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# **MEASURING POVERTY AND SOCIAL EXCLUSION IN NORTHERN IRELAND**

This paper looks at the progress that Northern Ireland Government Departments have made in tackling poverty through the New Targeting Social Need Policy. It concludes that the impact of this policy cannot be measured in the absence of clear indicators and targets. A poverty indicator matrix is proposed as a solution to the problem of measuring poverty and as a means of embracing the wider UK, ROI and European perspectives and also the main Section 75 groups most at risk of poverty.

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## **SUMMARY OF KEY POINTS**

Northern Ireland currently lags behind the rest of the United Kingdom in identifying and measuring objective need and sources of social disadvantage. While the Noble measures of deprivation offer a set of area-based indicators of deprivation in NI, a recent report on 'Poverty in Northern Ireland' commissioned by the Office of the First Minister and Deputy First Minister (OFMDFM) notes that there is no overall set of macro-level indicators of social disadvantage specifically for identifying the needs of groups and individuals.

The main vehicle for tackling poverty in Northern Ireland is the New Targeting Social Need policy. The present paper looks at the implementation of this policy within the context of the debate on measuring poverty. It takes the OFMDFM report indicators as a starting point along with those used or recommended by other key players in the area (Noble, Joseph Rowntree Foundation, Department of Social Security, Scottish Executive, Welsh Assembly, Irish National Anti-Poverty Strategy and the European Commission). It attempts to build on this work by integrating it into the wider UK, ROI and European perspectives and by taking a more systematic approach to the measurement of poverty among vulnerable and disadvantaged groups.

While the OFMDFM report offers a useful starting point for monitoring poverty in Northern Ireland, the poverty indicator matrix presented in this paper is recommended as a further contribution to the poverty measurement debate. It embraces the wider UK, ROI and European perspectives and perhaps more importantly the main Section 75 groups most at risk of poverty.

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## 1. Introduction

- 1.1 Northern Ireland currently lags behind the rest of the United Kingdom in identifying and measuring objective need and sources of social disadvantage. While the Noble<sup>1</sup> indices offer a set of area-based indicators of deprivation in NI, a recent report on 'Poverty in Northern Ireland'<sup>2</sup> commissioned by the Office of the First Minister and Deputy First Minister (OFMDFM) notes that there is no overall set of macro-level indicators of social disadvantage specifically for identifying the needs of groups and individuals.
- 1.2 This gap will be partly filled in 2002 when NI is scheduled to start participating in the Family Resources Survey (FRS). FRS is the principal source of data used in the Department of Social Security's annual Household Below Average Income (HBAI) reports. However, the OFMDFM commissioned report points out that the HBAI does not provide for an analysis of the multiple dimensions of poverty – either the correlates of poverty or their relationship to key policy areas. Furthermore, NI's future participation in the FRS will not provide a picture of poverty in NI today since FRS data will not be available until 2004.
- 1.3 The OFMDFM report recommends a mixed income-deprivation approach to measuring and understanding poverty in NI. In addition to a range of low-income indicators, the report proposes a set of 21 indicators under the six thematic headings (employment, health, education, geographical access, social environment and housing) used by Noble. The report also attempts to provide a profile of 'the poor' from available data and offers additional evidence to help define the main disadvantaged and vulnerable groups.<sup>3</sup>
- 1.4 The present paper looks at NI Government policy for tackling poverty within the wider UK, ROI and European context. It focuses primarily on the problem of measurement and takes the OFMDFM report indicators as a starting point together with those used or recommended by other key players in the area (Noble, Joseph Rowntree Foundation, Department of Social Security, Scottish Executive, Welsh Assembly, Irish National Anti-Poverty Strategy and the European Commission). It attempts to build on this existing work through synthesis and through a more systematic approach to the measurement of poverty among vulnerable and disadvantaged groups.<sup>4</sup>

## 2. The European Context

- 2.1 The standard conceptualisation of poverty among members of the European Union has tended to be in relative terms and expressed as a percentage of mean or median income. Associating poverty with low income brings with it a number of problems, a significant one being that income does not necessarily indicate

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<sup>1</sup> NISRA commissioned report 'Measures of Deprivation in Northern Ireland', Social Disadvantage Research Centre, University of Oxford, July 2001.

<sup>2</sup> OFMDFM commissioned report 'New TSN Research: Poverty in Northern Ireland', Tony Dignan & Eithne McLaughlin, May 2002.

<sup>3</sup> See also M. Howard et al *Poverty: the facts*, Child Poverty Action Group (2001) for various definitions and measures of poverty.

<sup>4</sup> Currently used or recommended poverty indicators appear to include Section 75 groups in a somewhat random manner i.e. they contain occasional references to ethnicity, gender and other vulnerable groups but no systematic measurement for such groups (except for children and older people).

deprivation. There is a question as to whether this problem of assuming a correlation between income and deprivation is exacerbated in cross-country comparisons, since the correlation appears to be stronger in poorer countries and weaker in richer countries.<sup>5</sup>

- 2.2 Fortunately, research theories and methodologies for understanding poverty are improving. Poverty-related data for Member States of the European Union are also improving. For example, the European Community Household Panel (ECHP), a set of data on a range of social and economic factors, has facilitated a dynamic study of social exclusion across Europe based on empirical data.

#### Social Inclusion Agenda

- 2.3 Europe's need to understand poverty or "social exclusion", as the problem is now commonly and more broadly cast<sup>6</sup>, increased in March 2000 with the adoption by the European Council of a ten-year strategic goal: to achieve sustained economic growth, more and better jobs and *greater social cohesion* by 2010.
- 2.4 In December 2000, the Council agreed on four common objectives for its social inclusion agenda: to facilitate participation in employment and access by all to resources, rights, goods and services; to prevent the risks of exclusion; to help the most vulnerable; and to mobilise relevant bodies (by which the Council means to involve key partners and vulnerable peoples in directing and implementing the agenda).

#### Indicators of Social Inclusion/Exclusion

- 2.5 Having set objectives, the Council needed a way to develop a clearer picture of social inclusion/exclusion and measure progress. In March 2001, the Council agreed to adopt a set of common indicators. A set of 10 primary indicators covering broad fields and a set of 8 secondary indicators describing various dimensions in more detail has since been proposed by the Employment and Social Affairs Council.<sup>7</sup> The proposal encourages Member States to develop a third level of indicators that would address their specific circumstances. Third level indicators would not be harmonised.
- 2.6 The common indicators are based on a set of methodological principles agreed by Member States. Two of these are that the indicators should present a balanced picture of Europe's social concerns and that they should address the multidimensional nature of social exclusion.
- 2.7 A third principle is that the indicators should address social outcomes rather than the manner in which outcomes are achieved. This means that Member States are free to pursue varying approaches to fighting social exclusion and poverty and are free to develop solutions and priorities that reflect their individual

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<sup>5</sup> Christopher T. Whelan et al., 'Persistent Income Poverty and Deprivation in the European Union: An Analysis of the First Three Waves of the European Community Household Panel'

<sup>6</sup> The distinction between poverty and social exclusion is clarified in a paper by the Scottish Poverty Information Unit (<http://spiu.gcal.ac.uk/socexcl.html>); the DSS consultation document *Opportunity for All* (1999) also contains useful definitions of these terms (<http://www.dss.gov.uk/publications/dss/1999/poverty/main/main.htm>).

<sup>7</sup> EU Social Protection Committee 'Report on Indicators in the field of poverty and social exclusion', October 2001.

circumstances.

- 2.8 Other principles are that the indicators should be timely, able to be revised, and comparable across Member States.<sup>8</sup>

#### National Action Plans and Summary Reporting

- 2.9 Pursuant to their commitment, Member States adopted two-year 'National Action Plans' (NAPs) against poverty and social exclusion. Subsequently, the European Commission submitted a draft summary report to the European Council in October 2001.<sup>9</sup> The draft report is based on the four policy objectives of the social inclusion agenda and includes a summary and evaluation of each NAP. Eventually, the summary report will identify good practices and innovative approaches.
- 2.10 Based on its review of the individual NAPs, the summary report identifies unemployment as the most frequently mentioned factor in increasing people's risk of poverty and social exclusion. Other important factors are low income, low quality employment, homelessness, weak health, immigration, low qualifications, early school leaving, gender inequality, discrimination, racism, disability, old age, family break-ups, drug abuse, alcoholism and living in areas of multiple disadvantage.
- 2.11 The NAPs will be supported from 2002 by a five-year Community action programme on social inclusion.

#### Implications for Indicators for Northern Ireland

- 2.12 The approach for understanding poverty proposed in the OFMDFM report shares with the approach being adopted by the European Council a desire to move beyond a concept of poverty that is based solely on measures of relative income. Each includes indicators related to the broader socio-economic circumstances that potentially contribute to poverty, such as low education, unemployment and poor health.
- 2.13 Both approaches include numerous indicators of income levels and income distribution as well as indicators of the persistence of low income over time. Thus, both incorporate income in a broader conceptual framework. Low income in the European framework is defined as total household income less than 60% of national median income.
- 2.14 The European approach assumes a strong correlation between unemployment and social exclusion. It assumes that, if unemployed, individuals and members of their households are less able to remedy other potential contributors to social exclusion, such as poor health and low education. Consequently, employment and unemployment features prominently in the European list of indicators (reflecting the association of the social inclusion agenda with the agenda for economic growth and good jobs).
- 2.15 In Northern Ireland the New Targeting Social Need policy (discussed below) also emphasises the problems of unemployment and employability and shares

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<sup>8</sup> For a full list of principles see 'Report on Indicators in the field of poverty and social exclusion,' Social Protection Committee, October 2001.

<sup>9</sup> European Commission, 'Draft Joint Report on Social Inclusion,' October 2001.

the European assumption that there is a close correlation between employment and other forms of social disadvantage. The conceptual framework and attendant indicators proposed in the OFMDFM report reflect this assumption.

- 2.16 A difference is that the European indicators are often broken down by age (varying bands) and gender. In fact, gender equality is singled out as a particular objective of the European inclusion agenda. A Northern Ireland set of indicators would need to incorporate similar breakdowns by age and gender to enable comparisons.
- 2.17 There is also a difference in the two approaches to identifying indicators. The Social Protection Committee specifically recommends that excluded people be involved in the development of indicators and acknowledges its need to work harder at this in the future. This recommendation reflects a trend in understanding poverty whereby those who are poor help define why they are so. The benefits of this approach are acknowledged in the OFMDFM report but the recommendation is not specifically made.

### 3. Tackling Poverty in the UK

#### OPPORTUNITY FOR ALL

- 3.1 The Department of Social Security (DSS) published its first annual report on tackling poverty and social exclusion in September 1999. *Opportunity for all: tackling poverty and social exclusion*<sup>10</sup> is committed to year on year progress in meeting four key objectives:
- Eradicating child poverty in 20 years and halving it in 10<sup>11</sup>.
  - Helping all adults into work when they can and providing greater help when they cannot.
  - Making sure pensioners can live secure, active and fulfilling lives.
  - Building thriving communities where all can enjoy a decent quality of life.
- 3.2 Progress in meeting these objectives is measured using a set of 32 indicators of poverty and social exclusion. These indicators are grouped under the headings: children and young people; people of working age; and older people.
- 3.3 The Joseph Rowntree Foundation independently monitors poverty in Great Britain using a set of 50 indicators under the headings: income; children; young

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<sup>10</sup> Department of Social Security, Cm 4445, September 1999 (web link in Note 6 above) - See House of Commons Library Research paper 00/71, August 2000 for a summary and regional analysis.

<sup>11</sup> Child poverty targets include reductions in the numbers of children in workless households and the numbers living in households with an income of less than 60% of the median; child education targets have also been set and health targets will follow - see DSS Report *Opportunity for All - One Year On: Making a Difference*, Second Annual Report 2000, Cm 4865 ([http://www.dss.gov.uk/publications/dss/2000/poverty\\_report/main/index.htm](http://www.dss.gov.uk/publications/dss/2000/poverty_report/main/index.htm)).

adults; adults; older people; and communities.<sup>12</sup> Similar approaches to monitoring progress in tackling poverty and social exclusion are employed in Scotland and Wales.<sup>13</sup>

#### UK National Action Plan

- 3.4 The *United Kingdom National Action Plan on Social Inclusion 2001-2003* is the UK's current contribution to the European Council's social inclusion agenda (described above). Indicators in the UK NAP are grouped according to the first three of the four objectives agreed by the European Council. Under each of the three, indicators are organised according to the objectives of *Opportunity for All*.
- 3.5 Indicators relating to areas of responsibility reserved by the UK Government, such as low income and employment, apply across the whole of the UK. Others are restricted to certain geographical areas. The NAP notes that in some cases, such as health and education, responsibility for the policies that influence the indicators rests with the devolved administrations of Scotland, Wales and Northern Ireland. Consequently, the NAP notes that the success of its inclusion strategy will partly depend on the contributions of these others.
- 3.6 References to Northern Ireland address inclusion-related statements in Programme for Government, the New Targeting Social Need initiative and the related attempt to develop indicators, Section 75 of the *Northern Ireland Act 1998*, and the Executive Programme Funds.

#### **4. The Irish National Anti-Poverty Strategy**

- 4.1 The Irish National Anti-Poverty Strategy (NAPS) was published in 1997 as a major policy initiative to place the needs of the poor and socially excluded at the top of the national agenda in terms of Government policy development and action.<sup>14</sup> In developing the National Anti-Poverty Strategy, the following definition of poverty has been adopted:

*People are living in poverty, if their income and resources (material, cultural and social) are so inadequate as to preclude them from having a standard of living which is regarded as acceptable by Irish society generally. As a result of inadequate income and resources people may be excluded and marginalised from participating in activities which are considered the norm for other people in society.<sup>15</sup>*

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<sup>12</sup> Joseph Roundtree Foundation Report 'Monitoring Poverty and Social Exclusion 2001', M. Rahman, G. Palmer & P. Kenway, December 2001.

<sup>13</sup> Scottish Executive Report 'Social Justice - A Scotland where everyone matters', November 1999; Welsh Assembly Statistical Directorate Report 'Mapping Social Exclusion in Wales', March 2000.

<sup>14</sup> Combat Poverty Agency website <http://www.cpa.ie/>

<sup>15</sup> Irish National Anti-Poverty Strategy 'Building an Inclusive Society', February 2002.



4.2 The top priority of the NAPS is to reduce the proportion of the population identified as consistently poor<sup>16</sup> to under 5 per cent by the year 2004.

4.3 The overall targets of the NAPS reflect the following principles:

- Ensuring access and participation for all
- Guaranteeing the rights of minorities especially through anti-discrimination measures
- The reduction of inequalities and, in particular, addressing the gender dimensions of poverty
- The development of the partnership approach building on national and local partnership processes
- Actively involving the community and voluntary sector
- Encouraging self-reliance through respecting individual dignity and promoting empowerment and
- Engaging in appropriate consultative processes, especially with users of services.

4.5 A number of key targets for reducing poverty have been set in relation to the following:

- Consistent poverty (combination of low income and deprivation)
- Income inadequacy
- Employment and unemployment
- Education
- Health
- Housing and accommodation
- Children and young people
- Women
- Older people
- Travellers
- People with disabilities
- Urban poverty
- Rural disadvantage

4.6 A National Office for Social Inclusion has been established to develop a more effective policy proofing process and to ensure its appropriate implementation in all Government Departments. It will also develop a Data Strategy and administer a separately budgeted Research Programme to inform policy and to help monitor progress in relation to the key themes identified in the NAPS.

4.7 Effective monitoring and evaluation is regarded as a key element of the Strategy, and it is emphasised that systems put in place should be compatible with the monitoring and evaluation requirements of the EU National Action Plans.<sup>17</sup>

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<sup>16</sup> Consistent poverty is defined as being below 50%-60% of average disposable income and experiencing enforced basic deprivation (i.e. the presence of at least one of eight indicators, e.g. two pairs of strong shoes; having recourse to debt to meet ordinary living expenses, etc.).

<sup>17</sup> Irish National Anti-Poverty Strategy 'Building an Inclusive Society', February 2002.

## 5. Tackling Poverty in Northern Ireland

5.1 The level of poverty in Northern Ireland is higher than in any other UK region.

- Of the 12 main UK economic regions, Northern Ireland has the lowest rate of economic activity and the second highest level of unemployment (unemployment is only higher in the North-East of England).<sup>18</sup>
- Northern Ireland has the highest level of income support claimants.<sup>19</sup>
- Average weekly earnings for full-time employees are lower in Northern Ireland than in any of the other 11 regions.<sup>20</sup>
- The average gross weekly household income in Northern Ireland is only 78% of the overall UK average.<sup>21</sup>

5.2 The main vehicle for tackling poverty in Northern Ireland is the New Targeting Social Need policy, which was introduced in 1998.<sup>22</sup> New TSN aims to tackle social need and social exclusion by targeting efforts and available resources within existing Departmental programmes towards people, groups and areas in greatest social need. It aims to contribute to the reduction of inequalities among different sections of society. For example, evidence shows that, compared with Protestants, Catholics in Northern Ireland are over-represented among the unemployed and that, consequently, they fare less well than Protestants on some other socio-economic indicators such as income.<sup>23</sup>

5.3 New TSN attempts to address the problems of people who are objectively shown to be in greatest social need in order to contribute to the erosion of these inequalities. It comprises three complementary elements:

- it has a particular focus on tackling the problems of unemployment and increasing employability;
- it aims to tackle inequalities in areas such as health, housing and education, and the problems of disadvantaged areas;
- it includes Promoting Social Inclusion (PSI), through which Departments work together and with partners outside Government -
  - a) to identify and tackle factors which can contribute to social exclusion;
  - b) to undertake positive initiatives to improve and enhance the life and circumstances of the most deprived and marginalised people in our community.

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<sup>18</sup> DTI Regional Competitiveness Indicators, September 2001.

<sup>19</sup> DTI Regional Competitiveness Indicators, September 2001.

<sup>20</sup> National Statistics factsheet 'United Kingdom in Figures 2002' ([www.statistics.gov.uk](http://www.statistics.gov.uk)).

<sup>21</sup> Regional Trends 36, 2001 Edition ([www.statistics.gov.uk](http://www.statistics.gov.uk)).

<sup>22</sup> See 'Vision into Practice: The First New TSN Annual Report 1999', November 1999 (<http://www.ofmdfnni.gov.uk/equality/visionintopractice/index1.htm>). New TSN is a continuation of the original TSN policy which was introduced in 1991.

<sup>23</sup> 'Making it Work: The Second New TSN Annual Report', December 2000 (<http://www.newtsni.gov.uk/makingitwork>)

- 5.4 New TSN is a policy running through all relevant existing spending programmes, across all Northern Ireland Departments, including some Next Steps Agencies, Non-Departmental Public Bodies (NDPBs) and North-South Implementation Bodies. It means Departments changing the way they target existing resources to benefit those who are most disadvantaged. Programmes and services should also be organised and delivered in ways that are more helpful to disadvantaged people.<sup>24</sup>
- 5.5 In addition, Section 75 of the *Northern Ireland Act 1998* requires Government Departments and other public authorities to have due regard to the need to promote equality of opportunity:
- between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
  - between men and women generally;
  - between persons with a disability and persons without;
  - between persons with dependants and persons without.
- 5.6 New TSN and the statutory obligation under section 75 are intended to be complementary. There are socio-economic inequalities within some section 75 categories, for example between women and men, Catholics and Protestants, or people with and without disabilities. When objective criteria are applied to identify disadvantage, higher than average proportions of certain groups (eg women, Catholics and people with disabilities) are found among those in greatest social need.<sup>25</sup>
- 5.7 The latest information on the implementation of New TSN is contained in the *New TSN Annual Report 2001*<sup>26</sup> and in Departments' updated New TSN Action Plans<sup>27</sup>. Progress is reported in the Annual Report under the following headings:
- i) [Redirecting Resources](#)
  - ii) [Tackling Unemployment and Increasing Employability](#)
  - iii) [Tackling Social Need in other Policy Areas](#)
  - iv) [Promoting Social Inclusion](#)
  - v) [Improving the Information Base](#)

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<sup>24</sup> The New TSN policy has been heavily criticised for not having a separate budget and for inadequacies in targeting poverty in a recent report by the Northern Ireland Council for Voluntary Action '*Re-New TSN: Now Let's Target Social Need*', June 2002. The Need for a more strategic approach to tackling poverty is also emphasised in the Civic Forum's report '*A Regional Strategy for Social Inclusion*', May 2002

<sup>25</sup> 'Making it Work: The Second New TSN Annual Report', December 2000  
( <http://www.newtsnni.gov.uk/makingitwork> ).

<sup>26</sup> New TSN Annual Report 2001 (<http://www.newtsnni.gov.uk/report/index.htm>). This report gives information on progress to March 2001 on New TSN actions across the Devolved Administration. The next New TSN Annual Report planned publication date is September 2002.

<sup>27</sup> Each Department now publishes its own New TSN Action Plan which includes a report on progress against previously published objectives.

## Redirecting Resources

- 5.8 Departments employ different methods and formulae for redirecting money to benefit those in greatest social need. These are generally based on population levels, with adjustments or weightings applied to take account of factors such as deprivation. Financial support for District Councils, for example, provided by OFMDFM (Community Relations Programme) and DOE (General Exchequer Grant), is being reviewed with the intention of using formulae that incorporate the Noble<sup>28</sup> measures of deprivation.
- 5.9 Other methods of redirecting resources include the Department of Education's 'top slicing' approach (5% of the schools budget is set aside for allocation through the Targeting Social Need factor in the Local Management of Schools formulae) and DETI's target for minimum New TSN expenditure (at least 50% of total resources) in favour of businesses and individuals in disadvantaged areas.
- 5.10 A recent research report *Public Expenditure and New Targeting Social Need*<sup>29</sup> commissioned by OFMDFM noted the wide variety of approaches to skewing resources. The study found a total of 19 distinct skewing actions across five Departments (DARD, DCAL, DE, DETI and DHSSPS - See Annex A). The other Departments had New TSN planned actions that were the subject of consultation, research or further development.
- 5.11 The majority (12 out of 19) of these skewing actions have a geographical basis (all actions by DETI, DCAL and DHSSPS). The Department of Education targets individual schools, while DARD actions are based on income, scale and sector (apart from Processing and Marketing which is based on geography).
- 5.12 Where the Robson<sup>30</sup> measures of deprivation are still incorporated into funding formulae and geographical targeting (e.g. DETI, DOE funding for District Councils), work is currently underway to update these mechanisms using the Noble measures of deprivation.<sup>31</sup>
- 5.13 The OFMDFM commissioned report on public expenditure concluded that New TSN has been enthusiastically adopted by Departments and that the thrust of public expenditure is supportive of TSN objectives with a large proportion of

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<sup>28</sup> NISRA commissioned report '[Measures of Deprivation in Northern Ireland](#)', Social Disadvantage Research Centre, University of Oxford, July 2001.

<sup>29</sup> OFMDFM commissioned report '[Public Expenditure and New Targeting Social Need](#)', Economic, Planning and Environmental Consultants, January 2002.

<sup>30</sup> Robson, B., Bradford, M. & Deas, I. *Relative Deprivation in Northern Ireland*. Centre for Urban Policy Studies, Manchester University. September 1994 (Policy Planning and Research Unit Occasional Paper No.28).

<sup>31</sup> Despite the improvement over Robson, there are a number of problems with Noble worth noting here - Firstly, Noble is based on 1999 data (which is now well out of date for an area where unemployment, for example, has been increasing in recent years). Secondly, there may be a time lag between unemployment and other forms of deprivation (such as health or education). The use of a multiple deprivation measure would then have the effect of concealing to some extent the problems in an area with recent large-scale job losses (i.e. the health and education deprivation scores may not increase until some time after the cause of the problem has arisen). Thirdly, both Robson and Noble measures are relative and therefore convey no information on basic deprivation (such as lack of adequate footwear, incurred debts, and other indicators used to measure poverty in the Republic of Ireland).

this expenditure (£2.3 billion or two-fifths of total expenditure) exhibiting a strong relevance for New TSN policy.<sup>32</sup>

#### Tackling Unemployment and Increasing Employability

- 5.14 This aspect of New TSN primarily involves DETI, in helping to increase the number of jobs available in disadvantaged areas, and DEL and DE in helping disadvantaged people to increase their knowledge, skills and confidence.
- 5.15 Progress in this area is reported largely in terms of the establishment or implementation of new programmes or other initiatives by DEL and DE. The nearest to reported outcomes in the Annual Report is the mention of 2,715 new jobs promised in 2000/01 by inward investors in New TSN areas.

#### Tackling Social Need in Other Policy Areas

- 5.16 In addition to their low achievement levels in education, disadvantaged people are more likely to have poor health; live in poor housing or in areas with high crime rates; and are less likely to be able to access the services for which their need is greatest. DHSSPS, DRD and DSD are therefore involved in addressing New TSN issues relating to health inequality, housing, the role of the voluntary sector and regional development.
- 5.17 Once again, the New TSN Annual Report reports progress in terms of the establishment or implementation of new programmes or initiatives by lead Departments.

#### Promoting Social Inclusion

- 5.18 Working Groups, which include representatives from the community and voluntary sector, have been established to take work forward in four priority areas:
- i. Travellers
  - ii. Teenage pregnancy
  - iii. Ethnic minorities
  - iv. Accessibility of Government information for excluded groups
- 5.19 To assist with the setting of future priorities, a consultation document<sup>33</sup> was published by OFMDFM inviting people to tell them by the end of August 2001:
- What the factors are that contribute to social exclusion and which should be tackled as part of Promoting Social Inclusion – and why
  - Which groups they think are the most deprived and marginalised – and why
  - Their views on the general terms of reference

<sup>32</sup> See NICVA 'Re-New TSN: Now Let's Target Social Need' report for criticism of this point.

<sup>33</sup> OFMDFM '[Promoting Social Inclusion - Consultation Document](#)', May 2001.

5.20 The results of this consultation have not yet been made public. However, the OFMDFM commissioned report on poverty has already identified the following groups to be most at risk<sup>34</sup>:

- i. The unemployed
- ii. Workless households
- iii. Part-time workers
- iv. Unskilled or semi-skilled manual workers
- v. People receiving benefits
- vi. Children and young people
- vii. Older people
- viii. Women
- ix. Households with 3+ dependent children
- x. Catholics
- xi. People with a long-standing illness or disability
- xii. Lone parents
- xiii. People living in the West of Northern Ireland
- xiv. People living in public rented accommodation

#### Improving the Information Base

5.21 An Inter-Departmental New TSN Statistical Group, chaired by the Northern Ireland Statistics and Research Agency (NISRA), has been established to assist in the development of monitoring and evaluation systems. The Noble measures of deprivation, commissioned by NISRA, were developed to inform Departmental policies and resource allocation in connection with New TSN. A programme of research to help inform New TSN policies and programmes is at the same time being led by OFMDFM.

5.22 Individual Department progress reports are included as [Annexes](#) to the latest TSN Annual Report and are also included in Departments' own New TSN Action Plans. Each Department has reported its progress in relation to key objectives/targets, cross-Departmental activity, information collection and the incorporation of New TSN into the Department's culture.

5.23 Unfortunately, Departments' objectives (as published in their latest Action Plans - see Annex B for a list of objectives by Department) tend to focus almost exclusively on processes rather than outcomes, thereby making it impossible to evaluate their progress in terms of impact on the ground. Targets most often involve a date by which a particular action will be implemented or by which some working group or programme will be established. Indeed, some Departments (e.g. DCAL) have included among their targets the development of measures to assess the impact of their actions.

5.24 Despite considerable progress on skewing resources and TSN related initiatives, there appears to be little or no information available at present on the impact that Departments are making in terms of reducing poverty and social exclusion (which is what New TSN is designed to achieve). Departmental TSN Action Plans appear to contain more reference to processes (e.g. establishing working groups, developing indicators) than to outputs or desired outcomes. It is therefore impossible to make any statement on the success or otherwise of New

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<sup>34</sup> See Section 5 and Appendix E of OFMDFM commissioned report 'New TSN Research: Poverty in Northern Ireland'.

TSN policy at this moment in time, and it is difficult to see how any such statement could be made in the future in the absence of clear poverty impact targets and appropriate monitoring systems.<sup>35</sup>

5.25 That said, an evaluation of the implementation and relevant impact of New TSN is due to take place between June 2002 and December 2002.<sup>36</sup> The impact evaluation will look for evidence of reduction in gaps, particularly in areas of employment, education and health, between the most disadvantaged people (and areas) and the rest of Northern Ireland. It will also assess the redirection of efforts and resources towards individuals and areas in greatest social need by looking at the impact of New TSN policy on Departmental spending plans and priorities.

5.26 OFMDFM have recommended a selection of indicators, taken partly from Noble and partly from other sources, for impact evaluation purposes. Unfortunately, no rationale is given for the selection of indicators or for the proposed statistical analyses (which include the use of Gini coefficients applied to measures of deprivation, but not to income as recommended by the EC Social Protection Committee). Nor do they appear to take account of wider UK and EU comparisons (using GCSE performance, for example, as an education indicator and using different age groupings from those recommended by the DSS).

## **6. The Poverty Indicator Matrix**

6.1 Within this context, a broader framework for measuring poverty is proposed through integration of the various lists of poverty indicators currently recommended or in use by key players. The resultant poverty indicator matrix is a synthesis produced by means of the following four-stage approach:

### Stage 1

6.2 All indicators used/recommended by the eight main reports/bodies (Noble, Joseph Rowntree Foundation, Department of Social Security, Scottish Executive, Welsh Assembly, Irish National Anti-Poverty Strategy and the European Commission) were listed broadly under the thematic areas employed in the OFMDFM Report.

6.3 Even with some collapsing of indicators (e.g. combining different geographical access indicators into a single indicator entitled 'geographical access to selected services'), this yielded a total of 160 indicators under the seven headings of income & spending, employment & unemployment, health & social well-being, education & training, access, social environment and housing/accommodation (see Annex C).

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<sup>35</sup> Some work on this has at least been initiated in the recent OFMDFM commissioned research report '[Poverty in Northern Ireland](#)' (May 2002), but it is clear that we have a long way to go to catch up with the rest of the UK or the ROI in identifying and measuring objective need and sources of social disadvantage.

<sup>36</sup> See 'Interim Evaluation of New TSN: A Methodology Document for Consultation', OFMDFM.



## Stage 2

- 6.4 The list of 160 indicators was condensed into a smaller list of 68 indicators by removing the method of measurement (e.g. length of time, types of benefit, specific illnesses) and disadvantaged/vulnerable groups from the classification. The total number of inclusions (out of the possible total of eight) for each of these indicators was noted (Annex D).

## Stage 3

- 6.5 The list was further reduced to a total of 25 indicators by removing those with less than 3 inclusions.
- 6.6 A total of eight disadvantaged/vulnerable groups were identified from the profiles in the OFMDFM Report - children and young people, older people, women, households with three or more dependent children, Catholics, disabled, lone parents, and people living in particular areas (groups i to v were not included as these relate to employment status, skill levels and income levels - all of which are policy target areas included in the indicators themselves).
- 6.7 One other relevant Section 75 group<sup>37</sup> - Ethnic minorities - were not included in the OFMDFM profiles as sufficient data is not available in Northern Ireland for this groups. As there is sufficient evidence outside Northern Ireland to link ethnic minorities with poverty<sup>38</sup>, this group was added to the 2<sup>nd</sup> dimension of the poverty indicator matrix (Annex E).

## Stage 4

- 6.8 Having removed the method of measurement from consideration earlier to reduce the number of indicators, it was necessary to return to this important issue for each of the 25 indicators. Consideration was given to the measures already in use or recommended and to the purpose which the measures are designed to serve (i.e. to monitor progress in tackling poverty and social exclusion).
- 6.9 The need to compare data at EU and UK level was also a major consideration in selecting the final recommended list of measures and preference was given firstly to EU and secondly to DSS measures for this reason (see Annex F).

## **7. Conclusion**

- 7.1 While the OFMDFM report offers a useful starting point for monitoring poverty in Northern Ireland, the poverty indicator matrix presented in this paper is recommended as a further contribution to the debate on the measurement of

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<sup>37</sup> From the groups identified in Section 75 of the Northern Ireland Act for equality impact assessment purposes.

<sup>38</sup> See for example Lothian Anti-Poverty Alliance on black and ethnic minority poverty - <http://www.lapa.org.uk/Poverty/Factsheets/Black%20and%20Minority%20Ethnic/minority%20ethnic.htm>.



poverty. It embraces the wider UK, ROI and European perspectives and perhaps more importantly the main Section 75 groups most at risk of poverty.

- 7.2 The recommended measures in Annex F are based primarily on the principles of utility, commonality and comparability i.e. they are useful indicators for monitoring Government Departments' progress in tackling poverty; they are commonly used or recommended elsewhere; and they enable UK and EU comparisons. They will, however, require further work and discussion, particularly as they may in some cases give rise to problems relating to data availability.<sup>39</sup>
- 7.3 While data availability is an important consideration taken into account by the OFMDFM report, the view taken here is that where key indicators of poverty are available at EU or UK level, the necessary work should be undertaken to make them available at the NI level.
- 7.4 Until clear poverty impact targets and monitoring systems have been established it is impossible to say anything about the success or otherwise of current Government policy in this area.<sup>40</sup>

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<sup>39</sup> For general principles of indicator construction, see T. Atkinson et al '*Social Indicators: The EU and Social Inclusion*', Oxford University Press, 2002 (pp.21-23). It is assumed that these principles have already been applied to those indicators used or recommended by the key players. This paper attempts to apply a further set of principles for the purpose of synthesis.

<sup>40</sup> The recent NICVA report '*Re-New TSN: Now Let's Target Social Need*' goes further in concluding that 'it is impossible to identify any group that has benefited or any area in which inequalities have diminished'.

### NI GOVERNMENT PROGRAMMES WITH NEW TSN SKEWING ACTIONS

A recent research report *Public Expenditure and New Targeting Social Need*<sup>1</sup> commissioned by OFMDFM noted the wide variety of approaches to skewing resources and found a total of 19 distinct skewing actions across five Departments (DARD, DCAL, DE, DETI and DHSSPS). The other Departments had New TSN planned actions that were the subject of consultation, research or further development. The 19 programmes identified were:

- **DARD**
  - Allocation of milk quota
  - Hill livestock replacement scheme
  - Processing and Marketing
  - Fisheries
  - Research
  
- **DCAL**
  - Libraries
  - Inland Fisheries
  - Inland Waterways
  
- **DE**
  - School Support/Improvement Programme
  - Exceptional provisions to schools
  - Community Relations
  
- **DETI**
  - Company Development Programme
  - Inward Investment
  - Industrial Land
  - Business Support
  - Community Leadership
  - Research & Development
  - Tourism
  
- **DHSSPS**
  - Childcare provision

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<sup>1</sup> OFMDFM commissioned report '[Public Expenditure and New Targeting Social Need](#)', Economic, Planning and Environmental Consultants, January 2002.

**New TSN Objectives: 2001 - 2003**

**OFMDFM**

1. Embed New TSN in plans and culture of Department.
2. Promote New TSN and advise Departments, relevant Agencies and NDPBs on its implementation and challenge current arrangements where necessary.
3. Identify and disseminate good practice in relation to all aspects of New TSN.
4. Promote New TSN externally.
5. Review and report on progress in implementing New TSN.
6. Co-ordinate and administer Promoting Social Inclusion (PSI).
7. Chair and service PSI Working Groups where there is no identifiable lead Department.
8. Provide a central point for liaison with those in UK Departments, and in Scotland, Wales and other jurisdictions, who are engaged in similar initiatives.
9. Provide NI Departments and the NIO with appropriate New TSN relevant research and statistical input.
10. Provide a structured approach to research on New TSN and to the evaluation of New TSN.
11. Commission research on New TSN.
12. Disseminate research findings and statistical information relevant to New TSN.
13. Incorporation of New TSN in the inter-departmental Community Relations Strategy.
14. Develop a New TSN weighting in the District Council Community Relations Programme funding formula (using Noble indicators).
15. Advise and support the Community Relations Council with regard to implementing New TSN in its funding of projects.
16. Ensure New TSN and the Statutory Duty on Equality of Opportunity under Section 75 of the Northern Ireland Act 1998 are complementary.
17. Enable Equality Commission to produce and implement a New TSN Action Plan.
18. Monitor progress made by Equality Commission towards increasing awareness amongst the target constituencies.
19. Build New TSN into the work of the Gender Policy Unit.
20. Further embed New TSN in cross-Departmental policies.
21. Develop and establish government policy and strategy on race, including Ethnic Minorities and Travellers.
22. Establish and provide targeted support for Minority Ethnic groups and projects.
23. Incorporation of New TSN in the inter-Departmental Strategy for victims.
24. Delivery of a Peace II measure for victims.
25. Delivery of capacity building for victims groups.
26. Incorporation of New TSN in the inter-Departmental Children's Strategy.
27. Develop a comprehensive Northern Ireland Public Sector strategy for bridging the 'Digital Divide'.

**DARD**

1. Improve understanding of New TSN amongst staff.
2. Incorporate New TSN into DARD Business Strategy.
3. Devise and implement New TSN monitoring arrangements.

4. Introduce New TSN considerations into NDPB's business planning.
5. Take New TSN considerations into account in allocation of milk quota (skewing allocations to small producers).
6. Increase payments to most disadvantaged Less Favoured Areas in Hill Livestock Compensatory Allowances Scheme.
7. Introduce New TSN into development of environment schemes (to include weighting system based on location of applicants).
8. Further embed New TSN considerations into Processing & Marketing Grants Scheme (New TSN weighting to be developed).
9. Develop a capability to monitor the distribution of CAP support by community background of recipients.
10. Sustain employment and enhance quality of employment within Sea Fisheries and support aquaculture development.
11. Ensure an objective basis for Fisheries Division New TSN Action Plan.
12. Promote more forestry activity in disadvantaged areas.
13. Ensure disadvantaged persons have access to forests for recreational and educational purposes.
14. Ensure disadvantaged rural groups can avail of the opportunities offered by the 2001-2006 Rural development Plan.
15. Utilise output from DARD survey to provide accurate monitoring data.
16. Review diagnostic recording systems to aid the creation of New TSN monitoring data.
17. Include a New TSN element in the decision making process for Research and Development proposals.

## **DCAL**

1. Ensure commitment to New TSN at all levels within DCAL.
2. Increase uptake of museum facilities by socially disadvantaged people.
3. Quantify social disadvantage in the context of access to and participation in the arts.
4. Target support to those who, through social disadvantage, are excluded from the arts.
5. Increase training and employment opportunities in the arts for socially disadvantaged people.
6. Support education and learning to ensure access to information by disadvantaged people.
7. Quantify social disadvantage in the context of access to and participation in sport.
8. Target support to those who, through social disadvantage, are excluded from sport.
9. Encourage economic activity amongst the most socially disadvantaged people based on minority languages (including Irish, Ulster Scots and ethnic minority languages).
10. Encourage minority language projects as an aspect of community cultural development amongst the most socially disadvantaged people.
11. Ensure that the linguistic needs of minority ethnic people are taken into account by the public sector.
12. Enhance the rural economic base by the development of Angling in disadvantaged areas (60% of annual investment in Angling Development Programme to go to disadvantaged areas).
13. Stimulate local economic development in disadvantaged areas through the provision of public water recreation facilities (60% of total recreational annual programme expenditure committed to disadvantaged areas).

14. Increase uptake of Public Record Office facilities by socially disadvantaged groups.
15. Support education and learning by socially disadvantaged people (through information targeting by Public Record Office).
16. Use of Robson/Noble indicators by Ordnance Survey for assessing, targeting and managing New TSN policy.

## **DE\***

1. Ensure that New TSN is developed and implemented across the education service.
2. Identify and assess the extent of educational need among disadvantaged individuals and groups.
3. Develop a better understanding of the effectiveness of different forms of education intervention in combating social disadvantage and low achievement.
4. Enhance the impact of New TSN policy in education.
5. Foster appreciation of the value of education among socially disadvantaged parents, children and young people.
6. Enhance the resources available from EU Programmes for New TSN in education.
7. Improve the targeting and effectiveness of New TSN funding for schools in order to raise achievement levels.
8. Raise the quality of early learning for socially disadvantaged children and young people.
9. Assist low achieving schools to devise and implement strategies for self-improvement.
10. Improve educational provision in the lowest achieving schools with significant levels of disadvantage.
11. Improve the quality of teaching in low and underachieving schools.
12. Make education more relevant and interesting to children and young people.
13. Contribute to the raising of achievement in schools with a significant proportion of socially disadvantaged pupils by improving the quality of accommodation and grounds used for educational purposes.
14. Promote social inclusion of specified groups of children and young people at risk of underachievement or marginalisation.
15. Encourage and sustain high achieving schools with a significant proportion of disadvantaged pupils.
16. Promote the inclusion in mainstream schools of children with special educational needs.
17. Promote equality of access to schools for socially disadvantaged pupils.
18. Ameliorate the disadvantage suffered by pupils in socially disadvantaged families by raising family income and improving the accuracy of DE targeting through Free School Meal entitlement.
19. Alleviate social need through focused youth provision.
20. Assist Youth Service providers to devise and implement strategies for work with young people at risk.
21. Contribute to the raising of achievement in disadvantaged areas by improving the quality of Youth Service provision.
22. Promote equality of access to youth provision for socially disadvantaged people children and young people.

23. Increase participation of socially disadvantaged young people in the schools Community Relations Programme and Youth Service Community Relations Support Scheme.
24. Raise participation in Community Relations programmes in schools with a significant proportion of disadvantaged pupils.

## **DEL**

1. Ensure commitment to New TSN at all levels within DEL.
2. Promote New TSN within the Higher Education (HE) and Further Education (FE) sectors.
3. Improve the targeting and effectiveness of New TSN funding for HE and FE.
4. Promote wider access to HE and FE by the socially disadvantaged and socially excluded.
5. Raise the levels of literacy among the adult population.
6. Enhance the employability of students in FE and HE.
7. Increase significantly adult participation in vocational education and training, including access to further and higher education and training from groups previously under represented.
8. Help young people aged 18-24 into jobs and help them stay in employment.
9. Increase the long-term employability of young unemployed people by improving their self-respect, their skills, their experience and their motivation.
10. Help long-term unemployed (LTU) people aged 25+ into jobs and help them stay in employment.
11. Increase the long-term employability of LTU people by improving their self-respect, their skills, their experience and their motivation.
12. Help people aged 50 or over into jobs and increase employability.
13. Help unemployed people move from welfare to work.
14. Enable trainees to achieve vocational and vocationally related qualifications and Key Skills.
15. Enable trainees to move into sustained employment.
16. Ensure that people have access to NVQ Level 3 training. (NVQ Level 3 training is only available as Modern Apprenticeships; trainees must be in employment).
17. Attract more long-term unemployed people onto the Bridge to Employment Programme and convert participation in the Programme into jobs.
18. Get people on Worktrack into sustainable employment.
19. Get disabled people into employment and assist disabled people to continue in employment.
20. Help people with a disability or long-term illness in receipt of benefits to get into work and to remain in work.
21. Provide employment for people with severe disabilities.
22. Improve access to employment for parents.
23. Improve access for parents to employment and training opportunities by improving the quality of available childcare.
24. Improve access for parents to employment and training opportunities by improving access to childcare.
25. Improve access to employment opportunities for benefits claimants.
26. Enhance the capabilities, experience and training of the unemployed.
27. Reduction of inequalities in the labour market (through implementation of EU EQUAL Community Initiative).

## DETI

1. Ensure continued top-level commitment to New TSN throughout DETI.
2. Ensure all staff receive relevant training on New TSN.
3. Ensure private sector, appropriate public bodies and community and voluntary groups are aware of DETI's New TSN activities to enable partnership approach to addressing unemployment.
4. Increase knowledge of impact of DETI activity on the labour market.
5. Identify community differentials within each area of DETI activity.
6. Ensure New TSN is taken into account in policy appraisal and evaluation activity and economic appraisal activity.
7. Ensure DETI managed post-1999 EU Structural Funds programmes support the aims of New TSN.
8. Encourage the take-up of Company Development Programme in New TSN areas.
9. Encourage visits by potential investors to New TSN areas (75% of all first time visits to be to New TSN areas).
10. Encourage location of foreign direct investment in New TSN areas (75% of all first time inward investment projects to be located in New TSN areas).
11. Attract tradeable services projects to New TSN Council areas outside Belfast Urban Area.
12. Increase employment opportunities for long-term unemployed, particularly those located in New TSN areas.
13. Ensure the provision of land for industrial development in New TSN areas.
14. Ensure greater integration of IDB's activities with those of other Departments.
15. LEDU resources (not less than 60%) to be directed towards disadvantaged individuals and areas.
16. Provide developmental support to businesses in New TSN areas.
17. Maximise spin off opportunities for small businesses in New TSN areas.
18. Promote New TSN as a key consideration for District Councils, District Partnerships and other local economic development organisations.
19. Increase participation in local economic development activity by those resident in New TSN areas.
20. Encourage unemployed and those not currently economically active into self employment.
21. Raise the level of research and development activity in companies located in New TSN areas.
22. Increase use of new technologies in companies located in New TSN areas.
23. Ensure increased emphasis on New TSN individuals and areas with NI Tourist Board activity (54% of financial assistance for tourism development projects to go to New TSN areas).
24. Ensure the integration of tourism-related activity across other Departments to achieve maximum impact, particularly in New TSN areas.
25. Increase Trading Standards Service knowledge of range and spread of consumer complaints coming from disadvantaged individuals and from New TSN areas and to develop appropriately targeted responses.
26. Increase General Consumer Council's of consumer concerns and the degree of consumer proficiency in New TSN areas.
27. Consider within the framework of post-1999 EU Structural Funds how the replacement renewable energy schemes might be targeted at New TSN areas.

28. Promote greater awareness of health and safety at work in small companies, particularly in New TSN areas.
29. Ensure New TSN principles are integrated into InterTradeIreland's activities.

## **DFP**

1. Promote development of, and access to, appropriate data sources in support of New TSN.
2. Work with OFMDFM to deliver an interim evaluation of New TSN by December 2002.
3. Oversee and ensure the implementation and management of the Special European Union Programmes Body's New TSN Action Plan.
4. Develop further the practical guidance on the appropriate methodologies for taking account of New TSN objectives in economic appraisals and in programme and project evaluations.
5. Improve the identification of New TSN relevant expenditure in Departmental Spending Plans.
6. Promote effective means of addressing New TSN within Spending Reviews and Monitoring Rounds.
7. Consider impact on New TSN objectives of conducting future rates revaluations.
8. Contribute to improving access to employment in disadvantaged areas (as measured by unemployment rates) by ensuring that the potential for dispersal is addressed within accommodation planning.

## **DHSSPS**

1. Raise and maintain awareness of New TSN in DHSSPS and associated bodies.
2. Develop and promote policies and programmes of action which aim to reduce inequalities experienced by disadvantaged people, groups and areas.
3. Improve access to good quality childcare and family support, targeting those in areas of greatest need (as measured by programme of care specific indicators).
4. Promote the social inclusion of those who are most disadvantaged by encouraging community development and involving local people.
5. Measure the extent to which inequalities experienced by disadvantaged people, groups and areas are being reduced.
6. Identify those in greatest health and social need.
7. Reduce inequalities experienced by disadvantaged people, groups and areas by matching resources to health and social care needs.
8. Provide evidence which supports informed decision making on tackling inequalities (primarily through research).

## **DOE**

1. Assess the New TSN impact of Development Plans.



2. Ensure that new Development Plans reflect New TSN principles.
3. Ensure that new or revised operational Planning Policy Statements reflect New TSN principles.
4. Promote greater use of brownfield land for development
5. Development of the Planning Service Geographical Information System to include New TSN-relevant criteria.
6. Incorporate into the formula for the calculation of resources element of the General Exchequer Grant to District Councils factors which will take account of socio-economic disadvantage.
7. Make District Councils more aware of New TSN and its objectives and encourage them to redirect resources towards those in greatest need.
8. Targeted inclusion of disadvantaged children in education and awareness activities of Environment and Heritage Service.
9. Favour projects which provide enhanced environmental amenity provision for disadvantaged groups through Natural Heritage grants.
10. Increase Road Safety Education Officer support to schools with a significant number of pupils from disadvantaged households.
11. Change Departmental culture through training in New TSN and provide information and guidance to NDPBs on New TSN.
12. Include New TSN principles in strategic, finance and corporate management.
13. Monitor progress of New TSN objectives and review objectives annually.
14. Encourage cross-departmental co-ordination where appropriate in pursuit of New TSN objectives.
15. Introduce new Measures of Deprivation for Northern Ireland (Noble indicators) to the Department as a means of targeting those in greatest social need (by March 2002).

## **DRD**

1. Reflection of the principles of New TSN in Regional Development Strategy.
2. Co-ordinate implementation of Regional Development Strategy.
3. Incorporation of New TSN in the 10-year Regional Transportation Strategy.
4. Revise assessment methods for Roads Service minor works schemes to ensure that New TSN is given proper consideration (using Noble indicators).
5. Target Rural Transport Fund and Programme of Transport for Disabled People to improve travel opportunities for people who experience reduced mobility and social exclusion.
6. Provide Northern Ireland Holding Company and Translink with guidance in respect of New TSN.
7. Maintain ferry transport between Rathlin Island and Ballycastle.
8. Seek to provide a public water supply, where requested by the householder, to some of the 1% of houses currently without a supply.
9. Identify and highlight to the Minister, the New TSN implications of public expenditure re-allocations.
10. Change Departmental culture through training in New TSN and provide guidance to NDPBs on New TSN.
11. Include New TSN principles in strategic and corporate management.
12. Drive forward New TSN and monitor progress of objectives.
13. Utilisation of new Index of Deprivation for Northern Ireland (Noble).

## **DSD**

1. Ensure commitment to New TSN throughout the Department.
2. Develop new strategic approaches to urban regeneration, targeting those communities experiencing the most serious social and economic deprivation.
3. Establish consistent practice for the management and identification of the most deprived neighbourhoods in Northern Ireland (applying Noble indicators).
4. Draw up evaluation plan for regeneration activities.
5. Conclude negotiations with EC on Urban II Programme, targeted on inner North Belfast, and set in place a framework for the initiative.
6. Develop a co-ordinated Government Strategy with Voluntary and Community Sector that reflects New TSN principles.
7. Develop an Active Community Initiative action plan which contributes positively to the promotion of social inclusion via increased volunteering and community empowerment, particularly in the most deprived areas.
8. Direct resources through the District Councils Community Services Programme at individuals and communities which are most disadvantaged.
9. Secure accommodation for homeless people.
10. Contribute to supply of housing available to meet need.
11. Improve housing conditions and reduce unfitness of dwellings.
12. Improve housing conditions in private rented sector.
13. Alleviate housing, health and environmental problems.
14. Help promote social inclusion by improving energy conservation and addressing problems created by fuel poverty.
15. Develop and promote policies and programmes of action which aim to reduce the disparities in levels of uptake of selected benefits by disadvantaged groups.
16. Develop and promote policies and programmes of action which aim to reduce disadvantage.
17. Increase proportion of children being maintained and amount of child maintenance collected and prepare for introduction of child support reforms.

\* Objectives for DE taken from *Making it Work: The Second New TSN Annual Report* (December 2000) as 2001-2003 Action Plan update not available.

Poverty/Deprivation Indicators: Stage 1

ANNEX C

	OFMDFM <sup>1</sup>	Noble <sup>2</sup>	JRF <sup>3</sup>	DSS <sup>4</sup>	Scotland <sup>5</sup>	Wales <sup>6</sup>	ROI <sup>7</sup>	EU <sup>8</sup>
<b>Income &amp; Spending</b>								
1	Average gross weekly earnings	Y						
2	Working-age people on means tested benefit	Y	Y					
3	Working-age people on a main benefit	Y						
4	Welfare benefit levels						Y	
5	Long term recipients of benefit (JSA or IS > 2 yrs)	Y	Y	Y				
6	Adults in Income Support households		Y			Y		
7	Children in Income Support households		Y					
8	Adults in income based Job Seekers Allowance households		Y					
9	Children in income based Job Seekers Allowance households		Y					
10	Adults in Family Credit households		Y					
11	Children in Family Credit households		Y					
12	Adults in Disability Working Allowance households		Y					
13	Children in Disability Working Allowance households		Y					
14	Households receiving Housing Benefit					Y		
15	Gap between low and median income/distribution of income		Y					Y
16	Individuals/households with low income (below various thresholds)		Y	Y	Y	Y	Y	Y
17	Intensity of low income (below 40% of average income)		Y					
18	Period/persistence of low income		Y	Y				Y
19	Location of low income		Y					
20	Children in low income households (below various thresholds)		Y	Y	Y		Y	
21	Older people in low income households (consistently poor)						Y	
22	Women in low income households (consistently poor)						Y	
23	Urban dwellers in low income households (consistently poor)						Y	
24	Rural dwellers in low income households (consistently poor)						Y	
25	Young people (age 16-24) on low rates of pay		Y					
26	Adults (age 25 to retirement) on low rates of pay		Y					
27	GDP per head					Y		
28	Older people with no private income		Y					
29	Spending on 'essentials' by older people		Y					
30	Spending on travel		Y					
31	Lacking a bank or building society account		Y					
32	Households with no savings					Y		
33	Working age people contributing to a non-State pension			Y	Y			
34	Amount contributed to non-State pensions			Y				

OFMDFM <sup>1</sup>	Noble <sup>2</sup>	JRF <sup>3</sup>	DSS <sup>4</sup>	Scotland <sup>5</sup>	Wales <sup>6</sup>	ROI <sup>7</sup>	EU <sup>8</sup>
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### Employment & Unemployment

35	Children in workless households	Y		Y	Y	Y	Y		
36	Workless Households	Y			Y				Y
37	ILO Unemployed	Y						Y	
38	ILO unemployed 1 year+	Y						Y	Y
39	ILO unemployed 2years+								Y
40	Cumulative long-term unemployment	Y							
41	Individuals wanting paid work	Y		Y					
42	Unemployed working age claimants		Y			Y	Y		
43	Long-term unemployed claimants						Y		
44	New Deal participants not included in the unemployment claimant count		Y						
45	Unemployed young people (aged 16-24)			Y			Y		
46	Young people not in education, training or work			Y		Y			
47	Households without work for two years or more (age 25 to retirement)			Y					
48	Employment rate	Y			Y			Y	
49	Variation of employment rates within region (regional cohesion)								Y
50	Less Favoured Areas (EU designated)						Y		
51	Non-employment rate	Y							
52	Households without paid work for 2+ years	Y							
53	Low pay	Y							
54	Incapacity Benefit recipients under 60		Y						
55	Severe Disablement Allowance recipients under 60		Y						
56	Adults (age 25 to retirement) insecure at work			Y					
57	Teenage parents not in education, employment or training				Y				
58	Economically inactive						Y		
59	Unfilled vacancies						Y		
60	Employment rate of disadvantaged groups				Y	Y			

OFMDFM <sup>1</sup>	Noble <sup>2</sup>	JRF <sup>3</sup>	DSS <sup>4</sup>	Scotland <sup>5</sup>	Wales <sup>6</sup>	ROI <sup>7</sup>	EU <sup>8</sup>
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### Health and social well-being

61	Standardised mortality rate (SMR)	Y	Y			Y	
62	General health	Y			Y		
63	Limiting long-standing illness	Y				Y	
64	Effect of health on social activities					Y	
65	Respiratory illness					Y	
66	Disability	Y	Y				
67	Walking difficulties					Y	
68	Mental Health (GHQ12 score 3+)	Y					
69	Low birth weight babies	Y		Y	Y	Y	Y
70	Child health	Y					
71	Children on Child Protection Register					Y	
72	Children looked after by Local Authorities					Y	
73	People registered as having cancer (excl. non-melanoma skin cancers)		Y				
74	Dental health of children		Y		Y	Y	
75	Drugs prescribed/treatment for depression or anxiety		Y			Y	
76	Accidental deaths among children			Y			
77	Children whose parents divorce			Y			
78	Divorce and separation					Y	
79	Lone parents					Y	
80	Teenage pregnancies/conceptions			Y	Y	Y	
81	Suicides among young people			Y			
82	Male suicides					Y	
83	Premature death in adults (age 25 to retirement)			Y			Y
84	Obesity in adults (age 25 to retirement)			Y			
85	Long standing illness or disability in adults (age 25 to retirement)			Y			
86	Mental health in adults (age 25 to retirement)			Y			
87	Excess winter deaths among older people			Y			
88	Older people with long standing illness or disability			Y			
89	Accident rates among children			Y			
90	Re-registrations on Child Protection Register			Y			
91	Smoking among adults and young people			Y	Y		
92	Death rates from suicide and undetermined injury			Y			
93	Life expectancy at age 65			Y			
94	Life expectancy at birth					Y	Y
95	Women smoking during pregnancy				Y		
96	Breastfeeding				Y		
97	Diet				Y		
98	Older people taking exercise				Y		
99	Access to orthopaedic services for hip replacements						Y
100	Pensioners living alone					Y	
101	Mortality rates from coronary heart disease				Y		
102	Self defined health status (WHO definition; age 16+) by income						Y

OFMDFM <sup>1</sup>	Noble <sup>2</sup>	JRF <sup>3</sup>	DSS <sup>4</sup>	Scotland <sup>5</sup>	Wales <sup>6</sup>	ROI <sup>7</sup>	EU <sup>8</sup>
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### Education & Training

103	Educational attainment at school (at various ages)	Y		Y	Y	Y	Y	Y
104	GCSE passes in core subjects					Y		
105	Educational attainment of adults	Y	Y		Y			Y
106	Adult literacy	Y					Y	
107	Proportion of 16 yr olds leaving school not entering further education		Y					Y
108	Proportion of 17-20 yr olds not successfully applying for HE		Y					
109	GCSE/GNVQ performance data points score and no qualifications		Y					
110	Secondary School absenteeism		Y					
111	Proportion of Year 11 and 12 pupils not in a grammar school		Y					
112	Children permanently excluded from school			Y				
113	19 yr olds with no qualifications (or below level 2)			Y	Y			
114	Adults (age 25 to retirement) without access to training			Y				
115	Participation by adults of working age in training or learning during year					Y		
116	Truancies and exclusions from school				Y	Y	Y	
117	Participation of Travellers and Refugees in education						Y	
118	Educational attainment of children looked after by local authorities				Y	Y		
119	16-18 yr olds in education or training				Y			
120	Participation in HE by disadvantaged groups				Y		Y	
121	18-24 yr olds (at ISCED level 2 or less) not in education or training							Y

OFMDFM <sup>1</sup>	Noble <sup>2</sup>	JRF <sup>3</sup>	DSS <sup>4</sup>	Scotland <sup>5</sup>	Wales <sup>6</sup>	ROI <sup>7</sup>	EU <sup>8</sup>
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**Access**

122	Low income individuals w/poor geographical access to services	Y						
123	Geographical access to selected services (e.g. post office, GP, library)		Y				Y	
124	Older people without a telephone			Y				
125	Households without access to a car					Y		
126	Transport services in rural areas						Y	
127	People receiving help from social services to live at home			Y	Y	Y		Y
128	Access to childcare and pre-school learning places					Y	Y	
129	Residential places for the elderly						Y	
130	Adults of working age using computers at least once a week						Y	
131	Access to Internet in disadvantaged areas					Y		

OFMDFM <sup>1</sup>	Noble <sup>2</sup>	JRF <sup>3</sup>	DSS <sup>4</sup>	Scotland <sup>5</sup>	Wales <sup>6</sup>	ROI <sup>7</sup>	EU <sup>8</sup>
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**Social environment**

132	Fear of crime	Y			Y	Y		
133	Low income individuals living in poor quality environments	Y						
134	Recorded crime (e.g. burglary, violence, assault, theft)		Y	Y	Y	Y		
135	Drug offences and drug abuse		Y	Y	Y		Y	
136	Alcohol misuse				Y			
137	Local area problem score (based on graffiti, litter, vandalism, etc.)		Y					
138	Children in young offenders institutions (age 10-16)			Y				
139	18-20 yr olds with a criminal record			Y				
140	Anxiety (feeling unsafe out at night) among older people			Y				
141	Participation in civic organisations/voluntary activity			Y	Y			
142	Polarisation of work			Y				
143	Dissatisfaction with local area			Y				



OFMDFM <sup>1</sup>	Noble <sup>2</sup>	JRF <sup>3</sup>	DSS <sup>4</sup>	Scotland <sup>5</sup>	Wales <sup>6</sup>	ROI <sup>7</sup>	EU <sup>8</sup>
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### Housing/Accommodation

144	Housing condition (composite measure)	Y			Y			
145	Housing in disrepair		Y					
146	Houses unfit for habitation					Y		
147	Houses without central heating (or other amenities)		Y	Y		Y	Y	
148	Houses lacking insulation		Y					
149	Dwellings built before 1919					Y		
150	Without household insurance			Y				
151	Overcrowding			Y		Y		
152	Households living in temporary accommodation			Y	Y			
153	Mortgage arrears			Y				
154	People sleeping rough/homelessness				Y	Y	Y	
155	Older people experiencing fuel poverty				Y			
156	Households with at least one person aged 75+ living in poor housing				Y			
157	Public sector rented housing					Y	Y	
158	Access to housing for Travellers						Y	
159	Access to housing for young people leaving local authority care					Y		
160	Quality and variety of homes in disadvantaged areas					Y		

#### Notes:

1. OFMDFM Commissioned Report 'New TSN Research: Poverty in Northern Ireland', T. Dignan & E. McLaughlin, May 2002.
2. NISRA Commissioned Report 'Measures of Deprivation in Northern Ireland', Social Disadvantage Research Centre, University of Oxford, July 2001.
3. Joseph Roundtree Foundation Report 'Monitoring Poverty and Social Exclusion 2001', M. Rahman, G. Palmer & P. Kenway, December 2001.
4. Department of Social Security 'Opportunity for All: Tackling Poverty and Social Exclusion', September 1999.
5. Scottish Executive Report 'Social Justice - A Scotland where everyone matters', November 1999.
6. Welsh Assembly Statistical Directorate Report 'Mapping Social Exclusion in Wales', March 2000.
8. EU Social Protection Committee 'Report on Indicators in the field of poverty and social exclusion', October 2001.

## Poverty/Deprivation Indicators: Stage 2

## ANNEX D

	No. of Inclusions <sup>1</sup>
<b>Income &amp; Spending</b>	
1 Low pay	2
2 Receipt of welfare benefits	6
3 Low income	6
4 GDP per head	1
5 Spending on 'essentials'	1
6 No savings	1
7 Pension contributions	2
<b>Employment &amp; Unemployment</b>	
8 Unemployment	8
9 Participation in labour market	8
10 Job security	1
11 Unfilled vacancies	1
12 Less Favoured Areas	1
<b>Health and social well-being</b>	
13 Mortality rates/life expectancy	6
14 Premature death	2
15 General health	3
16 long-term illness/disability	4
17 Mobility	1
18 Children on Child Protection Register	2
19 Children in care	1
20 Specific illnesses	3
21 Dental health of children	3
22 Obesity	1
23 Teenage pregnancies/conceptions	4
24 Suicides	4
25 Lone parents	1
26 Low birth weight	6
27 Divorce/separation	2
28 Mental health	4
29 Winter deaths	1
30 Accidents	1
31 Smoking among adults and young people	2
32 Breastfeeding	1
33 Diet	1
34 Exercise	1
35 Hip replacements	1
36 Living alone	1
<b>Education &amp; Training</b>	
37 Educational attainment	8
38 Literacy	2
39 Participation in education and training	7
40 School absenteeism	1
41 Truancy and exclusion	4
42 Grammar school places	1
<b>Access</b>	
43 Geographical access	3
44 Telephone	1

	No. of Inclusions <sup>1</sup>	
45	Transport	2
46	Computer/Internet	2
47	Childcare	2
48	Residential places for the elderly	1
49	Help with living at home	4
<b>Social environment</b>		
50	Fear of crime	4
51	Recorded crime	5
52	Quality of environment	2
53	Drugs	5
54	Alcohol	1
55	Young offenders	1
56	Voluntary activity	2
57	Polarisation of work	1
58	Dissatisfaction with local area	1
<b>Housing/Accommodation</b>		
59	Housing conditions	5
60	Lack of amenities	4
61	Age of dwelling	1
62	Household insurance	1
63	Mortgage arrears	1
64	Overcrowding	2
65	Households in temporary accommodation	2
66	People sleeping rough/homelessness	4
67	Fuel poverty/lack of insulation	2
68	Access to public sector rented accommodation	3

*Notes:*

1. Total number of groups (out of the 8 examined) including indicator in some form.



Children and young people	Older People	Women	Households with 3+ dependent children	Catholics	Disabled	Lone Parents	Ethnic Minorities	People living in deprived areas	Northern Ireland Population <sup>1</sup>
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**Education & Training**

14	Educational attainment									
15	Participation in education and training									
16	Truancy and exclusion									

**Access**

17	Geographical access									
18	Help with living at home									

**Social environment**

19	Fear of crime									
20	Recorded crime									
21	Drugs									

**Housing/Accommodation**

22	Housing conditions									
23	Lack of amenities									
24	People sleeping rough/homelessness									
25	Access to public sector rented accommodation									

*Notes:*

- Overall population indicators will provide a point of comparison for disadvantaged/vulnerable groups. They should also be compared with other UK and EU regions (in addition to standard comparisons over time and against targets)

		Method of Measurement <sup>1</sup>
<b>Income &amp; Spending</b>		
1	Receipt of welfare benefits	% of working age on means-tested benefit (OFMDFM Report); Long-term recipients (JSA or IS >2 yrs - OFMDFM Report)
2	Low income	% below 60% of median income (EU measure); Persistent low income (at least 2 yrs out of last 3 - EU 60% measure)
<b>Employment &amp; Unemployment</b>		
3	Unemployment	Unemployment % rate (ILO definition - OFMDFM Report); Long-term unemployment % rate (>1 yr, ILO definition - EU measure); % living in workless households (EU measure)
4	Participation in labour market	Working-age people in employment as % of working-age population (OFMDFM Report)
<b>Health and social well-being</b>		
5	Mortality rates/life expectancy	Life expectancy at birth (EU measure)
6	General health	Self-defined health status (WHO definition - EU measure)
7	long-term illness/disability	% of population receiving disability benefits (Noble measure)
8	Specific illnesses	Comparisons of main causes of premature deaths (age < 60 yrs)
9	Dental health of children	% of 12 - 17 yr olds with extractions (Noble measure)
10	Teenage pregnancies/conceptions	Conception rates for under 18s (DSS measure)
11	Suicides	Death rates from suicide and undetermined injury (DSS measure)
12	Low birth weight babies	Per 1,000 births (OFMDFM Report)
13	Mental health	% scoring 3+ on General Health Questionnaire (GHQ12 - OFMDFM Report)
<b>Education &amp; Training</b>		
14	Educational attainment	% achieving level 4 at Key Stage 2 in literacy and numeracy (DSS measure); % of 19 yr olds with at least a level 2 qualification (DSS measure); % adults over 25 at ISCED level 2 or less (EU measure)
15	Participation in education and training	% of 16 - 18 yr olds not in education or training (DSS measure); 18 - 24 yr olds (at ISCED level 2 or less) not in education or training (EU measure)
16	Truancy and exclusion	% truanancies and exclusions (DSS measure)

Method of Measurement <sup>1</sup>	
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**Access**

17	Geographical access	Transport services in rural areas (ROI measure)
18	Help with living at home	% of adult dependent population receiving help to live independently (extended DSS measure)

**Social environment**

19	Fear of crime	% of population whose lives are affected by fear of crime (extended DSS measure)
20	Recorded crime	Crime rates by area and victim group (extended Scottish Executive measure)
21	Drugs	Use of heroin and cocaine (DSS measure)

**Housing/Accommodation**

22	Housing conditions	Poor Housing Index (OFMDFM Report)
23	Lack of amenities	Houses without central heating (Noble measure)
24	People sleeping rough/homelessness	Number of people sleeping rough (DSS measure)
25	Access to public sector rented accommodation	Access to public sector housing (ROI measure)

*Notes:*

1. Recommended method of measurement based on utility, extent of use or recommendation and the maximisation of comparability