Community Work Ireland

Community Work under the Social Inclusion and Community Activation Programme

2014–2017

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

Established in 1981, Community Work Ireland, formerly the Community Workers' Co-operative, is a national membership organisation that supports and promotes community work/community development as a means of addressing poverty, social exclusion and inequality and promoting human rights.

Community Work Ireland

Web: www.communityworkireland.ie

Email: info@communityworkireland.ie

First published in 2017

ISBN 978-0-9560334-6-8

©Community Work Ireland 2017

This project was supported by the Saint Stephen's Green Trust

st. stephen's green trust

Community Work Ireland is supported by the Support Scheme for National Organisations

pobal
government supporting communities

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

SECTION 1. INTRODUCTION

Community development or community work[1] is a long-acknowledged approach to addressing poverty, social exclusion and inequality. It has been a significant feature of Irish social inclusion policy and has been at the center of several national programmes addressing poverty and social exclusion. With support from the State, Ireland developed an internationally recognized community development infrastructure and a vibrant community work sector, though more recent policy decisions and resource cuts have had a considerable impact on this. Community work has been and remains a critical feature of the work to achieve equality for Traveller, women, migrants and others, and in the fight against poverty and social exclusion.

The Social Inclusion and Community Activation Programme (SICAP) was introduced in 2014. It replaced the Local and Community Development Programme, itself replacing both the Community Development Programme and the Local Development Social Inclusion Programme. SICAP is, arguably, the largest social inclusion programme in the state. Following the establishment of Local Community Development Committees in each local authority area and their nomination as programme contract holders, the implementation of SICAP was subject to competitive tendering. This was the first time a social inclusion programme in Ireland was subject to this process.

At the end of 2015, Community Work Ireland (CWI) published *In Whose Interests? Exploring the Impact of Competitive Tendering and Procurement on Social Inclusion and Community Development in Ireland*. The report traces the evolving move from grants to contract arrangements awarded after competitive tendering processes, and draws on international experience to name and examine the risks associated with this move. *In Whose Interests?* was primarily based on secondary research, though emerging evidence in relation to the implementation of the SICAP programme was included. As the implementation of SICAP progressed, it became apparent that programme implementing organisations in general, and community workers in particular, were experiencing difficulties with the programme.

In response to feedback from CWI members and others, Community Work Ireland undertook this piece of research to explore community work under the SICAP programme, and in particular, the impact of commissioning on community work.

The objectives of the research were to:

- Deepen the evidence base and develop an analysis of the impact of commissioning on community work and to provide policy makers with deeper evidence-based arguments about the impacts of applying procurement processes to social inclusion work;

- Explore the strengths and weaknesses of the SICAP Programme in relation to its impact on the capacity of programme implementing organisations to engage in and support strong and effective community work at local level;

- Raise awareness amongst the community sector of the implications of public procurement processes being applied to social inclusion work, in particular, community development.

Methodology

The methodology used secondary and primary approaches and included the following:

- A Review – of SICAP documentation and other literature.

- An on-line survey to which forty detailed responses were received. Responses were received from a combination of SICAP implementation organisations and non-implementing community work organisations. They also included a number of educational institutions.

- One to one interviews with key stakeholders.

- Focus groups – two focus groups were held. The first was with CWI members and the second was an open invitation to members and SICAP implementing organisations.

Report Structure

This report presents the findings of that research. Section one provides an introduction and a brief overview of the methodology undertaken to inform this research. Section two presents an overview of community work. Section three explores commissioning and the risks identified to date. Section four provides an overview of the Social Inclusion and Community Activation Programme. Section five presents the research findings and section six draws a number of conclusions and presents recommendations for future programmes.

Please note that the text in italics are direct quotes from research participants.

There is a strong history and tradition of community work in Ireland, based on a set of core principles and values. Community work or community development involves an analysis of social and economic situations and collective action for change based on that analysis. It is centered on a series of principles that seek to go beyond consultation to participation and beyond capacity building to consciousness raising and empowerment. It recognises and seeks to address the changing and often hidden nature of the structural inequalities based on, for example, 'race', class, gender and disability. It seeks to promote equality, prevent discrimination and protect human rights. It strives to be trans-formative rather than conforming and empowering rather than controlling.

Although various definitions of community development/community work are used by different organisations and groups, definitions generally have a number of common elements[2]. The essential, distinguishing elements of community work include working with geographical communities and communities of interest collectively to:

• Promote equality, prevent discrimination and protect human rights.

• Involve strategies that confront prejudice and discrimination on the basis of gender, ethnicity, class, religion, socioeconomic status, age, sexuality, skin colour or disability.

• Involve and enable people to work together to influence, change and exert control over the social, political and economic issues that affect their lives.

• Challenge inequitable power relationships within society and promote the redistribution of wealth and resources in a more just and equitable fashion.

• Involve participative processes and structures that include and empower marginalised and excluded groups within society.

• Include solidarity with the interests of those experiencing social exclusion.

• Develop alternative ways of working that seek to be dynamic, innovative and creative in approach.

• Challenge the nature of the relationship between the users and providers of services.

• Ensure openness and responsiveness to innovation from other countries and seeks to build alliances with other organisations challenging marginalization in their own countries and globally.

Reflecting all the above and articulating the steps involved in realizing the essential elements of community work, the *All Ireland Standards for Community Work* define community work as:

> **A developmental activity comprised of both a task and a process. The task is social change to achieve equality, social justice and human rights, and the process is the application of principles of participation, empowerment and collective decision making in a structured and co-ordinated way[3].**

[2] *Towards Standards for Quality Community Work – An All-Ireland Statement of Values, Principles and Work Standards* http://catalogue.nli.ie/Record/vtls000661641

[3] *All Ireland Standards For Community Work, All Ireland Endorsement Body for Community Work Education and Training 2016* http://communityworkireland.ie/wp-content/uploads/2015/12/All-Ireland-Standards-for-Community-Work.pdf

Participation

Participation is rooted in the belief that communities have the right to identify their own needs and interests and responses required to meet them. Building meaningful participation involves a recognition that policies and programmes targeted at communities and groups will not and cannot be effective without the meaningful participation of those communities in their design, implementation and monitoring.

Empowering Communities

Empowering communities involves increasing knowledge, skills, consciousness and confidence to become critical, creative and active participants. It leads people and communities to be resilient, organised, included and influential.

Collectivity

A collective approach requires a focus on the potential benefits for communities rather than focusing only on benefits to individuals. It recognises the rights of communities and groups, including funded organisations, to work autonomously and maintain a critical voice. It involves seeking collective outcomes in pursuit of a just and equal society.

Social Justice and Sustainable Development

Promoting a just society involves promoting policies and practices that challenge injustice and value diversity. Promoting a sustainable society involves promoting environmentally, economically and socially sustainable policies and practices.

Human Rights, Equality and Anti-discrimination

Concerned with the promotion of human rights and equality in society and with addressing the multiple forms of discrimination experienced by many groups. Reinforced by human rights mechanisms for the protection and promotion of human rights.

Community Work Infrastructure

Over the past decade, the infrastructure supporting community work activity in Ireland has undergone significant change. In 2009, following a cohesion process which involved 94 Area Based Partnership Companies being reduced to 52 Local Development Companies, the Local and Community Development Programme was introduced and saw 180 locally based community organisations (Community Development Projects) previously funded independently under the Community Development Programme being integrated with Local Development Companies (with a few notable exceptions). This, coupled with significant funding and resource cuts to the sector, it has been widely argued, has resulted in a significant erosion of autonomous community work.

There were many critics of the decision to merge local projects with Local Development Companies. Amongst the concerns raised at the time were that community development processes, methodologies, understandings and approaches, would be subsumed under local development and that structures for the engagement and participation of disadvantaged and marginalised communities in important decision-making processes would be substantially eroded.

Despite the concerns expressed, community work has largely been merged with local development under the Local Development Companies, to the detriment, it is widely suggested, of autonomous community work.

In 2014, the Government published its second Public Service Reform Plan covering the period 2014-2016. The Plan emphasized improving outcomes for service users, while maintaining the necessary focus on increased efficiency. The Plan states that the Public Service must *begin to transition away from the traditional system of block grants to organisations providing public services and move instead to a new approach based on releasing funds in return for delivering specified outcomes*[4].

It was in the context of this general move towards commissioning and procurement that the Department of Public Expenditure issued a note, *Commissioning for Better Outcomes,* to the Community & Voluntary Pillar in 2015. It restates the intention to move from providing grants and states that, *'in view of the size and scale of services that are provided through the community and voluntary sector (estimated to be in excess of €2bn), engagement [with the Community and Voluntary Pillar] was initiated to explore the capacity to transition from the current funding model to one that aligns with the vision proposed in the [Public Service Reform] Plan'.*

More recently, the Programme for Partnership Government states that all commissioning for human, social and community services will take place in a societal value framework (targeted at maximising the value for society). In their paper to inform their consultation on commissioning human, social and community services[5], the Department of Public Expenditure and Reform state that Government has committed to implementing a public service wide programme of change which will ensure the provision of better outcomes for citizens and service-users. They state that there is a strong rationale for developing a more systematic way of ensuring that spending decisions are linked to outcomes for citizens, based on evidence. Their intention is to develop an over-arching framework for commissioning in Ireland that will enable a move away from the current system of resources being apportioned on the basis of historical allocations for the provision of human, social and community services to non-statutory providers[6].

They state that the lead Departments (Departments of Children and Youth Affairs; Environment, Community and Local Government; Health and Public Expenditure & Reform) are acutely aware that the provision of human, social and community services is a complex and nuanced field. In particular, they acknowledge that the identification, definition, assessment and evaluation of outcomes for, what they refer to as, service users can be complicated and not always easy to measure. The document states that the ambition is to implement a framework that enables a 'best effort' system by commissioners; whereby outcomes identification and achievement is the norm with a recognition that there will inevitably be exceptions to that norm.

The working definition of commissioning is presented as follows:

> **Commissioning is a strategic planning process linking resource allocation with assessed current and future needs, in order to achieve best outcomes for citizens and service users in line with policy objectives[7].**

---

[4] *http://www.reformplan.per.gov.ie/2014/strategic_overview_nav/2.2_users/2.2.html*
[5] *file:///C:/Users/Ann%20Irwin/Downloads/Final-Commissioning-Literature-Review.pdf*
[6] *Department of Public Expenditure and Reform, 2015, Public Consultation on Commissioning Human, Social and Community Services*
[7] *Ibid*

In a review of the literature on commissioning conducted by the Centre for Effective Services, it states that if Commissioning is understood in its broadest sense as a strategic planning process, it is difficult to envisage examples of services that could not be part of a Commissioning process, including public service delivery[8]. The CES report also states that while a key rationale for Commissioning is to improve outcomes for service users, there is limited evidence to date that Commissioning approaches result in better outcomes and there is limited evidence of the impact of Commissioning on outcomes for service users.

Notwithstanding this, the review concludes:

> **Commissioning, when used as a strategic planning approach linking resource allocation with meeting assessed needs, has a strong rationale. Using evidence of need and best practice to underpin spending decisions, rather than funding on the basis of historical spending and funding patterns, is a logical approach. The challenge is to ensure that all of the ingredients of a strategic approach are in place and are implemented according to their purpose, without undermining existing systems that are working well. The introduction of a Commissioning framework in Ireland would need to take account of the historical role of the Community and Voluntary sector, legislative requirements, and the cultural and political context. A proportionate approach would be necessary so that the benefits outweigh the costs of the processes and infrastructure required.**

The conclusion is difficult to reconcile with the lack of evidence that commissioning is a better process than grants provided on the basis of strategic planning processes.

In submissions to the consultation process, Community Work Ireland and others highlighted the importance of process in bringing about positive social change and impacting on entrenched social problems. A primary focus on outcomes, such as is the case with commissioning models, ignores the importance of process in building capacity and skills, building community engagement, developing participatory planning that is meaningful and the importance of marginalised communities themselves making a contribution and being involved in decision-making.

Despite the issues highlighted, a number of departments and state agencies, most notably Tusla[9], have indicated their intention to pursue the commissioning route.

Risks identified to date

The Local Government Reform Act 2014 provided for the establishment of Local Community Development Committees (LCDCs) in all local authority administrative areas, 'for the purposes of developing, coordinating and implementing a coherent and integrated approach to local and community development'. The LCDCs have primary responsibility for co-ordination, planning and oversight of local development spend, whether that spend is delivered by local authorities or on behalf of the State or by other local development agencies and structures.

The LCDCs were appointed as contract holders for a) the new Social Inclusion and Community Activation Programme, which replaced the Local and Community Development Programme, and b) the LEADER Programme 2014-2020.

The new procedures included a competitive tendering process to identify what are referred to as SICAP Programme Implementers (PIs) and a management and monitoring role for the newly established LCDCs. Contracts for the implementation of SICAP are provided by the LCDCs to the PIs.

---

[8] *Centre for Effective Services, Commissioning in Human, 2015, Social and Community Services - A Rapid Evidence Review*
[9] *http://www.tusla.ie/commissioning*

As mentioned in the introduction, at the end of 2015 Community Work Ireland published *In Whose Interests?, Exploring the Impact of Competitive Tendering and Procurement on Social Inclusion and Community Development in Ireland. In Whose interests?* looked at the potential impact of these new arrangements on social inclusion and community work, contextualised this policy direction in the general context of the increasing 'marketisation' of services, the process by which market forces are imposed on public services that have traditionally been planned, delivered and financed by local and central government, and in this instance, by the non-government sector.

The process of marketisation has five key elements:

•   Commodification of services and infrastructure

•   The commodification of labour such as the reorganisation of work and jobs to maximise productivity and assist transfer to another employer

•   Restructuring the state for competition and market mechanisms

•   Restructuring democratic accountability and user involvement

•   Embedding business interests and promoting liberalisation internationally (Whitfield, 2006)

It is argued by government that competitive tendering is, in some instances, a requirement of EU and national public procurement law, and in other instances, driven by good practice.

The contention is also held that efficiencies will be gained through competition and engagement of market forces and the private sector in the delivery of services. *In Whose Interests?* challenges these assumptions.

Drawing on international experience, the report identified a number of risks associated with this policy direction. These risks include an increasing threat to the independence of organisations in the community sector and the voluntary sector; a reduction in the quality of services and supports under a facade of value for money; cherry-picking where, what are referred to as, 'clients' who are more likely to succeed are chosen over those requiring more intensive supports; changes in the conditions of workers; the threat of privatization and the changed relationship between community organisations and the state.

In Whose Interests? concluded that this 'marketisation' and competitive tendering is counter to the objectives and fundamental principles of community work, which involves analysis of social and economic situations, local identification of community needs, development of local strategies to address them and collective action for change arising from this analysis. Increasingly, services and activities which have been initiated, developed and delivered by community organisations will be subject to competitive tendering. This means that the scope for these organisations to be innovative, to engage in new initiatives, or to test and model new approaches is less likely. As service providers, they will be responding to pre-defined programmes and activities and contractual provisions. A further and significant concern is the potential that community development organisations may have to compete with private sector interests in the delivery of these services and initiatives.

The report highlighted that, even where the contract is awarded to existing contract holders after a competitive tendering process, as was the case following the SICAP tendering process, the contracting arrangement fundamentally changes the relationship between the state and funded organisations from one of active participant, enabler and agent for change, to passive service delivery agent working on behalf of the state. *In Whose Interests?* suggests that programmes and initiatives designed to address social exclusion, poverty and inequality using community development approaches, should be viewed and treated as a Social Services of General Interest and exempted from tendering processes. It recommends increased monitoring of the impact of procurement on the outcomes of programmes and social inclusion initiatives to address the needs of marginalised communities.

The Social Inclusion and Community Activation Programme was established in 2015. It replaced the Local and Community Development Programme (LCDP) 2010-2014, which, as mentioned previously, had replaced the Local Development Social Inclusion Programme (LDSIP) and the Community Development Programme.

The vision of SICAP is to improve the life chances and opportunities of those who are marginalised in society, living in poverty or in unemployment through community development approaches, targeted supports and inter-agency collaboration, where the values of equality and inclusion are promoted and human rights are respected.

The aim of SICAP is to reduce poverty and promote social inclusion and equality through local, regional and national engagement and collaboration.

SICAP has three goals:

1. To support and resource disadvantaged communities and marginalised target groups to engage with relevant local and national stakeholders in identifying and addressing social exclusion and equality issues;

2. To support individuals and marginalised target groups experiencing educational disadvantage so they can participate fully, engage with and progress through life-long learning opportunities through the use of community development approaches;

3. To engage with marginalised target groups/individuals and residents of disadvantaged communities who are unemployed but who do not fall within mainstream employment service provision, or who are referred to SICAP, to move them closer to the labour market and improve work readiness, and support them in accessing employment and self-employment and creating social enterprise opportunities.

SICAP also has three horizontal themes that relate to the core principles that cut across and have relevance to all areas of SICAP:

1. Promoting an equality framework with a particular focus on gender equality and anti-discrimination practices.

2. Applying community development approaches to achieve the participation of disadvantaged and marginalised communities in the wider local development context.

3. Developing collaborative approaches with local (through the LCDC) and national stakeholders to improve how mainstream policies and programmes are delivered so that they have a more positive impact on the socially excluded.

SICAP Targets

Disadvantaged Children and Families

Lone Parents

New communities including refugees and asylum seekers

People living in disadvantaged communities, identified as areas that are classed as disadvantaged, very disadvantaged and extremely disadvantaged on the Pobal HP Deprivation Index

People with Disabilities

Roma

Travellers

The Unemployed - including those not on the Live Register

Low Income Workers/Households

Young unemployed people living in disadvantaged areas

NEETs – Young people aged 15- 24 years who are not in employment, education or training

Women are not listed as a separate target group because, it is argued; they are eligible under the existing target groups and the gender equality principle, which is one of the three core principles that underpins all SICAP work, should be inherent within each of these target groups[10]. Older people (aged 65 years and over) are not a target of SICAP. The issues associated with these omissions are explored in following sections.

Funding

SICAP is funded by the Department of Housing, Planning, Community and Local Government with co-funding from the European Social Fund (ESF), including a special allocation under the Youth Employment Initiative (YEI). The programme budget from April to December 2015 was €26.8 million. The budget for 2016 was €35.8million[11].

Management and monitoring

As stated, the Local Government Reform Act 2014 provided for the establishment of Local Community Development Committees in each local authority area. Following the decision of the then Department of Environment, Community and Local Government to assign the LCDCs as the contracting authorities, SICAP was awarded to what are referred to as Programme Implementers (PIs) after a competitive tendering process for the delivery of the programme. As part of the tendering process, a budget and set of associated targets under each area of work were assigned to each 'lot'[12]. Prospective tenderers were asked to indicate their capacity to achieve the targets within the budget specified.

LCDCs are the Contracting Authorities that manage and administer SICAP and direct funding to the programme implementing organisations. They are the key decision-makers at local level and have responsibility for monitoring compliance in respect of financial management and performance monitoring. LCDCs also have responsibilities for decision-making in regard to the annual performance review and the annual planning process. Local authorities are a party to the contract with the Programme Implementer and have responsibility for administering the SICAP bank accounts and issuing payments, subject to the approval of the relevant LCDC[13].

SICAP Annual Report

In 2016, Pobal published the 2015 SICAP End of Year Report based on information from the Integrated Reporting and Information System (IRIS) and the commentary included in the End of Year Progress Reports prepared by SICAP implementing organisations that outlined key achievements, challenges and barriers, lessons learnt and their issues relating to programme delivery. It also included a number of case studies.

The report indicated that in the nine months to the end of 2015, SICAP supported 2,506 Local Community Groups and 36,854 individuals, slightly below the programme targets but still a significant number of communities and individuals. The report concluded that, already, in the early stages of the new programme, SICAP 'is showing promising improvements in the delivery of social inclusion interventions when compared to its predecessor LCDP'[14]. It goes on to conclude that SICAP supported a higher percentage of people living in disadvantaged areas, people who had lower levels of educational attainment and a higher percentage of, what are referred to as, long-term unemployed clients. The report noted strong collaboration and engagement of PIs with local stakeholders as a larger number of referrals came from government bodies, state agencies and Local Community Groups. Also, the report states, there is evidence of Programme Implementers adapting to accommodate the shift of emphasis from grant aid towards expertise driven supports[15].

[10] Pobal SICAP: Programme Requirements 2016 V1.7
[11] https://www.pobal.ie/fundingprogrammes/social%20inclusion%20and%20community%20activation%20
    programme%20(sicap)/pages/more-sicap-information.aspx
[12] 'Lots' refer to the catchment area of the programme. There are 51 contract areas under the current programme.
[13] Pobal (2016) Social Inclusion and Community Activation Programme 2015 End of Year Report
[14] Pobal 2016, Social Inclusion and Community Activation Programme 2015 End of Year Report, p. 113-114
[15] Ibid

CWI members directly and indirectly engaged in SICAP, have from the outset, reported difficulties under the SICAP programme in undertaking meaningful and effective community development work. It was in this context that CWI, in response to requests from CWI members, undertook this review of community work under SICAP, based on the experience of CWI members and others engaged with the programme.

In undertaking this research, CWI was keen to explore the strengths and the factors that enable community work in SICAP so that these might be built-on in the new iteration of the programme. The research also explored what participants view as the main weaknesses or the factors that constrain community development.

Research Findings

As outlined above, the vision of SICAP is to improve the life chances and opportunities of those who are marginalised in society, living in poverty or in unemployment through community development approaches, targeted supports and inter-agency collaboration, where the values of equality and inclusion are promoted and human rights are respected.
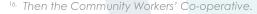
SICAP has three goals – the first is commonly referred to as the community work goal, the second as the education goal and the third as the labour market activation goal. The programme also has three horizontal themes that relate to the core principles that cut across and have relevance to all areas of SICAP – equality, community development and collaboration.

The programme outlines a series of objectives, expected outcomes, headline indicators and programme indicators. Goal 1 of the current programme is to support and resource disadvantaged communities and marginalised target groups to engage with relevant local and national stakeholders in identifying and addressing social exclusion and equality issues.

The objectives are:

Objective G1.1   To support and promote the community engagement of disadvantaged target groups across the life-cycle

Objective G1.2   To support the development of local community groups which promote equality and social inclusion in local, regional or national context

Objective G1.3   To support disadvantaged communities and individuals to enhance their participation in local, regional and national decision-making structures

Objective G1.4   To develop and facilitate strategic collaborative frameworks and networks as part of a dialogue for developing solutions to social exclusion.

In its design, community development was identified as central to how SICAP envisioned achieving its aim of reducing poverty and promoting social inclusion and equality through local, regional and national engagement and collaboration. As well as being a goal in itself, it is a horizontal theme that underpins the other goals. At the time the programme was first unveiled, Community Work Ireland[16] welcomed the programme design and saw it providing a significant improved foundation for social inclusion work in Ireland.

[16.]   *Then the Community Workers' Co-operative.*

In relation to the programme design, the participants in the research for this project generally felt that the vision, aim and goals of SICAP are well articulated and intentioned. The horizontal themes are believed to be useful because they indicate an intention that all the work carried out under the programme should be informed and underpinned by equality, community development and collaboration. A number of responses indicated that SICAP implementing organisations are making the most of this where possible. A small number stated that the integrated nature of the programme including community development, educational supports and supports to progress towards employment or enterprise is valuable and can allow for cross-referral between goals so that people are supported in some cases to move from employment or training supports to community development activities.

Goals are clearly stated and specific and well intentioned.

SICAP goals are currently configured to provide the scope for developing and delivering area based inclusion focused work.
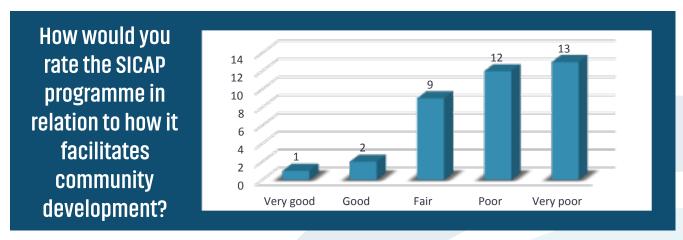
There is great potential with the SICAP programme if the implementers had a full understanding and commitment to working from community work principles instead of working to tick boxes.

The acknowledgment of the horizontal themes - equality, community development and collaboration - is probably its main strength. However, it remains as lip service as the programme as it stands does little to enhance any of the themes.

We focus on community development work in goal one under the following actions and activities, but we also strive to ensure that community development underpins the work that we do in goals 2 and 3, as appropriate given that community development is a horizontal theme of the programme.

Despite this, a significant majority of research participants were critical of how SICAP enabled community work. In seeking to develop an evidenced-based understanding for why this was the case, this research explored the extent to which SICAP has achieved the expected outcomes under Goal 1. Survey respondents were asked to give SICAP a general rating in relation to how it facilitates community work and to rate the extent to which SICAP facilitated the achievement of the expected outcomes.

FIGURE 1: RATING OF SICAP IN RELATION TO COMMUNITY DEVELOPMENT

How would you rate the SICAP programme in relation to how it facilitates community development?

TABLE 1: ACHIEVING EXPECTED OUTCOMES

Answer Options	Yes	To an Extent	No
Increased identification, co-ordination and representation of local needs through more area-based planning and service delivery?	1	15	20
Increased engagement by local community groups in community development issues relating to social inclusion and equality?	3	13	20
Increased participation in social, cultural and civic activities by SICAP target groups?	6	19	12
Support to local community groups to become more effective organisations in working to promote social inclusion and equality?	3	16	17
Increased capacity of local community groups to address the needs of the disadvantaged communities they represent?	3	17	16
Greater representation and participation in decision-making structures of SICAP target groups at local, regional and national level?	3	12	20
Strengthening of collaborative networks and frameworks between community groups and service providers - resulting in initiatives to address social exclusion and inequality?	5	15	15

In general, as both Figure 1 and Table 1 illustrate, the majority of research participants rated SICAP relatively poorly with regard to Goal 1. They believe that SICAP is poor or very poor in facilitating community development and that SICAP facilitated the achievement of the expected outcomes only to an extent or not at all. In responding to questions on the strengths of SICAP, the majority of research participants including during focus group discussions stated that they struggled to identify any positive elements of SICAP in relation to its facilitation of or support for community development. In identifying positive aspects of their work, they tended to focus on non-SICAP related issues such as the ethos of their organisations, the commitment of workers to community development, and the diversity of skills and experiences brought to the SICAP programme by organisational teams.

It is acknowledged that this appears to run contrary to what is presented in the 2015 SICAP End of Year Report. The research provides some further insight into why this is the case.

Emerging Issues

The key issue that emerged from the research is that the model of programme implementation is a central factor in impeding community work.

As outlined, the model of tendering and the awarding of contracts for the implementation of SICAP was a departure from the grant-giving model used heretofore. It required prospective tenderers to indicate their capacity to achieve centrally devised targets that were assigned to their lot within the budget specified. The responsibility of being the contract holder was delegated to the Local Community Development Committee. This research highlighted a number of consequences to this new way of working.

Emerging Issue No.1 Targets

> Excessively high targets and highly prescriptive programme...It is difficult to marry disadvantaged communities with overly structured outcomes.

The competitive nature of the process meant that tenderers responded to the targets as they were presented. The issue of targets was one of the main challenges identified in this research. A number of elements to this challenge were identified as outlined below.

Responsiveness to local need

When the programme went out to tender, the targets to be met were centrally devised. While there have been some minor changes, the targets have generally remained as they were at the time of tendering. This has resulted in increasing difficulty for many programme implementing organisations for a number of reasons.

> A key problem with SICAP is that there is no opportunity to respond to emerging needs. In the [name of area] the gangland violence emerged in a significant way but SICAP does not allow us to adapt. We did the work anyway but it was additional to the SICAP work.

First, the targets are programme targets. They are not based on local needs analysis and therefore assume a uniformity, ignoring that there are specific issues in different areas. This is a significant issue for many who indicated that they have to do work prescribed by their targets even when there were far greater priorities in their communities. They stated that they are often not able to respond to issues in their communities or they respond but the work is not counted. They consistently reported work with communities that is not counted towards their targets but that they undertake because these are the real issues in their communities.

Second, the rigidity and lack of flexibility of the targets is also a significant issue stifling as it does, the ability to respond to new and emerging needs in communities. Research participants indicated that they are often unable to respond to the emerging needs of their communities, and having to prioritize the targets that were set. Some of the issues highlighted included, homelessness and the housing crisis, violence, and mental health issues. A number of organisations reported being sanctioned for not reaching their targets even when they were able to report other work that responded to the needs of their communities more effectively.

> Pobal maps are not an appropriate tool on their own to identify social exclusion, particularly in rural areas.

The sole reliance on the HP Pobal Deprivation Index[17] as the indicator of disadvantage targeted by SICAP was also criticized. A number of respondents stated that the index is not appropriate as the sole indicator of disadvantage in rural areas. Others noted that, even in urban areas, disadvantage is no longer as spatially concentrated as it might once have been, a consequence of low levels of social housing construction and the payment of rent supports to people living in private rented accommodation, often in relatively affluent areas. This can result in people who are disadvantaged or living in poverty not qualifying for support under SICAP.

---

[17] *The Pobal HP Deprivation Index is a method of measuring the relative affluence or disadvantage of a particular geographical area using data compiled from various censuses -* *https://www.pobal.ie/Pages/New-Measures.aspx*

Unrealistic Target Levels

The competitive nature of the tendering process led to many SICAP implementing organisations committing to achieve targets that emerged as unrealistic early on in the process to which they were tied for the duration on the programme.

High targets for individual work also limits scope and time for strategic, collaborative, integrated and sustainable work at community level.

Current targets and measurement methods are a disincentive to work with the most disadvantaged and complex cases, because an individual/or community group is counted after two interventions and carries no more weight if more work is done. This leads to working with those individual and community groups who require the least number of inventions rather than supporting those who need extensive support, because in the current system extra work has no more value, nor will it draw down extra resources. This allows for the gaming of the system, dealing with the easier participants.

This pressure to meet the targets has, it is argued led to a focus on the quantity rather than the quality of the work. Research participants stressed that they are not able to give the necessary time to community development or to using community development approaches. Community development is a process, requiring a range of measures and approaches to address the embedded issues experienced by marginalised communities. Participants pointed to the intensity of work required with marginalised groups and communities to build capacity and address the causes of poverty and inequality. They stated the time required to do this is not possible under SICAP as a consequence of the targets that have to be reached. Research participants indicated that real community work had been replaced by 'box-ticking' exercises to ensure adequate numbers. They reported focusing on community education or labour market activation activities rather than initiatives that bring about lasting change for communities. They reported that engagement with local community groups has fallen in many areas as the programme fails to respond to new and emerging local needs. A number noted that long-standing relationships between community workers and communities have been damaged as a result of the changed nature of the work.

The programme tends to push PIs to go for quick "hits" such as short courses in order to meet annual targets set. This takes away from the pre-development work, and the timeframe required to engage effectively with those who are most disadvantaged. There is too much of a focus on capturing quantitative outputs as opposed to qualitative indicators.

Community development involves actively identifying the needs of communities and ways to address those needs, whereas SICAP is a pre-designed programme with prescribed targets, which does not allow for flexibility. SICAP 2 needs to address this and strengthen community development. The rigid targets and focus on activation is contrary to a community development approach.

One of the key potential risks of tendering identified in the *In Whose Interests?* report was the danger of cherry-picking. 'Cherry-picking' or 'parking' of, what are referred to as, clients occurs when groups or individuals most likely to achieve positive outcomes are prioritized or receive the greatest focus[18]. A significant number of research participants indicated that this is a reality for them in their work. They indicated that the pressure to reach the targets is so great that they have no option but to work with those that need the least intensive support. Clearly this is an unintended consequence of a programme that seeks through community development approaches, to improve the life chances and opportunities of those who are marginalised in society, living in poverty or in unemployment. It is also a significant barrier to undertaking community development under the programme.

Omissions

Participants noted omissions which should be included in future SICAP targets, including older people and disadvantaged women.

The documentation on programme requirements indicate that women are not listed as a separate target group because they are eligible under the existing target groups and the gender equality principle, which is one of the three core principles that underpins all SICAP work, should be inherent within each of these target groups. Despite the fact that the SICAP guidelines state that, 'PIs need to ensure that they are pro-active in targeting women and design specialised actions for women'[20], a number of research participants stated that marginalised women are receiving little focus. They state that the removal of the category 'marginalised women and disadvantaged women' as a target group under key funding streams has denied essential community supports to many women and women's organisations, particularly those experiencing multiple disadvantage such as Traveller women or disabled women.

Similar issues arose in relation to older people, with one respondent referring to the omission of older people as 'incomprehensible'. Participants pointed out that social exclusion can be cumulative and older people can face significant disadvantages, including isolation and mental health issues which are not addressed by public services or by the current SICAP programme.

> **Disadvantaged and marginalised women are no longer a target group as they were in LCDP and LDSIP. Even though gender equality is a horizontal theme, there is not the same rigor applied in how this is reported and monitored. The focus of the programme is on meeting the key performance indicators and individual and local community group targets. Until disadvantaged and marginalised women are reinstated as a target group, resources both financial and human will not be distributed or directed to either disadvantaged women or local women's groups.**

[18] *Community Work Ireland, 2015. In Whose Interests? Exploring the Impact of Competitive Tendering and Procurement on Social Inclusion and Community Development in Ireland*
[19] *Pobal SICAP: Programme Requirements 2016 V1.7*
[20] *Ibid*

Emerging Issue No.2 Focus

In Whose Interests? identified that the introduction of competitive tendering can 'result in an increased focus on bidding, where market-based demands take preference over other aspects of work, such as policy development, campaigning and advocacy'[21]. SICAP programme guidelines state that '*SICAP has a broad scope and goes beyond focusing on just one outcome, such as getting people into jobs*'[22]. However, the evidence from this research indicates that the nature of the programme has resulted in a significant prioritisation of labour market activation to the detriment of work to address social exclusion and poverty. There were a number of reasons suggested for this.

The issue of unemployment and joblessness is a key focus of policy in Ireland. *Pathways to Work* is one of the key government strategies in relation to unemployment. Its goal is to ensure that as many jobs as possible go to people on the Live Register[23]. The ESRI report on work and poverty made the link between jobless households and poverty and suggested labour market activation of adults in jobless households needs to be emphasised as a means of exiting poverty in the long term[24]. With this policy direction dominant, research participants reported feeling pressure to focus resources on Goal 3 of the programme to the expense of the other goals.

SICAP is charged with working with individuals and collectively with groups and communities. In a number of programme implementing organisations, staff members are required to work across goals, so, for example, a worker may have targets under Goal 1 and Goal 3. In this scenario, many research participants reported that it is easier to focus on the individual work rather than the more intensive collective work.

> SICAP is currently focused predominantly on activation into the formal workforce, regardless of capacity/personal circumstances (care responsibilities) and conditions of work that impact more on the lives on women.

> While the programme documentation gives the impression that the main thrust of the programme is on community development and using community work approaches to bring marginalised people and communities closer to the labour market and education, the reality is that it is primarily a labour market activation programme. While acknowledging their importance in addressing poverty and disadvantage, social inclusion must be understood to be more than engagement in education, training and employment.

The outcome of this is that the focus of the programme is on individuals, primarily in their progression towards the labour market, and not on collective work to address the causes as well as the symptoms of inequality, poverty and social exclusion based on the values, ethos, principles or practice of community work. Research participants suggested that the provision of unemployment supports is now a 'crowded space', particularly since the roll-out of Intreo[25] and JobPath[26] services. There was a view that employment supports should be maintained under the new programme but there should be a refocus on those most distant from the labour market and the priority focus of the new programme should be community development work.

> There has been a shift in the relationship with state agencies following on from tendering for the SICAP programme and the Local Development Companies coming under the LCDCs. We are no longer viewed as partners in addressing issues or as equal players. Instead we are viewed as subservient. This makes it more difficult when trying to organise initiatives or gain support.

[21] *Davies, 2011 cited in In Whose Interests?*
[22] *Pobal SICAP: Programme Requirements 2016 V1.7*
[23] *Pathways to Work 2016 – 2020, Department of Social Protection*
[24] *Watson, D, Maître, B and Whelan, C.T. (2012) Work and Poverty in Ireland: An Analysis of the CSO Survey on Income and Living Conditions 2004-2010, Social Inclusion Report No. 3. Dublin: Department of Social Protection.*
[25] *Intreo is a single point of contact for all employment and income supports -*
https://www.welfare.ie/en/pages/intreo_home.asp
[26]*JobPath is an approach to employment activation which caters mainly for people who are long-term unemployed (over 12 months) to assist them to secure and sustain full-time paid employment or self-employment -*
https://www.welfare.ie/en/Pages/JobPath.aspx

Emerging Issue No.3 Contracting, Management & Changed Relationships

As stated above, SICAP is managed and monitored by the Local Community Development Committee (LCDC). The LCDC is the contract holder and the SICAP implementing organisations are contracted to deliver the services to a specific number and range of targets. In *Whose Interests?* highlighted the changing relationships between organisations and the State as a risk of tendering arrangements. Perhaps even more significantly, it also highlighted that 'the reshaping of relationships between the voluntary sector and the state, and the consequent loss of independence, poses the risk that many may be reluctant to criticize public policies for fear of losing funding'[27]. *In Whose Interests?* articulated the concern of many at the potential of competitive tendering to damage relationships between organisations at local level.

> SICAP has resulted in significant loss to the autonomy and ability to respond to the needs of the communities. We are now viewed solely as 'contractors', 'contracted' to deliver a set of centrally designed services to a centrally prescribed number and range of targets.

One of the objectives of Goal 1 in SICAP is to develop and facilitate strategic collaborative frameworks and networks as part of a dialogue for developing solutions to social exclusion. However, this research indicates that collaboration has deteriorated and relationships have been damaged in a number of areas.

Research participants highlighted that the competitive element to SICAP as a result of the tendering process has made organisations wary of collaboration, significantly reducing opportunities for integrated work which existed prior to the SICAP programme. The greater emphasis on numbers has resulted in many organisations protecting their work to the detriment of collaborative approaches to addressing need.

Research participants also reported significant changes to relationships at local level, with Local Development Companies no longer being viewed as an equal partner by agencies and the local authority, again reducing opportunities for meaningful collaborative or innovative approaches. The role of programme implementing organisations is regarded in a number of areas as being solely to implement the targets with little say in the work they carry out as opposed to being viewed as stakeholder, partners and collaborators with expertise in addressing socio-economic issues.

> The programme lacks the capacity or drive to provide a clear policy analysis on the structural inequalities that exist for the communities that the programme operates in. There is a clear lack of an advocacy focus to build a collective analysis of all the individuals that interact with the programme to inform the national policy agenda.

[27] *Charity Commission (UK) 2007 cited in In Whose Interests?*

They pointed to the fact that their role should never be reduced to one of contractor to deliver services. They stated that they, as community workers working within a local development context, are rooted in and have a deep commitment to the communities in which they work. For them, the work undertaken is about far more than box-ticking, outputs or achieving externally set targets. It is about relationship building and building the capacity of marginalised communities to achieve social change and positive outcomes and impacts. Reducing their role to one of contractor, they stated, does a disservice to the communities they work with.

A number of research participants identified that they are increasingly reluctant to be overtly critical of national or local policies for fear of being looked on less favorably in forthcoming tendering processes. They stated that the new relationship as contractor has undermined their independence and autonomy and the focus of their accountability is now primarily to the funder as opposed to the communities in which they work and the current and emerging priorities of those communities.

> **[It is a weakness] that it is monitored and administered by the LCDC who have limited understanding of community development and social inclusion.**

Others highlighted the role of the LCDCs, stating that they believe that the role assigned to the LCDC is inappropriate. The knowledge and expertise required to manage a programme such as SICAP, it is argued, is not present on the LCDCs, and there is no institutional expertise in relation to community development or local development within local authorities. Even where there are individuals with some knowledge, the time required to adequately monitor the programme cannot be committed by a group of LCDC voluntary members. A number of people were critical of the style of LCDC monitoring referring to it as 'top-heavy'. others described LCDC staff as 'micro-managing', attempting to have a direct say in the work of SICAP employees.

Emerging Issue No.4 Measuring, Administration and Information Collection

While the measurement of outputs is relatively straight forward, the measurement of outcomes and impact has always been more challenging. Under SICAP, the IRIS (Integrated Reporting and Information System) is managed by Pobal and all programme implementing organisations are required to submit details of their work on the system.

> It's great to be forced to count the work (even though the system is not great).

While there was agreement amongst research participants that it is vitally important to measure the work of the programme and to capture the outputs of the work, the current systems and processes were criticised from a number of perspectives.

> Within the SICAP programme there is often nowhere to capture in detail the intensity of the work being done. The IRIS system does not capture the true nature of fundamental elements of community development or societal value.

A significant number of research participants were critical of the current system for its focus on quantitative outputs rather than qualitative inputs and outcomes, stating that it is not fit for purpose and fails to capture the true nature and intensity of the work that is actually required to build social inclusion and tackle the causes and effects of poverty and inequality. The focus on numerical or quantitative information as the principal means of measuring outcomes was seen as particularly problematic.

Many participants questioned the amount and relevance of the personal information that must be gleaned from each, what are referred to as, client, stating that the amount of information required was very 'off-putting', posing a barrier to participation for some. Participants believed that there is little understanding of the requirement to build up trust with individuals and communities, stating that when they have to begin asking for personal information at the start, it can be intimidating for people.

The 'burden' of administration was significantly criticised with many stating that the time spent on administration was distracting from time spent on 'real work'.

> We would question the relevance of the data collected, for example if a retired lady who has just left an abusive relationship is participating in a 6-week sewing class to get out of the house and build her confidence what relevance is her employment history and her goals for 6 months?

Conclusions

The research set out to explore community work under the SICAP programme, and in particular the impact of commissioning on community work under what is, arguably, the largest social inclusion programme in the country. In its analysis of programme design, this report suggests that while some improvements might be made, the overall design of the programme is largely robust and the focus on community development as a goal and a horizontal theme continues to be welcome.

The SICAP End of Year report 2015 suggests that when the programme is reviewed against achieving targets or outputs that are quantitatively measured, it can be regarded as relatively successful. If, however, a more qualitative analysis is applied, this research suggests, the picture that emerges is quite different. This report presents evidence that the programme has not and cannot in its current format, facilitate the achievement of its vison, goals or objectives in relation to community development.

This research identifies that it is the model of implementation, tendering, and its consequences that are failing to create the conditions for a successful programme. Programme implementing organisations have no option but to focus on targets and outputs to the significant detriment of community work. Community workers and organisations are reduced to doing whatever needs to be done to achieve targets, regardless of what is truly needed and required by communities. Reports of cherry-picking of those requiring the least intensive support and parking those that require the most intensive supports were common. This cannot continue into a new programme.

Drawing on international evidence presented in *In Whose Interests?* and the new evidence on the Irish situation presented here, it is apparent that competitive tendering is not compatible with the nature, principles, characteristics and values of community work. In fact, based on the evidence presented, we would suggest that competitive tendering is fundamentally at odds with the principles and practice of community work, and will undermine the role and potential of community development to address inequality and social exclusion in Ireland.

Autonomous community work in Ireland has, in recent years, been subjected to a significant level of erosion. Community development, it was argued by those participating in the primary research for this report, needs to be independent and autonomous if it is to serve, empower and give voice to the most marginalised and minority communities.

As is highlighted in *In Whose Interests?*, community development is not an activity or a service that can be 'delivered to' a community. When community work is configured as a service to be delivered under contract by community organisations on behalf of the state, it fundamentally changes the role of the community organisation and the relationship it has (a) with the state and (b) more crucially, with the community. It implies that the primary reporting relationship will be to the state, rather than to communities, and therefore in the exercise of its 'contract', the organisation becomes an agent of the state. This is wholly incompatible with community development processes and principles that seek to enhance participation and empowerment of communities experiencing disadvantage, who independently engage in responses to the issues they are facing.

The question of whether there is an alternative to the current policy direction and whether there is the will on the part of policy makers to change remains. *In Whose Interests?* explored the concept of Social Services of General Interest as a way of differentiating work to address poverty, social exclusion and inequality from other service provision. Community development should not be considered as an economic activity or a service, and as such, competitive tendering, which has the potential to lead to the privatisation of community development and any form of social inclusion work, should be ruled out. As it is not an economic activity, there appears to be no legal basis for procurement regulations to apply to community development.

It is further apparent that there is, in fact, no impediment to community work being funded by the state through grant allocation. Many of the same community organisations that have tendered for the SICAP programme, for example, continue to receive grant funding from the State. It would appear that the decision to pursue competitive tendering was more to do with policy direction than legal imperative. There is no reason, apart from current policy priorities, why funding for community development and social inclusions programmes cannot revert to grant-aid from the state, its government departments or intermediaries.

Recommendations

This research has identified a number of key factors and areas for consideration which should inform the development and implementation of SICAP II.

The overall recommendation is that:

> **...all programmes and interventions to address poverty, social exclusion and inequality be exempt from tendering processes on the basis that they are Social Services of General Interest and on the basis that the impact of tendering fundamentally and regressively alters the way in which they are implemented in practice.**

However, in undertaking the review and consultation for the design of the new iteration of SICAP, the Department of Housing, Planning, Community and Local Government have consistently stated that the intention is not to make significant changes to SICAP for the new iteration of the programme, rather it is to fine-tune the current programme. In that context, the following recommendations arise from the research;

Mitigating Risks

The programme should address the unintended consequences associated with the competitive tendering model identified in this research and named as potential risks in *In Whose Interests?* including those of cherry-picking, prioritising work that is least intensive, loss of autonomy and the regressively altered relationship between community organisations and the state.

Promoting and Facilitating Quality Community Work

The programme should be informed by the *All-Ireland Standards for Community Work*. The understanding of community work and its implications for funders, practitioners, employers and managers should be overtly stated in the programme design and included in monitoring mechanisms.

Using Standards as a benchmark, applicants to implement the programme should be required to state how community work will be implemented across the programme.

Evidence of participation, consultation and engagement processes, particularly with marginalised communities, should form part of the application and the assessment processes.

The range of skills required to undertake community work should be acknowledged and programme implementing organisations should be required to demonstrate that relevant staff are qualified and skilled in the area of community development. While no substitute for qualified workers, capacity building should be undertaken where there are skills deficits.

Flexibility to facilitate work on new or emerging issues should not only be allowed, it should be encouraged. Innovative and creative approaches to addressing deeply ingrained social problems should be encouraged. Examples of good practice should be shared and implementing organisations should be required to state how they are going to innovatively address similar issues in their catchment areas. This could be facilitated by the provision of grants by programme implementing organisations to local community groups.

Identification of and response to local targets based on local need and circumstances should be facilitated.

Links with National Policy

Programme implementing organisations should be required to demonstrate their intention to meet their commitments under the Public Sector Duty to eliminate discrimination, promote equality, and protect human rights.

The links with national policies and targets should be retained.

Parent departments should instruct their agencies and local organisations that collaboration to achieve the SICAP goals is required. SICAP implementing organisations should be viewed as full partners in all processes.

All implementing organisations should be required to implement the ethnic identifier developed by Pavee Point.

Build in a requirement that implementing organisations make evidence-based contributions to national policy where appropriate.

Capacity

The research indicates a number of issues with the current role of LCDCs in the SICAP Programme. However, since LCDCs are established under legislation they are likely to remain a key part of the local infrastructure. If the LCDC is to remain as the contract holder, the LCDC Chief Officer and all staff must have knowledge and understanding of community development. Substantial efforts need to be made to ensure that those charged with monitoring the programme understand the values, principles and processes of community development and social inclusion work. They also need to understand their potential role in advocating and shaping the programme to respond to local needs.

Provide for collective capacity building and learning opportunities on a regional and national level.

Targeting

Implementing organisations should not only be allowed but required to demonstrate a focus on marginalised communities identified at local level.

Women and older people should be explicitly included in the list of targets.

Reduce the level of the targets to acknowledge the intensity of the work required to address poverty, social exclusion and inequality.

Measurement and Evaluation

Differentiate between outputs, on which the current model of targets focuses, outcomes and impacts and allow for the work necessary to achieve outcomes and impacts. The programme needs to value and recognise that outreach and pre-development work is needed in order to engage the most disadvantaged in our society and this is a long-term process. Narrow definitions of what counts as progression can be restrictive. Progression can and should include increased participation in family and community and increased confidence to access further support, services, education or training.

Build on the resource allocation model and allow for flexibility in relation to the measures of spatial disadvantage.

Develop a new system of measurement that captures the work involved.

Each of the recommendations made above indicate areas for further research and investigation and will remain an ongoing part of CWI's follow up work and engagement with all stakeholders involved.

REFERENCES

Community Work Ireland (2016). All Ireland Standards for Community Work, All Ireland Endorsement Body for Community Work Education and Training.

Centre for Effective Services (2015). Commissioning in Human, Social and Community Services - A Rapid Evidence Review.

Charity Commission (2007). Stand and deliver: the future for charities providing public services. Liverpool: Charity Commission cited in In Whose Interests.

Community Work Ireland (2015). In Whose Interests? Exploring the Impact of Competitive Tendering and Procurement on Social Inclusion and Community Development in Ireland.

Davies, S (2011). Outsourcing, public sector reform and the changed character of the UK state-voluntary sector relationship. International Journal of Public Sector Management, vol. 24, no.7, pp.641-649 cited in In Whose Interests.

Department of Environment, Community and Local Government (2012). Putting People First: Action Programme for Effective Local Government.

Department of Expenditure and Public Reform (2013). Circular 16/13: Revision of arrangements concerning the use of central contracts put in place by the National Procurement Service.

Department of Public Expenditure and Reform (2015). Public Consultation on Commissioning Human, Social and Community Services.

European Commission (2010). Buying social: a guide to taking account of social considerations in procurement. Brussels: DG Employment, Social Affairs and Equal Opportunities and DG Internal Market.

Fiedziuk, N (2013). Putting services of general economic interest up for tender: reflections on applicable EU rules. Common Market Law Review, 50, 87-114.

Joseph Rowntree Foundation (2008). Lessons from contracting out welfare to work programmes in Australia and the Netherlands. Research carried out by Dan Finn, University of Portsmouth.

Department of Social Protection. Pathways to Work 2016 – 2020.

Pobal (2016). Social Inclusion and Community Activation Programme 2015 End of Year Report.

Pobal SICAP: Programme Requirements 2016 V1.7.

Third Biennal Report on Social Services of General Interest, Commission Staff Working Document, Brussels, 20.2.2013 SWD (2013) 40 final.

Watson, D, Maître, B and Whelan, C.T. (2012) Work and Poverty in Ireland: An Analysis of the CSO Survey on Income and Living Conditions 2004-2010, Social Inclusion Report No. 3. Dublin: Department of Social Protection.

Whitfield, D (2006) A Typology of Privatisation and Marketisation, ESSU Research Report No.1. Adelaide: European Services Strategy Unit.