initiative than on the nature of the work being undertaken.

Recent developments in the social policy programme of the EC may suggest a move away from the concept of the Observatory as it had been hitherto structured and more towards a structure for gathering information on national developments which comprises a coordinator with correspondants which may cover groups of countries. Thus, the Equality report proposed by the Fourth Equal Opportunities programme will in effect undertake an analysis of national developments in equality policy, reporting on an annual basis over the next six years. The rationale for this appears to lie with the high costs entailed by a one member per country structure.

⁸ Regions include Flanders, Wallonia and Brussels, while Communities comprise the Flemish, French and German communities. In effect, though, there now exist five governments: the Flemish government, the French Community government, the government of Wallonia, the government of the metropolitan area of Brussels and the government of the German community. The responsibilities of each government may differ between governments in part because of the variation in the extent to which Community and Region are integrated in the decision making structures (thus, in Flanders these dovetail, while in Wallonia they are separate)

which would include comprehensive population registers with both demographic and health profiles, these Departments collate data for information and evaluation and produce reports on the health status of regions which will inform resource allocation. Thus, they will play a key role in epidemiological research, the surveillance of communicable diseases, the planning of targets, programmes and procedures, and the development of indicators and evaluation mechanisms (p. 34). In particular, priority is given to the development of an information system which brings together raw data compiled by various agencies together through the application of technology.

In many ways, then, the proposed system would operate much like observatories currently operate in France, i.e. as a central aspect of health administration and planning. The concept as operationalised in the document stretches beyond the notification of diseases and developing of indicators for one particular sector to include not only epidemiological data but also demographic data and other social factors such as household structure, school attendance and patterns of disease detection, using both national statistical data and episodic reports which could indicate future trends. The picture is therefore much wider, placing health administration in a broader socio-demographic context. This top-down approach is complemented by a bottom-up approach which encourages participation in reporting to contribute to disease monitoring systems and to a return of data to people and health professionals locally (via the regional health reports). The concept of citizen involvement and of accountability to them is concomitant with the setting up of a structure which takes more account of localised phenomena that may be symptomatic of wider trends to come. In this sense, the system may be regarded as performing a similar role to the European concept of observatory in playing a central role in administration.

3.5 ISSUES ARISING

3.5a A commitment to research and evaluation

In each of the cases examined, be it at member state or supra-national levels, there has been a commitment to the value of data collection as a routine activity and to understanding the factors which either propel exclusion or which facilitate integration. The localising of national quantitative data to produce local social audits which prevails amongst community development projects in Ireland is of secondary concern to those in the Member States we examined. In France, Belgium and Spain, projects have de facto operated an observatory function as part of their research and evaluation system, based on the principle of action-research. These have been methodologically sophisticated, involving a high degree of expertise attached to the project on a long-term basis.

3.5b Relationship to the state

The models examined varied in their relationship with the state. In France, for example, the observatory has been a statist concept, integral to public administration and to the policies of the authorities. The more recent social observatory has also developed as an extension of public authorities information systems, albeit with some participation by local integration projects into these. In this sense, a parallel may be drawn with the present developments in Ireland, where an emergent information and evaluation system is being developed. As in France, the state has recognised that there is a need to rationalise information on health for the purposes of more effective planning and service delivery of

On the basis that the Combat Poverty Agency submission to the Devolution Commission (February, 1996) argues that "local government has a key role to play in tackling poverty and social exclusion", we would recommend that it considers further the possibility of linking the LPROP to local government, possibly as a means by which to underpin the process of devolution and encourage greater participation of local people in policy-making and the parallel adoption of anti-poverty objectives and priorities at local level, in a similar manner to which is occurring in the field of health currently. In particular, the Agency's proposal that sub-committees be established on an ad hoc basis, and that local authorities be required to "consult on an ongoing basis with local communities in the planning and delivery of services and mechanisms...to ensure that local groups can exchange information with, and make representations to, local authorities" (p. 7) - if taken up - could greatly benefit from the work of an LPROP which focuses on processes and dynamics as well as providing a mechanism into which such research could usefully feed. Thus, the Agency would see the collation and publication of systematic data on the extent of poverty and offer an opportunity for consultation with local people (p. 10). These proposals of course depend largely on the outcome of the review and the extent to which the culture of local government as an aspect of the political system is addressed. It is for this reason that we refrain from directly linking the LPROP to local government at the present moment in time, although we would neither rule out association or links between the two structures nor future direct links⁹.

3.5d The meaning of 'Local'

A recurrent theme is the national, or more commonly regional, county or city-wide nature of observatories. None of the observatories in the other member States were solely confined solely to neighbourhood level, and amongst those projects which were observing the users of their activities, this was regarded as a starting point from which to generalise and to link into local and national policies.

What we do find, however, is that in many ways this larger dimension presupposes a local or regional role in planning and development with which projects in Charleroi, Besançon and Girona have been able to engage in dialogue. In the case of Ireland, the setting up of the information system has been possible because of the existing statutory powers of health boards in the provision of such services locally. The lack of a role for local authorities in the field of either social or economic development in certain respects obscures the direct replication of such a system in respect to poverty. Therefore at present, our only working definition of local in the national, Irish context, remains bound to traditional neighbourhood ties.

3.5e Location

The location of the observatory in the French and EU cases has been in universities. In the case of France, the description of university research centres as 'laboratoires' (laboratories) fits well with the scientific character of research, and thus of 'observatories'. In many ways, this was replicated with the EU observatories, drawing on university-based research and analytical expertise. However, these have been top-down in structure, and the advantages of the bottom-up approach which involves area-based anti-poverty

⁹ In this respect, see Appendices 7 and 8 which illustrate the complexity of regional and local authorities boundaries in respect of planning for welfare (health, training, education, partnerships) and which indicate that an appropriate relationship between the LPROP and local/regional government be identified which takes into account the diversity and complexity of planning structures.

the development of information systems and of indicators which are linked into the planning and policy process (of which the operations of anti-poverty projects may be seen as a key part) under certain circumstances. Given that this presupposes a strong regional or local planning and policy-making structure, we foresee problems in replicating models abroad to Ireland; namely, the lack of a strong regional or local planning structure in Ireland (although this is subject to review at the present) with which the LPROP could engage in structured dialogue.

A further issue which we would stress would be the existence of an emerging systems of a more structured relationship between administration, planning, monitoring and evaluation in the field of health in Ireland. This constitutes a significant development and may be interpreted as an indication of the priority accorded by the state to the necessity of developing information systems in order to attain the objective of a more (cost) effective use of resources through targeting. Nonetheless, when setting up the LPRO it would be imperative there is awareness of both the ends towards which these systems are being developed and of their potential in enhancing the role of local communities in policy and planning at national level.

Finally, this review sharpens our appreciation of the pervasiveness of the language of militarism which pervades US, UK and Irish social policy, which can be juxtaposed against that of continental and EU social policy which expresses social and economic polarisation in terms of the breakdown of national social cohesion and inter-group social solidarity. In the latter, although emphasis may be given to inter-group relations, this is distinct from confining the focus of observation and analysis to a segment of society (i.e. the poor). In particular, the conceptual separation of the poor from the mainstream has served to justify widening levels of inequality and polarisation while ostensibly addressing the problem of poverty, while the 'continental' tradition addresses widening differentials between social stratum and imbalance within an overall framework of social and economic development. This is crucial for understanding the role of the local research observatories in other member States.

In section 3, we concluded that the lack of a planning role for local authorities in the field of social or economic development in certain respects does not permit the direct replication of European systems to Ireland. However, the final choice to be made by the Combat Poverty Agency would have to take into account both tactical and political decisions as well as ones to do with cost-effectiveness, for example, in part because of the lack of established practice and experience of such models in Ireland from which to draw. At present, our working definition of 'local' in the national, Irish context, remains bound to traditional neighbourhood ties. Indeed, despite a traditional antipathy of local actors within the local community towards local research, there is evidence however that new neighbourhood structures are emerging which would appear to offer possibilities to develop local poverty research.

4.3 SCENARIOS FOR A LPROP

We envisage three principal scenarios for the LPROP.

- A Regional Research Observatory

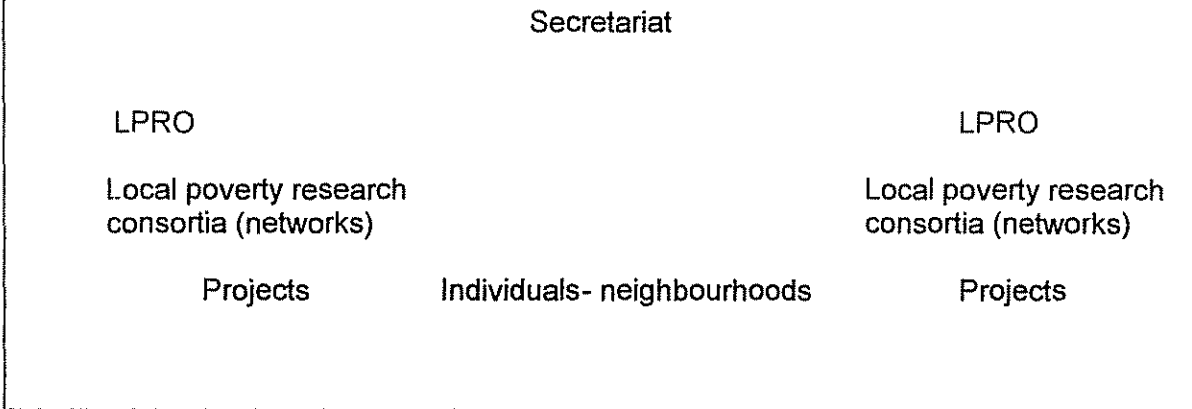
This would entail for the LPROP a close role in planning, administration and economic development at regional level. It could be linked into either county structures (e.g. county strategy groups which provide a forum for a number of mainly EU social and economic development programmes) or regional authorities. Appending the observatory to either of these structure and might encompass links with statistical bodies such as the ESRI and CSO.

However, until the debate on devolution is more advanced, it is difficult at this point in time to specify which structures (county vs regional) the observatory should be linked to. Of course, this may not a question of either/or, for it seems to be more of a question of the appropriate mix of powers and responsibilities at different levels. While in Europe, LROs are clearly linked to the political and administrative boundaries for planning purposes, in the case of Ireland, whilst there is promotion of administrative links with regional authorities, there is no prospect of democratic representation by citizens at this level. If the regional authorities mature and public services are devolved from central government to regional and local level, then the LPROPs could operate at both levels. We might envisage a 'multi-tiered' LPROP, feeding into local authorities and the regional structure. On democratic grounds, however, we would recommend that the LPROP not be confined to the regional level in the absence of democratic representation by citizens at this level. Furthermore, we would not in the immediacy recommend that the LPROP be placed under the control of a single institution.

- A City-Wide Observatory

This would imply an observation function for the structure, mapping trends and patterns in labour markets. It could also be linked into the planning function and would develop links with the local authorities; thus it could be linked into city councils in both the political and executive functions. However until the functions of the councils extend and until the culture of the councils is modified then there is little scope for strategic planning and responses to poverty at this level. The closest participatory equivalent at present would be the area-based partnerships, whose future is however currently uncertain and dependent on EU funding which is expected to end at the end of decade. Ideally, for this option - and indeed for all the options - the observatory would extend beyond the boundaries of any particular partnership and would stand autonomously.

Figure 2 Local poverty research observatory programme structure



4.5 RESOURCE BASIS

The resources required for the LPRO are presented in figure below. This sets out the principle of calculation, namely 2 managerial posts (*cadres*): 1 administrator. This ratio is necessary for an adequate level of support for the managerial posts. The grades and salary are based on civil service scales. We have drawn a distinction between the administrative and secretarial support. Some opportunity for the person holding the secretarial post to progress into the administrator's post should be built in.

Figure 3 Principle of calculation and payments for staffing per LPRO

Principle of Calculation	Payment
1 Assistant Principal	£26,118
1 HEO	£18,772
1 administrator (EO, 23 years+)	£13,556
0.5 secretary/typist (CO,24 years +)	£10,586
TOTAL	£ 69,032

In addition to the staffing costs, we have calculated the capital and revenue costs on the principle of 1:1 - that is, equal parts of labour to costs.

Using this framework we calculate the total costs of the two LPROs at £276,128 per annum, giving a total cost over a three year period for the whole programme of £828,384.

We also envisage an invisible cost of one full-time individual whose function it would be totally dedicated to the LPROP. This person would also be a member of the LPROP secretariat (see figure 1).

We envisage further invisible costs (and benefits) in terms of student and universities staff secondments to the LPROs and to the LPROP secretariat from a variety of institutions. We do not envisage these invisible costs being met solely by the Combat Poverty Agency, but by other institutions participating in the LPROP allowing their staff the time to participate so that the participation in the LPROP would become part of their job specification. For the purposes of clarity and evaluation, it is important that these invisible costs are calculated into the costings of the overall programme. This would help filter the concept of local poverty research into policy and planning more widely.

Figure 4 Programme design

OPERATIONAL YEAR	ACTIVITY
Year 1	
<i>Products:</i> (i) Activity report reviewing operations (ii) Report on sources and adequacy of local data (iii) Database	Establishment of LPROP Set up database Compilation of inventory of data sources Documentary review Localisation of national data Familiarisation with systems of observation in Ireland in other European countries. Review of structures for funding poverty research.
Year 2	
<i>Products:</i> (i) Analysis of local anti-poverty activity (ii) Thematic reports on indicators	Updating sources of research Develop links with European networks Development of database: Quantification of local anti-poverty activity in specified areas Development of indicators on the themes of: - integration and impact of activities - informal economy and social relations (e.g. household survival strategies) Dissemination
Year 3	
<i>Products:</i> (i) Report on impact indicators (ii) Report on household strategies indicators (iii) Seminar report on local poverty research	Continuation of development of indicators: - Empirical testing of impact indicators Dissemination activities Seminar on local poverty research

4.7 IMPLEMENTATION OF THE LPROP STRUCTURE

We envisage that the LPROP structure could be implemented according to the following plan which identifies the next immediate steps to be taken by the Combat Poverty Agency as well as more longer term phases. We have presented this in terms of a timescale expressed in months.

SECTION FIVE

CONCLUSIONS

(a) This feasibility study has described and analysed the current state of local poverty research and has identified the key issues relating to the production of such research. It has investigated the existing structure of local poverty research and identified the potential role that an observatory could play in promoting a more cost-effective and strategic deployment of resources for local poverty research.

(b) The study affirmed the potential support for a local poverty research observatory. The extensive consultation undertaken showed awareness on the part of both intellectual circuit and the local community in the case study area that local poverty research needs to become more strategic. The concept of the LPROP was welcomed in the sense of its playing a proactive role in making existing data available and accessible, as a resource for groups or projects in the voluntary sector wishing to undertake research, or as a structure which collates and analyses data on poverty and anti-poverty activity. In the case-study area, it was shown that the context would be conducive for the establishment of the type of structure proposed. This should also be seen in the context of the prioritisation of establishing an information system in the field of health in Ireland.

(c) A key difficulty however lies in the lack of clarity as to what local poverty research consists of. In this sense it was necessary to distinguish between poverty research and policy research. Although we see no inherent difficulty in either type of research, it is necessary that more complex conceptualisations which reflect the distinctions between different types of reporting be adopted for the sake of clarity and the effective use of resources. We found that much research commonly referred to as local poverty research is in fact policy research, that is, reporting to meet funding requirements for activity or research primarily undertaken with a view to reforming policies and systems. The study found no evidence of local poverty research in the area under analysis. Such research is methodologically difficult and makes use of local data to focus on the dynamics of poverty production and reproduction. The type of reporting which prevails has almost exclusively focused on the quantification and identification of needs in a given area or for a given population. This type of research exaggerates the uses of such data for defining activities and strategies and should at most be confined to background information. Furthermore, while this type of research has conventionally been used to describe the socio-economic situation in which projects will intervene, it must be distinguished from research which addresses the dynamics of poverty (re)production in the area.

(d) The existing state of local poverty research which we reviewed indicates that there are severe gaps in basic knowledge and information available on the subject of poverty. Existing resources allocated for poverty research have been underutilised, reflecting funders' objective of supporting projects' activities. The observatory could play a key role in accelerating the process of strategising resources for research and evaluation.

(e) The research found a complete absence of poverty research in the case study area alongside extensive activity-oriented reporting. Thus, while local anti-poverty activity can be said to have proliferated, the same has not been true of local poverty research.

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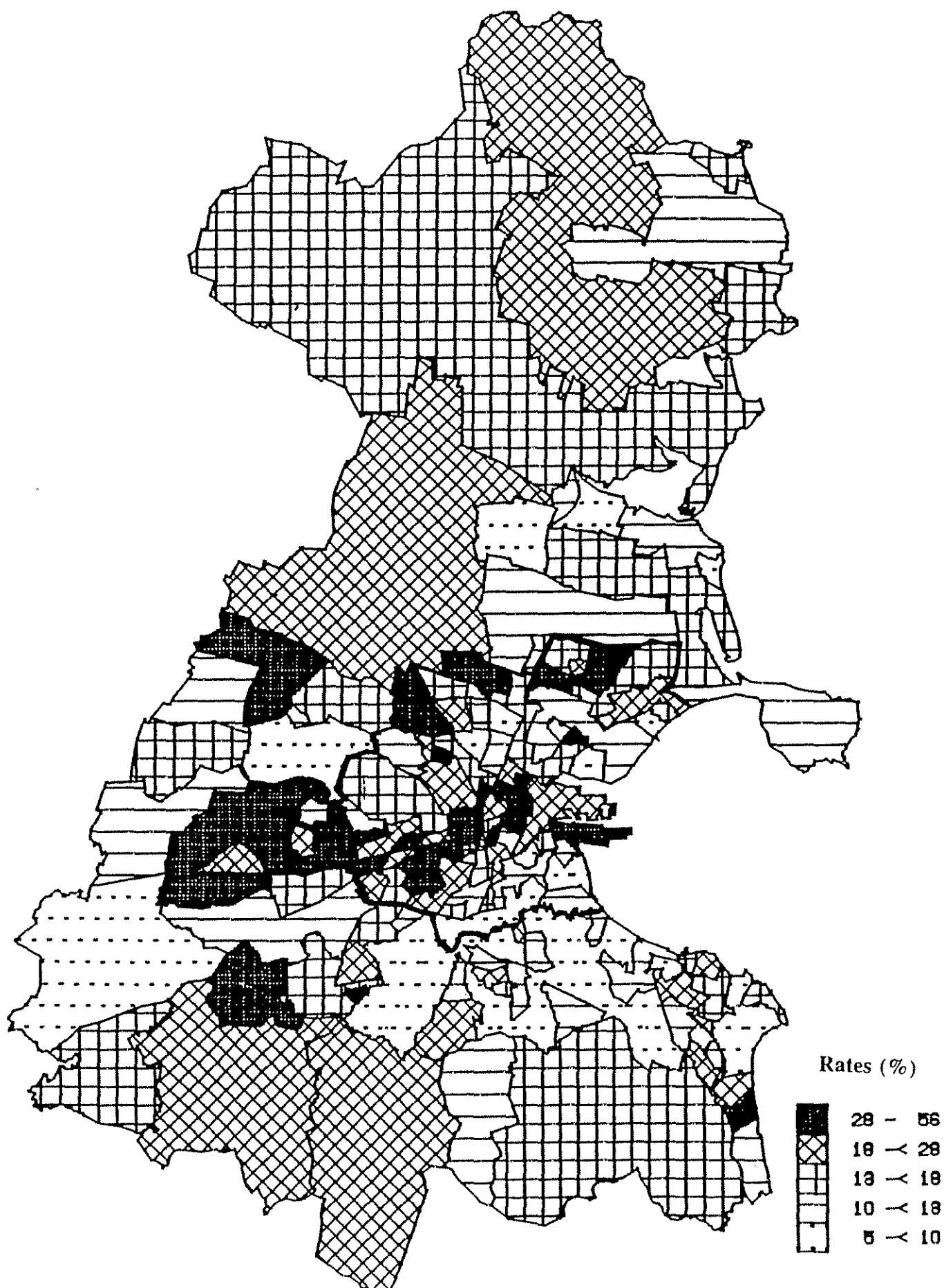
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APPENDICES

Appendix 1

Unemployment Rates by DED/Ward in Dublin City and County in 1986

Source: 1986 Census of Population



Appendix 2 Inventory of local poverty research base - ICON

Agency	Publication, year	Commentary
Inner City Renewal Group/Ringsend Action Project	Benefit Take-Up Campaign 1994	New data collected. Research linked to campaign to assist welfare take-up within DICI area. Social Work graduate employed to carry out research.
North Centre City Community Action Project	Final Report, 1980 P. Jackson	Assessment of the project within the 1st Poverty Programme. Qualified researcher employed to carry out research.
Lourdes Youth and Community Services	Evaluation, 1985 P. Faughnan Evaluation, 1993, P. Kelleher	Project assessments carried out to meet funding requirements. Qualified researchers employed.
Voluntary and Statutory Group, Funding: Combat Poverty Agency	Crime, custody and the community: juvenile justice and crime with particular reference to Sean McDermott Street, 1988 J. Farrelly	Outline of juvenile justice system; extent and nature of crime locally compared with national trends; perspectives of young people on crime. Qualified fieldworker engaged to carry out research.
Alliance for Work Forum	Impact of CHDDA, 1985 K. Brennan Evaluation, 1994	Socio-economic study using localised national Census data. Consultant engaged for purposes of research. Internal assessment
Sisters of Charity	Socio Economic Study of the North Inner City. 1991 K. McKeown	Consultant engaged to carry out research for outside agency. No real link with the local community.
The Talbot Centre/Eastern Health Board	Evaluation of project impact on participants vis a vis drugs E. Gallagher	Consultant engaged to carry out project assessment

The Neighbourhood Youth projects/Eastern Health Board	Evaluation, 1979-94 P. Kelleher	Consultant engaged to carry out assessment
The North Wall Women's Centre	Annual Report, 1994	Internal assessment
Inner City Organisations Network	Area Action Plan, Grasping the Future, 1994	Local research company engaged to carry out plan entailing the collection of some new data.
	ICON Seminar report, 1993, P. Tobin (CAN)	Consultant engaged as rapporteur.
	The Search for models of partnership, ICON seminar report, 1994	Compilation of seminar papers by ICON staff.

Source: the authors

Appendix 3 Dublin Inner City Partnership: reports and publications

Long Term Unemployment & Dublin's Inner City	(Nexus Research Co-op) (1992)
Programme for Action 1992-1993	(DICP)
Enterprise Support Activity in the Inner City	(Devplan Associates)
Survey on Recruitment Practices in Inner City Companies	(A Kelly, A Guinness & Co)
Community Development & Urban Renewal	(DICP)
North West Inner City Community Project	(S Rourke)
Submission to Sub-Regional Review Committee on National Plan	(DICP)
Community Employment Development Programme-Proposal	(DICP)
Progress Report 1992	(DICP)
Feasibility Report on Community Technical Aid	(Community Technical Services NI)
Your Right to Benefit- Welfare Rights Take-Up	(Ringsend Action Project/Inner City Renewal Group)
Start-In Research on Recruitment Process	(SICCCA)
Global Fund Allocation 1993	(DICP)
Childcare for the North East Inner City	(Inner City Organisations Network)
Ringsend Housing Initiative	(Ringsend Action Project)
One City - Two Parts- Review of EU Community Initiatives	(DICP)
Community Reserve Fund Allocations 1992-1994	(DICP)
Development Issues and Options for Community Training Workshops	(Devplan Associates)
Long Term Unemployment in the Inner City / Update 1994	(Nexus Research Co-op)
Turning the Tide Review of Progress 1992 -1993	(DICP)
DICP - Project Review & Evaluation	(Devplan Associates)
'Options and Opportunities' Community Employment Programme	(DICP / Scheme Workers Alliance)
Urban Renewal Linkage Programme	(DICP)
Inner City Construction Directory	(DICP)
Dublin Inner City APC Report	(GAMMA)
Strategic Action Plan	
Community Training Workshops	(Nexus Research Co-op)
Partnership Action Plan 1996 -2000	(DICP)
Adult and Community Education in Inner City Dublin - A Guide	(DICP/CDVEC)

Source: DICP Progress Report 1994-1995

**Appendix 4 Sources of ICON funding for activity and research:
Combat Poverty Agency and the Eastern Health
Board, 1993-1995**

Year, funder	Purpose	Amount
1993, CPA	ICON Kilkenny Seminar bursaries	£1,500
1993, EHB	Seminar bursary	£1,000
1994, EHB	Action Plan	£10,000
1994, EHB	Seminar bursary and printing costs for Action Plan	£6,500
1994, CPA	ICON Women's Working Group - seminar on local childcare provision	£800
1994, CPA	Bursaries for seminar in Dundalk	£1,000
1994, EHB	Women's group - feasibility study on childcare	£3,000
1995 CPA	ICON Art and Culture Working group seminar	£100
1995, EHB	Administration	£5,000
1995 CPA	Training programme	£1,800
1995 CPA	Seed grant for Dundalk seminar	£480
1995 CPA	ICON evaluation	£3,000
1995 CPA	Drugs treatment and prevention campaign	£1,910
1995 CPA	ICON Women's working group research into the role of local women's groups	£2,000

Source: the authors

SOURCES OF FUNDING IN THOUSANDS OF POUNDS						
ORGANISATION	SOCIAL WELFARE	FAS	COMBAT POVERTY	DEPT EMPLOY	HUMAN INITS	OTHER
Family Care Centre						96
Kilnacrott House						200
NCCCAP		250				
East Wall Watersports						7
Tabor House						170
NYP 1						61
NYP 2						61
Adventure Sports Project						60
Youth Encounter Project						180
Vincent De Paul CC Centre						45
Horticulture Project		60			2.5	
Lourdes Resource Centre		77				
Talbot Centre						120
Lourdes Youth & CS	50	90			130	
Larkin Unemployed Centre		120				30
Alliance for Work Forum		160			102	
North Wall Women's Centre	30		30			5
Inner City Renewal Group	50				43	
City Arts Squad		250				
Inner City Enterprise		70				193
Fire Station Artists' Studios		96			69	55
IC Residents' Association						
Art & Re-educ Women						7
Wexford Centre Project						2
Salesian Brothers						30
Crosscare After-care Centre						4
TOTAL	130	1173	30		346.5	1389

SOURCE : RUSH et al (1993)

DUBLIN INNER CITY PARTNERSHIP AREA
SOME STATISTICS ON UNEMPLOYMENT
AND WELFARE DEPENDENCY

Overleaf are some statistics on the numbers of people receiving Unemployment payments as at 21st February 1996 :-

- *at Post Offices within the Dublin Inner City Partnership area as a whole and , for illustrative purposes*
- *at one particular Post Office in the Inner City - North Strand Post Office, Dublin 3.*

The source of these statistics is the Department of Social Welfare.

The figures overleaf are presented in a manner which broadly accords with the target-groups which are the subject of some existing labour-integration and training programmes.

Programme

Client Target Grouping

- | | |
|--|--|
| • <i>FÁS Community Training Workshops</i> | <i>Under 21 years</i> |
| • <i>Community Employment</i>
• <i>DSW Back-To-Work Programme</i> | <i>Over 21 years and over 1 year unemployed</i> |
| • <i>Priority placements on Community Employment</i> | <i>Over 35 years old and over 3 years unemployed</i> |

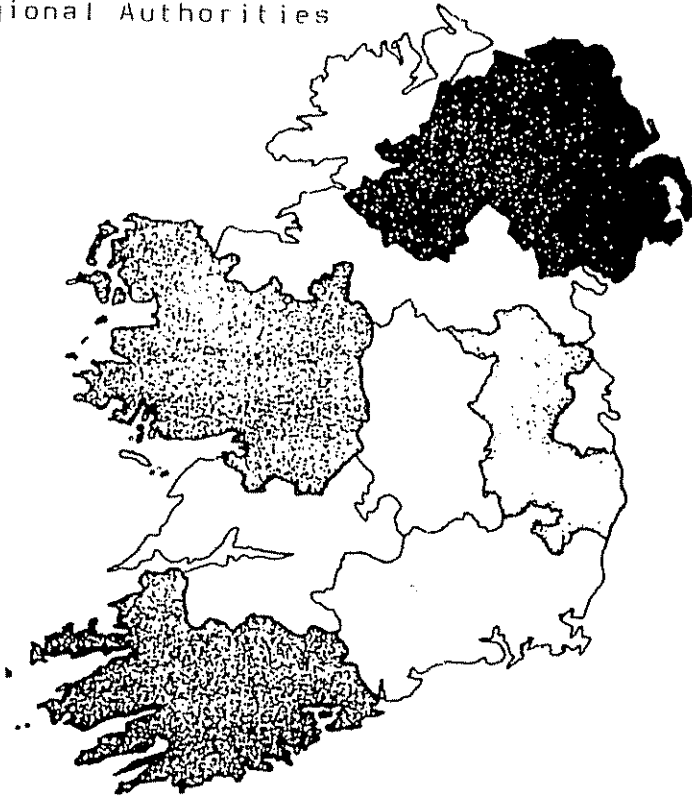
In addition to the numbers of people actually receiving unemployment payments, figures are also quoted in relation to the number of adult and child dependants involved. These statistics will help inform the Partnership's objective of tackling the issues of educational disadvantage and childcare provision.

Michael Rush • Alliance For Work Forum • April 2, 1996

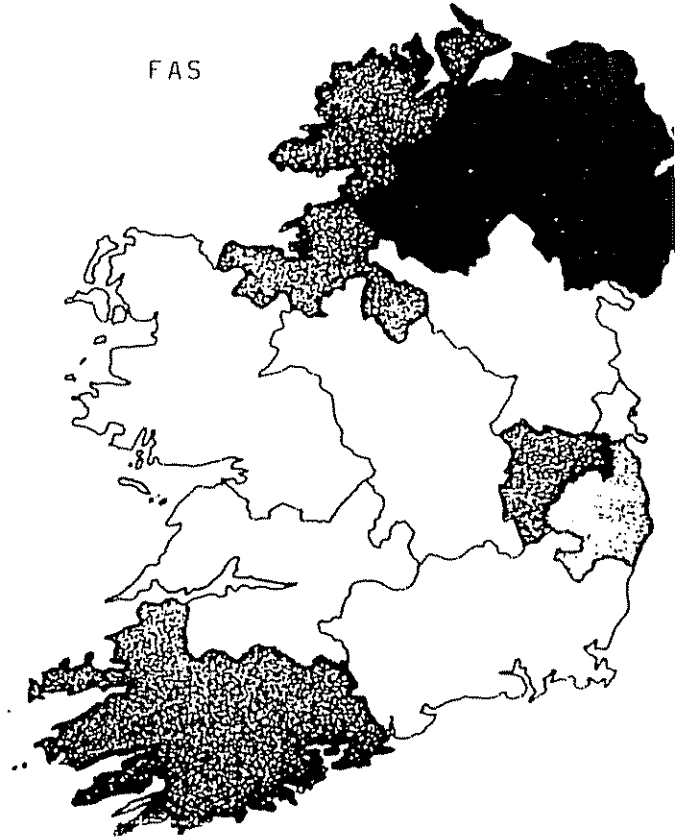
DUBLIN INNER CITY PARTNERSHIP AREA					
UNEMPLOYMENT PAYMENTS * - FEBRUARY 1996					
TOTAL NO. OF POST OFFICE PAYMENTS		D.I.C.P. AREA	% OF Total	N.STRAND P.O.	% OF Total
		11364	100	943	100
UA	MEN	7526	66.23	654	69.35
	WOMEN	2614	23	203	21.53
UB	MEN	655	5.76	45	4.77
	WOMEN	529	4.66	37	3.92
Child	Dependants	4412		534	
Adult	Dependants	1225		151	
Total	Welfare	17001		1628	
TOTAL NO UNEMPLOYED FOR OVER 1 YEAR		8318	73.2	760	80.59
TOTAL NO. AGED OVER 35 YEARS		3904	34.35	348	36.9
OVER 35 YEARS and OVER 3 YEARS UNEMPLOYED		2287	20.12	241	25.56
	MEN	2034	17.9	225	23.86
	WOMEN	253	2.23	16	1.7
Child	Dependants	2010		286	
TOTAL AGED UNDER 21		1313	11.55	125	13.26
	MEN	710	6.25	52	5.51
	WOMEN	603	5.31	73	7.74
UNDER 21 YEARS and OVER 1 YEAR UNEMPLOYED		621	5.46	63	6.68
TOTAL AGED OVER 21		10051	88.45	818	86.74
OVER 21 YEARS and OVER 1 YEAR UNEMPLOYED		7883	69.37	705	74.76
<p>* These figures represent the number of payments of Unemployment Assistance and Benefit Issued at Post Offices within the Dublin Inner City Partnership area as at the above date.</p> <p>Not included are a further 1,100 payments issued via the Household Budget Scheme, and 132 payments issued by cheque, to Inner City residents.</p> <p>Total no. of Payments for DICI area = 12,596</p>					

APPENDIX 7 REGIONAL BOUNDARIES

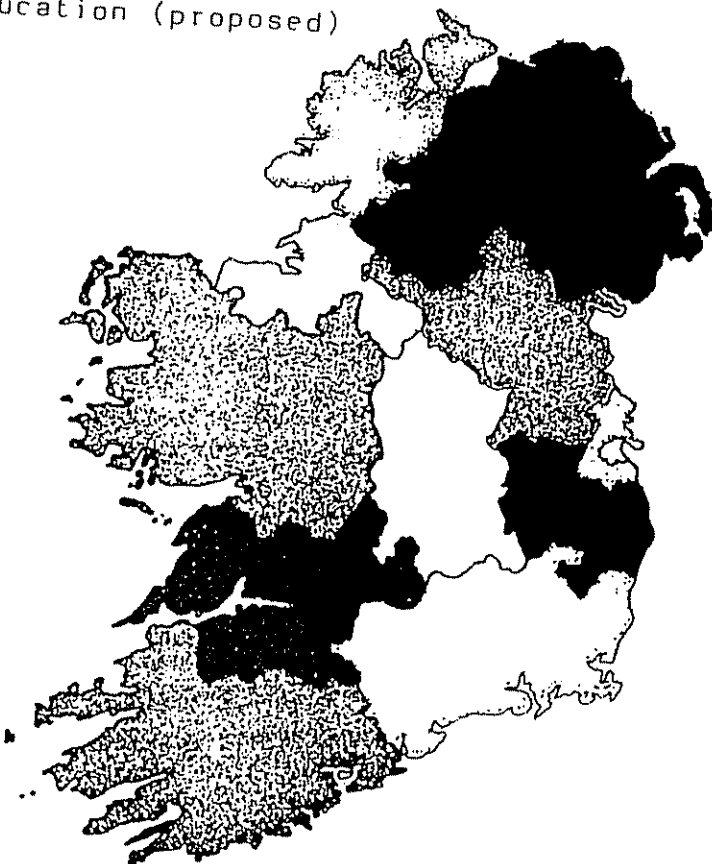
Regional Authorities



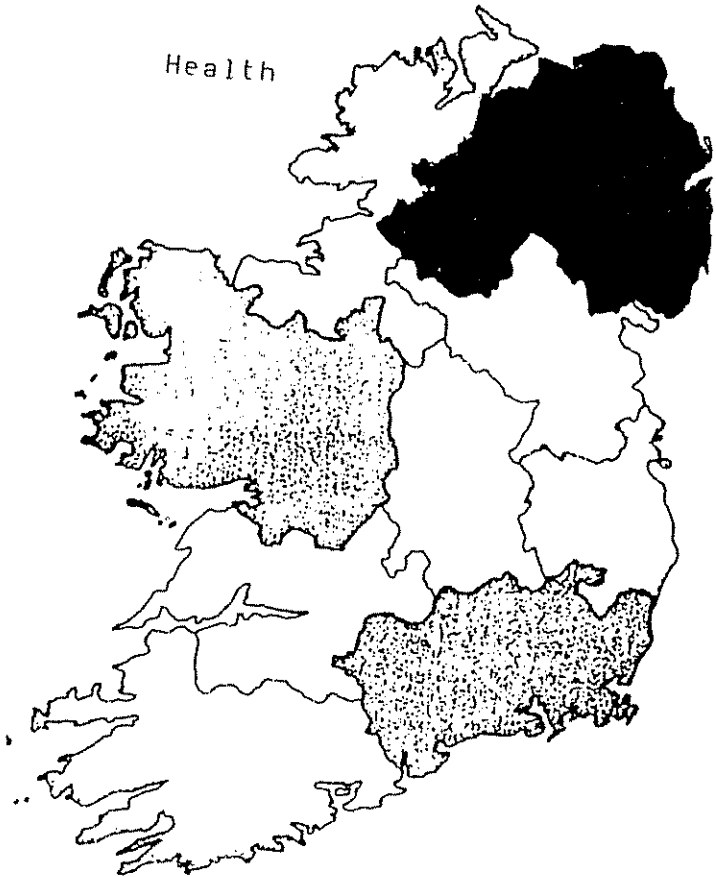
FAS



Education (proposed)



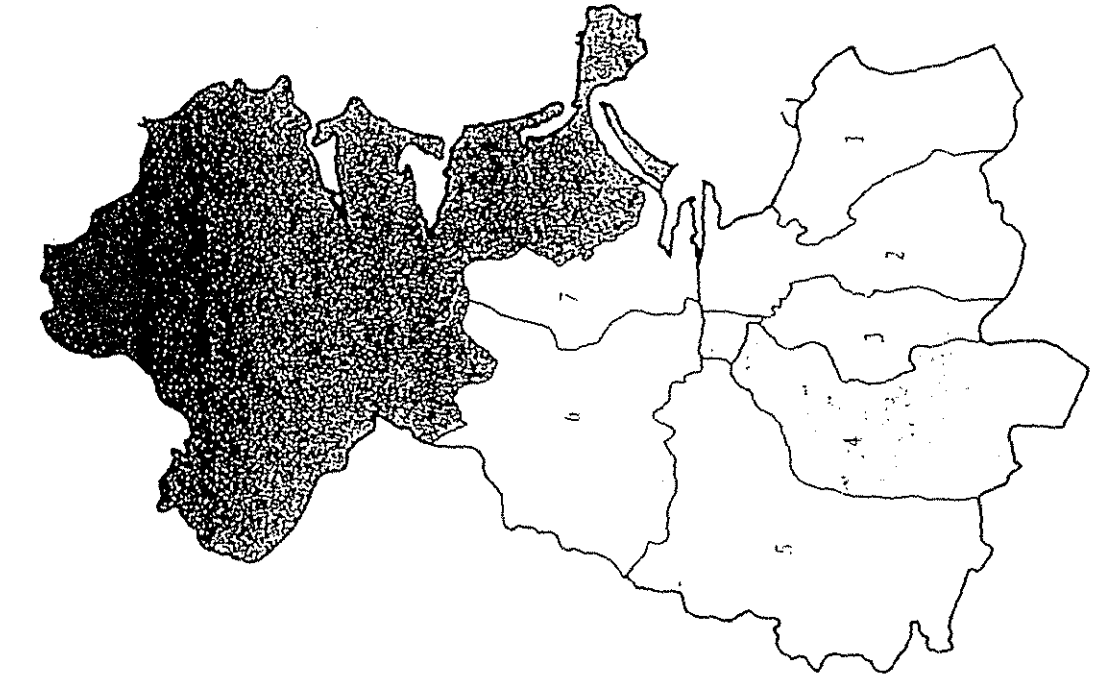
Health



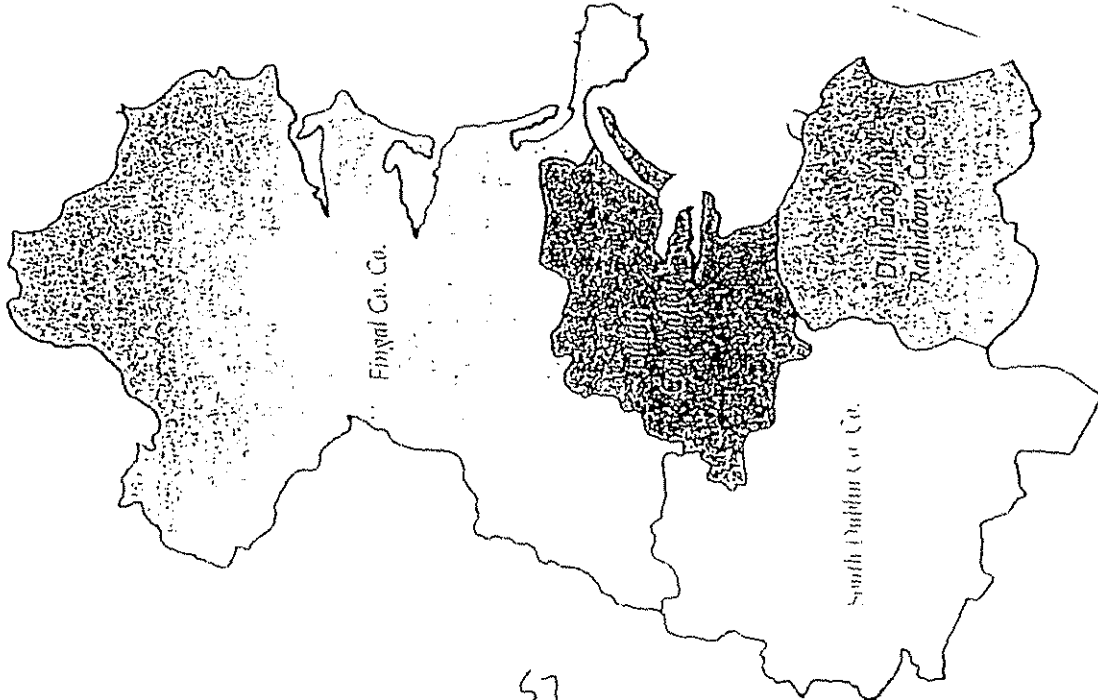
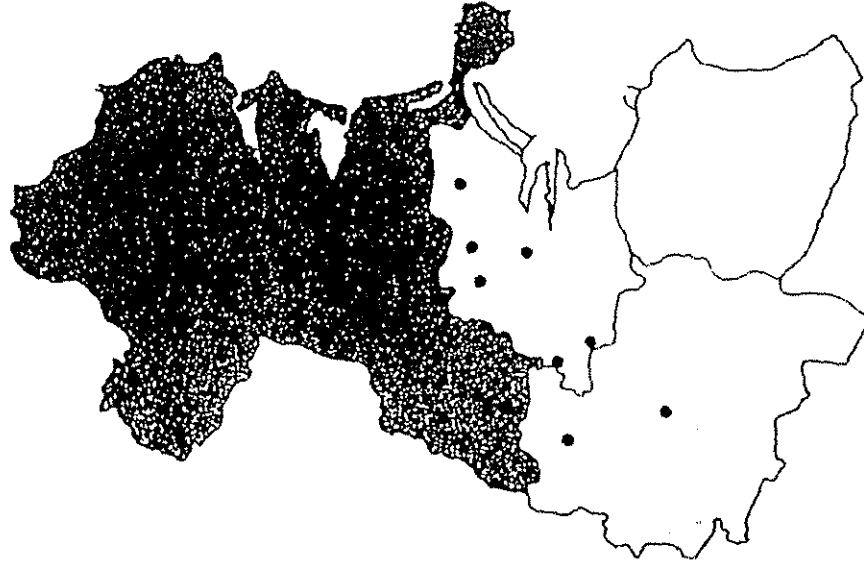
Source: Dublin Regional Authority (1995)

APPENDIX 8 COUNTY STRUCTURE

Community Care Areas



Partnership Companies in Dublin



Source: Dublin Regional Authority (1995)