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Making Centralised Data work for Community Development: an Exploration of Area-Based Training Programmes in a Unified Framework

by

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Abstract

Data relating to community development activities is often decentralised in nature and does not easily facilitate any national level analysis. Given non-trivial spending in this area and increased pressure to show value for money in all areas of government expenditure, there is increased pressure for some measurement and assessment of community level spending. In Ireland, a single body, Pobal, coordinates a large proportion of community development activity under a national community development programme. The Local and Community Development Programme (LCDP) represented a central component of Ireland's funding for community development which aims to tackle poverty, social exclusion and long-term unemployment through local engagement and partnerships between disadvantaged individuals, community organisations and public sector agencies. This 'bottom-up' structure aims to enable participation by citizens in the design, planning and implementation of interventions at a local level. Organisations in receipt of funding under LCDP must record their activities within a single database. The availability of this data provides a unique opportunity to address a number of key questions, in a unified framework, regarding community development spending that will help inform policy both in Ireland and elsewhere. Specifically, the paper explores the relationship between community development training and goals and the links between provision and social deprivation, geography and cost. It also considers the extent to which the general requirement to demonstrate value for money in the public finances could, and/or should, be extended into the community development realm.

Keywords: Community Economic Development; Training Course Provision; Evaluation.

1. Introduction

Within the economics literature, there is no formal model generally accepted for analysing community development and the economic processes that underpin it and, as a result, the outcomes are often poorly understood. Community development cuts across several disciplines and spans several areas of economics. Within economics, it is linked to growth theory, spatial economics and market analysis (output markets, factor markets etc.) (see Shaffer *et al.* (2004) for a complete discussion). While, for example, economic development is at the core of growth theory, community development has a multitude of objectives including increasing local participation and empowerment (see, for example, Fung and Wright (2001)), improving community health and well-being (see, for example, Lackey *et al.* (1987)) increasing peoples' work readiness and employment prospects etc. in addition to economic development. As such, the area of community development is rarely subject to the same level of economic scrutiny as other policy areas and this paper seeks to bridge that gap.

Data constraints make it difficult to map the nature and distribution of community development spending at a national level as its decentralised nature means that data collection is typically undertaken in a generally un-coordinated manner that does not easily facilitate any national level analysis. In addition to such practical barriers, there are other ideological arguments opposing the measurement and assessment of community level spending on the grounds that (a) the requirement to work towards the achievement of nationally defined metrics will potentially constrain the democratic nature of the community level decision making process and (b) centralised forms of data capture may fail to adequately measure the rate of community level development and improvement. However, counter to this, there are a number of arguments for improved monitoring and evaluation of the community development sector. First, expenditure in the area is typically non-trivial and, given the financial constraints facing governments in Ireland and elsewhere, increasingly all areas of government expenditure should be subject to greater review and scrutiny. Second, many of the activities of community development organisations fall within the areas of labour market activation and skill formation, which are routinely assessed and evaluated when delivered by centralised government departments.

In Ireland, a large proportion of community development activity in Ireland is co-ordinated by a single body, Pobal, on behalf of the Department of Housing, Planning, Community and Local Government. The Local and Community Development Programme (LCDP) represented a central component of Ireland's funding for community development which aims to tackle poverty, social exclusion and long-term unemployment through local engagement and partnerships between disadvantaged individuals, community organisations and public sector agencies. Organisations in receipt of funding under LCDP must record their activities within a single database, Integrated Reporting and Information System (IRIS). The availability of the IRIS database provides a unique opportunity to address a number of key questions regarding community development spending that will help inform policy both in Ireland and elsewhere.

Within this context, this paper has two related research objectives. The first is to provide a rigorous analysis of the training expenditures of community development providers in a unified framework. The aim is to relate training courses to community development goals and to explore the links between provision and social deprivation, geography and cost. The second objective is to consider the extent to which the general requirement to demonstrate value for money in the public finances could, and/or should, be extended into the community development realm.¹ To our knowledge, this paper is the first attempt to complete such an analysis for Ireland.

The paper is structured as follows: Section 2 outlines the structure of community development delivery in Ireland. Section 3 discusses the IRIS dataset and considers the extent to which training places, expenditures and accreditation vary across course types. It also analyses how the distribution of provision relates to the higher level LCDP programme goals and measures the geographical variation in the distribution of provision by population, deprivation index, programme objectives and costs. Section 4 assesses the extent to which the provision delivered under the programme could and should be subject to evaluation in terms of both individual level outcomes and community level impacts. Section 5 concludes.

¹ Despite an extensive international literature search, we could not find any studies providing formal counterfactual evaluations of community development interventions, administered through community bodies delivered in a bottom-up approach, such as the ones considered in this paper.

2. Pobal and Community Development in Ireland

In Ireland, central spending on community development is channelled through Pobal, which acts as an intermediary for programmes funded by the Irish Government and the EU. The Local and Community Development Programme (LCDP) ran until March 2015. Thereafter it was replaced by The Social Inclusion and Community Activation Programme (SICAP). These programmes aim to tackle poverty, social exclusion and long term unemployment. The lack any major structural change between the two programmes means that, broadly speaking, the overall conclusions drawn from the LCDP data also generally relate to SICAP.

Given the principal role of local government in leading development and delivering public services, it is noteworthy that a range of interventions are being delivered on a localised basis by the local development sector. A wide range of factors including cultural, legislative and historical have resulted in the activity of local development programmes, such as LCDP/SICAP, residing with separate independent structures and based on the 'bottom-up' approach. This 'bottom-up' approach aims to enable participation by citizens in the design, planning and implementation of interventions at a local level.

In 2014, a total of approximately €40 million was distributed to Local Development Companies (LDCs) under the LCDP programme². The vast majority of the funding, approximately 85 percent, was directed towards community based initiatives.³ The remainder of spending was directed at individual level programmes (education and training programmes, personal development courses and labour market activation initiatives) aimed at improving the outcomes of participants across a range of goals. The current paper will focus specifically on the training component of LCDP provision (due to data availability) and is not designed to provide a complete assessment of all interventions.

² See

<https://www.pobal.ie/Publications/Documents/Pobal%20Annual%20Report%20and%20Annual%20Financial%20Statements%202014.pdf> , pg. 66.

³ The training data at hand reflects only a portion of total LCDP activities and, as such, the findings of our study cannot be interpreted as evidence regarding the overall programme effectiveness.

LCDP is a national programme that is led in each county by a Local and Community Development Committee (LCDC). Following a public procurement process, contracts for the implementation of the new programme were awarded by LCDCs to Programme Implementers (PIs) covering 51 geographic areas (referred to as Lots). The allocation of spending across counties and LCDC's are partially determined by a technical Resource Allocation Model (Local Development Company's Resource Allocation Model (LDC-RAM)), a spatial tool that is designed to allocate resources across 18,448 small areas which takes account of a range of factors, of the parent Government Department. The three key criteria at the heart of the model are the relative size of the target population, its demographic profile, and the relative deprivation index⁴ of the population. The model effectively skews the distribution of resources towards areas with a greater concentration of need.

The LCDP programme had four key goals, set by Pobal, and are as follows:

1. Promote awareness, knowledge and uptake of a wide range of statutory, voluntary and community services
2. Increase access to formal and informal educational, recreational and cultural development activities and resources
3. Increase peoples' work readiness and employment prospects
4. Promote active engagement with policy, practice and decision making processes on matters affecting local communities

In order to obtain funding, PIs must submit a range of planned activities consistent with all of the LCDP goals. The LCDP documentation states that direct costs should be apportioned with 35-45% of the total annual budget allocated to each of Goals 2 and 3 while Goal 1 and 4 were each to be allocated 5-15%. Such allocations reflected the national priority given to the areas of tackling unemployment and increasing participation in education and training. Funding of actions to individuals on a one-to-one basis will largely be concentrated around goals 2 and 3. The data at hand will allow us to establish the extent to which these administrative guidelines have been adhered to, at least in

⁴ The Pobal HP Deprivation Index ((Haase and Pratschke, 2012) which takes into account a number of disadvantage measures, such as, joblessness, income poverty, lone parenthood, discrimination, financial difficulty, as well as factoring in urban / rural measures such as migration. 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. A scoring is given to the area based on a national average of zero and ranging from approximately -35 (being the most disadvantaged) to +35 (being the most affluent).

terms of training.

The new SICAP Programme, launched in April 2015, has three goals relating to social disadvantage, education and employment. For convenience, going forward we collapse the four goals of LCDP into three areas, which, broadly speaking, map to the goals under the new SICAP Programme. For the remainder of the paper, we use the following three goals: social inclusion and capacity building (goal 1), education and lifelong learning (goal 2) and employment (goal 3).

3. Data and Analysis

The objective of this section of the paper is to establish, using the IRIS database, how the LCDP resources are distributed across the various goals and to identify patterns with respect to both the distribution of population share and level of social deprivation.

3.1 IRIS Database

The IRIS dataset contains information on individuals participating in LCDP training programmes. The database was designed and maintained by Pobal and holds individual level registration information on characteristics such as age, gender, education and principal economic status. IRIS also contains training provision information (recorded as outcomes), such as course title, duration, whether it is accredited, level of accreditation, awarding bodies and whether a course is completed. To assist the research, Pobal classified the training provision across the areas that captured the bulk of LCDP places and subsequently provided the authors with data files. Within the data⁵, we had information on 21,019 programme participants which represents 81 per cent of all individual case load places⁶ delivered under LCDP in 2014.⁷ This paper focuses specifically on the training component of LCDP provision and, as stated, is not designed to provide a complete assessment of all LCDP interventions.

⁵ All data was provided to the authors in an anonymised format.

⁶ Individuals can access more than one programme simultaneously.

⁷ The remainder 19% of individuals were assisted under programme areas that were sufficiently small as to exclude them for the purposes of this paper.

3.2 Concentration of Resources Across LCDP Training Initiatives

Table 1 details the distribution of training places across programme areas. These courses have been grouped into 30 categories defined by Pobal. The six largest course types accounted for 50 per cent of total places. Four of the six largest course types were in the areas of entrepreneurship/labour market activation, one (IT) was in the realm of lifelong learning and one in personal development. Outside of the largest six, participation across other areas appears highly dispersed with between 1,000 to 68 individuals undertaking such courses across the entire country.

In addition, on average, just 40 per cent of training places are accredited and, of this, less than half are accredited through the national FETAC (now QQI) system.⁸ Arguably, low levels of accreditation will make the monitoring, and possibly the evaluation, of many courses difficult and suggests that the adoption of alternative indicators may be necessary to ensure that programmes are meeting their goals. Within community based education, it is not surprising that high proportions of training are unaccredited given that many are targeted at individuals with very low levels of educational attainment and are designed to act as a pathway into more formal accredited programmes, as well as contribute to other objectives such as personal development, wellbeing and broader community development (Aontas, 2010). Accreditation levels vary by programme area and tend to be highest in the area of lifelong learning such as hospitality and catering, first aid, security, health care etc. Accreditation levels tend to be lowest in areas related to employment services such as enterprise programmes, business planning, pre-employment courses etc. English courses are virtually all unaccredited; however it is likely that these are targeted at individuals with poor English language skills, such as non-Irish nationals and individuals with low levels of literacy.

Providers were asked to give information on both the duration and cost of training programmes. The requisite information was obtained by Pobal for around 50 per cent of total course provision. In order to provide an estimate of the total spend by 30 training areas (bookkeeping, parenting, job seeking etc), we used the information provided on individual courses to generate average estimates for both

⁸ Related table is available on request from the authors.

course duration and cost per place by course type and substituted this information for courses for which no detail had been provided. This process was undertaken at a detailed course levels, and then we aggregated the data to provide an estimated average cost per hour and average duration for each training area. In the case of missing data, the average cost per place by course was estimated as the product of the average cost per person hours and the average number of hours per course for that training area.⁹

Table 1 also provides the distribution of training activities by expenditure. We estimated a total training expenditure of €4.45 million for the 21,019 training places in our data. However, it is important to note that not all of this funding will have come through LCDP, as around a third of courses were only partially funded by the programme. Whilst the six largest programme areas again account for over 50 per cent of resource allocation, the relative ranking of programmes in terms of expenditure is somewhat different to the ranking by places. For example, business programmes account for the largest single share of spending (16%) whilst accounting for only 5 per cent of places. Parenting courses enter the six largest categories, accounting for 8 per cent of expenditure but only 4 per cent of places. The change in the relative position of both business and parenting programmes is due to a marginally higher than average cost per hour and a substantially higher course duration. Conversely, Enterprise and I.T. courses become relatively less important due to lower than average duration and cost. On average, training programmes delivered have a duration of 38 hours and, thus, have relatively low intensity.¹⁰ There are some notable exceptions, for instance, Kickstart Pre-employment and Hospitality and Catering courses which have an average duration of approximately 200 hours. The average cost per hour in training programmes was €9, however again there were some notable exceptions such as forklift driving (€29.49), security (€17.11) and enterprise (€3.21).

< Table 1 about here >

⁹ For a very small number of programme areas e.g. English for Speakers of Other Languages (ESOL), we did not receive any information from any provider on either course duration or cost and in this case, expenditure is taken as the product of average cost per hour by average number of hours across all programme areas.

¹⁰ An average full time course duration in the Further Education and Training Sector is 800 hours (McGuinness et al., 2014).

3.3 Distribution of Resources by Population and Social Deprivation

We next consider the extent to which resources measured in terms of expenditure are distributed by both population and deprivation at a more disaggregated spatial level. At a NUTS 3 (small regions) level, where a ratio of population to training places of 1 indicates a proportionate distribution, generally the distribution looks to be broadly in line with the population share (Figure 1). There are some anomalies, with some under-representation in the South-West and Mid-East regions while the South-East and Border regions have a larger than expected share based on their population.

<Figure 1 about here>

It is undeniable that there exists a variation in levels of deprivations within NUTS 3 areas. Fortunately, information is available at a more disaggregate programme implementer level (associated with 51 lot areas) and therefore allows for a sub-county level assessment. We begin by examining the extent to which PI's focus on group, as opposed to individual interventions. Figure 2 plots the share of PI expenditure on individual training programmes in 2014 against the total lot budgets for 9 months of 2015. This calculation amounts to dividing 80 per cent of 2014 training expenditures¹¹ into 75 per cent of 2015 total budgets in order to get an assessment of the extent to which the concentration of training expenditures varies by programme implementer. While far from perfect, we believe that this will provide a reliable estimate of the variation in spending patterns under LCDP. The average share targeted towards training varies, the distribution ranges from just 3 per cent in North East and West Kerry, South and East Cork, and Inishowen to 43 per cent in Dun Laoghaire/Rathdown. Such wide variations leave open the possibility that individual level interventions may be most intense in areas of low unemployment and social deprivation. We find that, on average, 16 per cent of total expenditure of PIs is directed towards training activities and, while no clear pattern is discernible, there is evidence to suggest that shares tend to be higher in some of the least deprived areas (Figure 2). This preliminary analysis strengthens the argument for our basic research question examining the degree

¹¹ Within the data, we had information on 21,019 programme participants which represents 80 per cent of all places accessed LCDP in 2014.

of heterogeneity and progressivity of the distribution individual level training interventions undertaken under the LCDP program.

<Figure 2 here>

Next, the analysis is conducted at Lot level by deprivation level (Table 2). We consider the following additional expenditure indicators: (i) the share of total expenditure in the 51 lot areas as a ratio of the share of the population (a value of above (below) one indicates a disproportionately higher (lower) than expected share of expenditure relative to population) (ii) the Pobal HP Deprivation Index which is more positive for affluent areas and (iii) the average cost per place.

Generally the patterns show that Lot areas with relatively higher levels of deprivation tend to have proportionately more expenditure relative to population share i.e. the most deprived areas have an expenditure to population ratio of above one (Table 2). Conversely, more affluent areas tend to have on average expenditure ratios of below one. We can see that this general inverse relationship holds when the information in Table 2 is plotted in Figures 3 and 4, which plot the relative deprivation against the relative expenditure share and training places. Nevertheless, there are some Lot areas that do not appear to fit this pattern. For example, Donegal has three Lot areas that rank amongst the most deprived in the country that have a training expenditure level of less than half the expected level based on population share (Table 2). Furthermore, Donegal has a much lower than average cost per place suggesting that these limited resources are spread more thinly relative to less deprived areas. An explanation for this pattern is that PIs operating in the three Donegal areas have an average expenditure share on individual level training, based on the methodology applied in Figure 1, of just 4 per cent, which lies well below the PI average of 16 per cent. This analysis suggests that in order to ensure individual level interventions remain fully in line with levels of social deprivation, Pobal should consider implementing guidelines on the minimum share of total expenditure the PI's should direct towards individual based programmes. Conversely, Dun Laoghaire-Rathdown, which ranks as the least deprived area, has a training expenditure level of more than 50 per cent higher than the expected level based on population share. The Dun Laoghaire-Rathdown training expenditure share

was 43 per cent, which may also suggest that Pobal might also consider imposing a maximum share on individual interventions to ensure that group based community development is not compromised. Figure 5 demonstrates a slight positive relationship between the deprivation index and the average cost per place, indicating a higher intensity of training resources per participant in more affluent areas. Again, this is likely to relate to an above average expenditure share on individual level interventions in more affluent areas.

<Table 2 and Figures 3 - 5 about here>

3.4 Organisation of Activity around LCDP Goals

In order to assess the degree to which the allocation of funding tends to align with central guidelines, we next assess the extent to which training provision is distributed across LCDP goals, measured in terms of expenditure and places. We categorise courses under each goal using subjective assessment, for example, courses such as personal development and parenting are the dominant elements of goal 1 (social inclusion and capacity building), while job seeking and enterprise courses predominate under goal 3 (employment assistance). The remaining courses, predominately related to improving personal knowledge and skills, such as I.T. or art, craft and design etc. are categorised under goal 2 (lifelong learning). Given that the majority of interventions under goal 1 will to be group based, which are not included in our data, we should expect to see broadly proportional spending across goals 2 and 3 (which are predominantly individual based) if LCDP guidelines around the distribution of resources across goals are being met. As stated earlier, the guidelines suggest that resources and activity should be equally spread across goals (with a degree of flexibility) and balance out annually. However, the evidence suggests that activities across areas tend to be more heavily concentrated in particular goals.

Table 3 shows that two-thirds of places were in employment programmes (goal 3) in 2014, with less than 20% of places in each of the other two goals. This pattern appears to be intuitive given that the rate of unemployment was still very high in this period and, consequently, the issue will have been a

priority for the LDC's. In keeping with the general patterns of the aggregate data, just over a third of places were accredited and, not surprisingly, the accreditation rates (including QQI/FETAC accreditation rates) are highest in the lifelong learning programmes at 46%. The table also shows that the average cost per place is highest in the social inclusion and capacity building programmes and lowest in lifelong learning. Therefore, the evidence would suggest that provision on the ground does not appear to be equally spread across employment assistance and life-long learning goals.

<Table 3 about here>

Table 4 provides more detail by assessing the distribution across goals by Lot area and the associated deprivation index. The table shows that the Lot areas differ greatly in how they spread places across goals but there is no discernible pattern to levels of deprivation. For instance, while just over 25 per cent of places on average are allocated to goal 1, the shares at Lot level vary from zero to one per cent in South Kerry and Killarney, Fingal, Ballyfermot and Chapelizod to over 80 per cent in Tipperary North and South and East Cork, all of which span the range of the social deprivation index. With respect to Goal 2, lifelong learning, the shares vary from zero per cent in Dun-Laoghaire-Rathdown, Meath, Westmeath, Longford and South and East Cork to over 30 per cent in Dublin Fingal, North East and West Kerry, Louth and Ballina and Mayo West, again spanning the range of the deprivation index. Finally with respect to goal 3, employment, shares range from zero per cent in South and East Cork to over 90 per cent in Dun-Laoghaire-Rathdown, Westmeath, Ballyfermot and Chapelizod, South Kerry and Killarney.

< Table 4 here >

It is clear from the data that LDCs set different objectives based on the identified needs of their communities rather than national guidelines. It is also reasonable to suggest that the needs of all LDCs will not be identical, nor will it be appropriate for each area to allocate resources to training provision equally over all goals. The programme rule relating to the equal expenditure across the

goals seems to run contrary to one of the underlying principles of community development, whereby needs are identified at a local level and actions are centred around them. Arguably, a greater balance could be struck between enabling community organisations to target the specific training needs of their client base and financial oversight.

In summary, the data on programme provision revealed the existence of some disconnect between centralised administrative procedures and community level resource allocation. While programme spending is generally more heavily distributed across more deprived regions, there are some exceptions with one of Ireland's most deprived areas, Donegal, receiving less funding than expected based on population share; while affluent regions, such as Dun-Laoghaire-Rathdown, appear to receive more. This distribution of funding has contributed to a higher spend per place in more affluent areas, which appears somewhat counterintuitive. The finding raises some questions regarding the extent to which the weighting strategy underpinning the LDC-RAM is effective in ensuring that central community level funding is targeted towards the areas of highest need. While patterns of total expenditure may comply with overarching guideline, it appears that PIs behave in a more flexible way with their approach to one-to-one training in interventions which typically account for a small proportion of overall spend. Secondly, it would also appear that the allocation of resources at Lot level tends not to be evenly spread across the areas of employment assistance and lifelong learning, as directed by programme guidelines. LDC's tended to concentrate activities more towards employment assistance, which would appear intuitive given the high level of unemployment prevailing in the country at the time. The programme rule relating to the equal expenditure across the goals seems to run contrary to one of the underlying principles of community development and a more flexible approach would seem appropriate.

4. Evaluation

4.1 To what extent could local development initiatives be subject to evaluation?

In terms of the arguments that financial issues are less relevant with respect to community

development, it is reasonable to state that in an era of fiscal austerity and prudence increasingly all areas of government expenditure should be subject to tighter scrutiny. In this context, we now examine the principle areas of training activities under the various LCDP goals and assess the degree to which such activities could generally be subject to evaluation, the type of metric and methodology adopted where evaluation is the norm, and the feasibility of evaluation given the programme client base, scale and cost. We will also discuss the extent to which there exists evidence regarding the wider community level benefits of the various initiatives.

Both within Ireland and internationally, there is a limited culture of evaluating programmes in the community sphere. It is not clear what the underlying reasons for this are, but a number of potential explanations present themselves such as the lack of community level data on both inputs and outcomes, an absence of clear programme objectives, and/or ideological arguments around the appropriateness of evaluation in this context. However, the availability of the IRIS data¹² and associated clear programme goals and outcomes (either explicitly or implicitly) circumvent many of the practical barriers and provide a unique opportunity to examine the question of evaluation within the Irish context. Data is available on all training participants and, in areas related to employment and lifelong learning, the programme objectives will generally relate to gaining employment, self-employment or acquiring new skills/credentials. However, substantial barriers are likely to remain with respect to programmes in social inclusion and capacity building (goal 1) within which the objectives of programmes may be more difficult to define.

We approach the question of evaluation by focusing on the largest training areas, measured in terms of estimated cost and places. The largest programmes that we assess in this context are: business (goal 3); job-seeking/job preparation (goal 3); personal development (goal 1); parenting (goal 1); care and health (goal 3), I.T. (goal 2); enterprise (goal 3); Start Your Own Business (goal 3). Not surprisingly, given the nature of our data, the courses considered for evaluation are most heavily concentrated across goals 2 and 3. In the national and international literature, programmes in job preparation and self-employment have a strong tradition of evaluation at an individual level but there

¹² The usual caveats with respect to data quality apply, for example, non response, input errors, interpretation of subjective measures etc.

is little evidence in the way of community level impacts.

Job Seeking / Job Preparation

There is extensive evidence of evaluation nationally and internationally within this sphere as part of the active labour market policy literature. Dolton and O' Neill (1996), Breunig et al. (2003), Van den Berg and Van der Klaauw (2006), Centeno et al. (2004), Centeno et al. (2009), Card et al. (2009), Kluve (2000), Weber and Hofer (2004), Sinesi (2004), Crepon et al. (2005), Lechner (2002). In general, these studies examine the impact of programme participation on factors such as unemployment duration, transition rate from unemployment to work, transition rate from unemployment to training and education, on further benefit receipt, on further unemployment referrals, and on future wages. These studies, in general, rely on counterfactual estimates and adopt a range of methodologies such as difference-in-difference, propensity score matching (PSM), duration models, and regression discontinuity. The recent Irish literature, (Kelly et al. (2015), McGuinness et al. (2011a), McGuinness et al. (2011b), McGuinness et al. (2014)) applies these techniques to administrative datasets, such as the Department of Social Protection's longitudinal live register dataset, using outcome measures such as the probability of exiting unemployment within 12 months and transitions from unemployment to education.

In terms of the current LCDP data, at least with respect to the data, there appears to be no particular barrier for evaluating such programmes in the usual way. The major difficulty in such studies is identifying appropriate control and treatment groups; however, given that programme participants will generally also be in receipt of unemployment assistance, the IRIS data could be linked to the live register¹³, using Personal Public Service (PPS) numbers¹⁴, in order to build an event history file for both a treatment and control group (see Kelly et al, 2015).

¹³ The Live Register records the numbers of people registering for Jobseekers Allowance/Jobseekers Benefit or for various other statutory entitlements at local offices of the Department of Social Protection.

¹⁴ A PPSN number is a unique reference number used by individuals in all dealings with Public Service Agencies, including Revenue and is essential to register for tax purposes.

Finally, in reviewing the literature, we could not find evidence of the evaluation of community level impacts. However, generally, the objectives of such programmes are focused on achieving individual level outcomes and, as such; evaluations do not consider wider community level spillovers.

Enterprise and Start Your Own Business (SYOB)

There is again extensive evidence of evaluation of programmes within this category in the activation literature (see, for example, Duval-Couetil (2013), Cueto and Mato (2006), Caliendo and Kunn (2011), Baumgartner and Caliendo (2008), Michaelides and Benus (2012), Athayde (2009), Glas and Cerar (1997)). These studies also tend to adopt a counterfactual approach using difference-in-difference, propensity score matching (PSM), etc. The types of individual level metrics examined include the probability of becoming employed and personal and career satisfaction. Some studies also collect firm level outcome metrics such as turnover, employment and survival rates. We could not find evidence of studies that examine community level impacts. In terms of the training data, collection of current and future labour market information on chosen metrics¹⁵ for both a treatment and control group is a necessary condition of evaluation of programmes of this nature. The IRIS database could be easily adapted to facilitate such evaluations.

I.T., Business, Care and Health

Programmes under lifelong learning are usually initially evaluated in terms of either achieving accreditation and/or performance within accredited programmes. Educational investment can have both short-run and long-run impacts. Short-run impacts generally relate to acquisition of education and/or skills, while long-run effects relate to the impact of education and skills on labour market outcomes, such as, employment, earnings and job satisfaction. In terms of methodologies, these will vary according to whether short-run or long-run effects are being captured. Short-term effects relate to monitoring the degree and level of education and/or skills acquisition; long-run impacts generally adopt a counterfactual approach to measuring the impact of such acquisitions on labour market

¹⁵ The chosen metrics should specifically be related to the training initiative being considered for evaluation.

outcomes (See Ashenfelter et al. (1999) and Harmon et al. (2003) for reviews).

Dealing firstly with the monitoring of short-run effects, the IRIS database already contains data on accreditation, in terms of award types and levels. However, not all courses are accredited e.g. the rate of accreditation in I.T. courses is 47 per cent. In the case of non-accredited courses some metrics related to skill acquisition, perhaps relative to some baseline measure, should ideally be captured. In terms of the evaluation of long-run effects, these will again require the collection of data on future labour market outcomes for both participants and a sample of non-participants; however, this is far from complicated.

Parenting

There is limited systematic evidence of evaluation in parenting programmes, but where it exists it tends to relate to very specific objectives and outcomes. Studies in this area predominately use randomised controlled trials, which can be costly (see Simkiss et al. (2013), O'Neill et al. (2013), Furlong et al. (2012), Cerezo et al. (2013)). It is difficult from the data at hand to access the exact objectives of the parenting programmes under LCDP/SICAP. Evaluation of programmes of this nature will require key metrics on either parenting performance or child outcomes to be captured in either the context of ongoing monitoring or a randomised trial. Again, given the existence of IRIS, there is little in the way of data barriers preventing the evaluation of parenting programmes currently operated at the community level.

Personal Development

A large component of personal development programmes relate to mindfulness, mental health, personal and interpersonal skills. There is little evidence of any formal measurement on the impacts of such programmes in the literature. For evaluation purposes, data could be collected before and after the programme to capture changes in appropriate metrics over time, such as, tolerance, self-

confidence, independence, ability to deal with unfamiliar circumstances or other measures that may be deemed appropriate for the programme objectives. Methodologies that could be applied include measuring changes in relation to baseline or employing difference-in-difference analysis where there is some variation in the implementation of the programme across individuals with a baseline information. Nevertheless, the evaluation of personal development programmes would require substantial methodological innovation and more substantial data collection, which makes it less viable relative to the other major programmes operated under LCDP / SICAP.

4.2 Where are the barriers to effective evaluation?

In assessing the literature of programme evaluations, most of the studies focused on quantitative techniques and approaches and, with the exception of personal development programmes, there appears to exist few data barriers preventing the principal community development training programmes from being exposed to rigorous evaluation. This view is reinforced by the finding that even within an Irish context, there have been evaluations of training provision similar to those operational under SICAP, such as, job assistance advice, operated directly by other government departments such as the Department for Social Protection and SOLAS (Kelly et al. (2015), McGuinness et al. (2011a), McGuinness et al. (2011b), McGuinness et al. (2014)). However, existing evaluations in the main areas of LCDP training provision rely heavily on empirical methods, but if it proves to be the case that individuals accessing programmes through community development programmes rather than mainstream services, are significantly more disadvantaged relative to mainstream clients then purely quantitative assessments are likely to downwardly bias the estimated impact of LCDP / SICAP programmes.

Under circumstances when initiatives, such as those operating under LCDP / SICAP deliberately target vulnerable groups, then purely empirical approaches are less effective at adequately accounting for more substantial levels of disadvantage among the treatment group as many aspects of such disadvantage are either unobserved or difficult to measure, such as, area stigmatisation, low

motivation, adverse family histories, household joblessness etc. Arguably, it is the existence of these potential barriers that constitute a central rationale for the existence of LCDP / SICAP itself, which offers disadvantaged individuals increased access to more tailored provision compared to the alternatives available from mainstream agencies. Therefore, any evaluation of LCDP / SICAP programmes, such as those under the employment and lifelong learning objectives, can only be effectively evaluated using mixed method approaches that combine quantitative estimates with a qualitative study¹⁶ that can contextualise any results in terms of the particular barriers faced by programme participants. A mixed methods approach involving, a substantive qualitative component that can contextualise any results in terms of the particular barriers faced by programme participants would seem more appropriate. This would particularly be the case if any control group population was to be drawn from the general population data such as the live register.

A further relevant consideration with respect to undertaking evaluation is the trade-off between the scale and cost of programme delivery relative to the financial cost of evaluation. While quantitative evaluations can be relatively inexpensive if the requisite data that captures information on control and treatment groups over time is readily available, however, this is seldom the case and costs can rise quickly if primary data needs to be collected. Furthermore, qualitative evaluations which generally involve in-depth interviews and focus groups of programme participants, stakeholders, social partners, delivery bodies, etc. are also expensive. These costs are generally high irrespective of the scale of the programme under consideration. While regular evaluation of mainstream programmes are easy to justify, for instance, Back to Education Allowance (BTEA)¹⁷ which provided assistance to approximately 25,000 in 2014 at a cost of €195 million per annum, LCDP / SICAP training actions are much smaller in terms of cost and scale. For example, the three largest programmes under LCDP relate to personal development, job seeking/job preparation, and I.T. courses with an average number of places in these courses of 2,100 clients and the total estimated costs ranging from €250,000 to €520,000.

¹⁶ Qualitative studies generally include methods, such as, semi-structured interviews, case studies, focus groups, key informant interviews, etc. The type of approach is generally seen as complementary but distinct to the more quantitatively focused aspects of evaluation.

¹⁷ The back to education allowance is an education scheme for people in receipt of certain social welfare payments who wish to pursue a full-time second level or third level course of education.

While many of the courses could certainly be subject to rigorous evaluation, the more disadvantaged nature of the client base implies that more costly mixed methods approaches to programmes measurement are required. Arguably, only the largest LCDP / SICAP training programmes could ever justifiably be subject to formal evaluation and even then only on a highly intermittent basis. For the vast majority of LCDP / SICAP initiatives counterfactual approaches that combine qualitative assessments are not feasible on the basis of cost. The balance of evidence suggests that while most community based training initiatives could in theory be exposed to evaluation, the combination of higher relative evaluation costs and lower scale training operations render formal evaluation generally unfeasible within the sector. Arguably, only the largest LCDP / SICAP training programmes could ever justifiably be subject to formal evaluation and even then only on a highly intermittent basis. For the vast majority of LCDP / SICAP initiatives counterfactual approaches to evaluation are not feasible. The balance of evidence suggests that monitoring approaches, that assess change in key variables related to programmes objectives relative to some pre-programme baseline measure, will be most appropriate for the majority of programmes.

5. Conclusions

This paper provides an analysis of LCDP training programmes, funded by the Department of Housing, Planning, Community and Local Government, in terms of the distribution of activities across delivery areas and programme goals. The research also assesses the degree to which training course provision could, or should, be subject to evaluation given the increased emphasis of fiscal responsibility underlying almost all areas of the public finances. The analysis is unique, from both a national and international perspective, as the nature of community development activities generally rules out such research on the basis that centralised data, such as that held in Pobal's IRIS database, is rarely captured.

The research shows that resources, whether measured in terms of places or spending, are generally most heavily targeted at areas with the highest levels of social deprivation. However, further analysis shows that the level of individual interventions was extremely low in some areas of high social

deprivation. This suggests that in areas of particularly high unemployment with higher concentrations of individuals facing a range of barriers access to one-on-one programmes related to employment etc. was much more limited. Such anomalies appear to occur in instances where the share of provider expenditure lies well below average suggesting that Pobal should consider imposing minimum spend guidelines in order to ensure access to one-on-one supports in highly deprived areas.

Activities under LCDP can be aligned under the following three goals: (i) social inclusion and capacity building, (ii) lifelong learning and (iii) employment. In terms of the distribution of activities by goal, despite guidelines stating that providers should ensure that resources are spread equally across the three stated SICAP goals, with some flexibility, it is clear from the data that PIs set different objectives with respect to the training component of their activities. While patterns of total expenditure may comply with overarching guidelines, PIs behave in a much more flexible way in their approach to one-to-one training interventions which typically accounts for approximately only 16 per cent of total expenditure. This seems wholly appropriate and raises some questions around the extent to which PIs should be forced to spread their activities equally across each goal. The flexibility to prioritise actions based on need is a fundamental component of community development and, arguably, this is likely to be compromised by any regulations restricting resource allocations to particular goals. While we believe that it is necessary to ensure an appropriate level of individual training interventions is maintained in all areas, a more flexible approach to oversight, perhaps one based around monitoring programme outcomes, can be achieved that does not compromise the ability of providers to respond to need.

While the fiscal crisis has brought greater attention to ensuring that programmes financed through public funds achieve value for money, it is not clear that all of the initiatives operated under LCDP / SICAP could, or should, be subject to formal evaluation. While many of the actions, such as those in the areas of job seeking and lifelong learning, can certainly be evaluated from a methodological perspective, the relative small scale of such programmes needs to be weighed against the relatively high costs associated with evaluation methods. These costs are likely to be higher than average for community development type programmes, given that their concentration in areas of social and

economic disadvantage necessitates both quantitative and qualitative evaluation methods. The case for formal evaluation becomes even less convincing for areas of delivery, such as parenting and personal development, that are both small scale in nature and have outcome objectives that are more difficult to define and measure. Nevertheless, we estimate that expenditures on community level interventions exceed €20 million per annum and therefore the scale of expenditures in community level interventions across all providers would justify significant investments in data infrastructure to ensure effective monitoring and occasional evaluation.

We estimated the total expenditure on individual training programmes to be in the region of €6 million per annum, however, this spending is spread over numerous programmes most of which are relatively small. Few training courses currently being operated under LCDP / SICAP are of a nature that justifies regular formal evaluation. Instead, in our view, resources should be targeted at developing the IRIS system to incorporate metrics specific to programme objectives in order to facilitate the monitoring of programme outcomes. The further development of the IRIS system along these lines may also facilitate some relatively inexpensive formal counterfactual evaluation through the collection of data on outcome variables across pre-defined treatment and control groups, drawn from the client database, both before and after programme participation. In addition to monitoring, such an approach would facilitate a difference-in-difference approach to programme evaluation that takes advantage of existing data collection systems and, consequently, avoids many of the more costly aspects of the evaluation process. The availability of a centralised database facilitates the monitoring of interventions and, where appropriate, their evaluation. Ultimately, this centralised data can be used to strengthen the evidence base surrounding the impact of community development programmes.

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Tables and Figures

Table 1: Estimates of expenditure and duration of interventions across programme areas^{18, 19}

#	Programme Type	Places	Places (%)	Average Hours per Course	Average Cost per Person per Hour (€)	Average Cost per Place (€)	Total Est. Costs (€)	Total Est. Costs (%)
6	Business	1076	5	51	12.70	648	696,925	16
2	Job Seeking/Job Preparation	2130	10	34	7.14	243	517,079	12
1	Personal Development	2344	11	22	7.90	174	407,387	9
10	Parenting	823	4	28	14.92	418	343,816	8
7	Care and Health	935	4	42	7.97	335	312,982	7
3	I.T.	2046	10	23	5.48	126	257,878	6
25	Kickstart Pre-Employment	178	1	218	5.11	1,114	198,288	4
4	Enterprise	1994	9	26	3.21	83	166,419	4
11	English	753	4	45	4.26	192	144,350	3
24	Driving (Forklift and Driving)	180	1	26	29.49	767	138,013	3
21	Construction and Trades	265	1	33	14.40	475	125,928	3
12	Food	717	3	18	9.64	174	124,414	3
13	Art, Craft and Design	694	3	29	5.91	171	118,945	3
8	Self-Employment	845	4	15	7.12	107	90,246	2
22	ESOL	251	1	38	9.28	353	88,513	2
26	Hospitality and Catering	171	1	193	2.45	473	80,857	2
23	Steps Pre-Employment	227	1	38	9.28	353	80,049	2
18	Sport, Leisure and Tourism	319	2	30	8.30	249	79,431	2
9	Safe-Pass	832	4	8	11.23	90	74,747	2
27	Security	162	1	26	17.11	445	72,067	2
5	Start Your Own Business	1095	5	12	5.17	62	67,934	2
14	Bookkeeping	632	3	14	7.50	105	66,360	1
17	First Aid	418	2	11	12.14	134	55,820	1
16	Manual Handling	555	3	6	11.53	69	38,395	1
20	Health and Safety	277	1	10	11.11	111	30,775	1
19	Community Capacity	285	1	18	5.66	102	29,036	1
30	Hair and Beauty	68	0	34	7.79	265	18,010	0
15	Business Planning	561	3	2	9.28	19	10,412	0
28	Cooking	105	0	16	6.07	97	10,198	0
29	Languages	81	0	12	9.28	111	9,020	0
	Totals	21,019	100				4,454,295	100
	Averages	701	3	38	9	269	148,476	3

¹⁸ The number of places by programme type was provided to us from Pobal. Course duration and cost per person was collected for 50% of all programmes. Using this information we calculated an average per person cost per hour for each course. The average cost per place is the average cost per person per hour multiplied by the average number of hours per course across that programme type. The total estimated costs for each programme type is the cost per place multiplied by the number of places included in that programme type.

¹⁹ For some courses we did not receive information on course duration and/or course costs per person, for example, courses in the ESOL programme. In these cases, we estimated the missing data (in red) using the average across all courses.

Table 2: Expenditure at Lot level with relative HP Index Score

LOTS (51)	LCDC Name	Dep. Score (2011)	Programme Implementer	Average Cost per Place	Expenditure to Pop. Share	Est. Ratio of Training Cost to Lot Budget
Ballyfermot & Chapelizod	Dublin City (5)	-9.36	Ballyfermot/Chapelizod Partnership	204.22	3.67	0.22
Gaeltacht	Donegal (3)	-9.35	Donegal Local Development Company Limited (2)	103.56	0.38	0.05
Mayo Islands	Mayo (3)	-7.15	South West Mayo Development Company Ltd. (2)	284.54	6.30	0.14
Inishowen	Donegal (3)	-7.07	Inishowen Development Partnership Ltd.	58.05	0.28	0.03
Longford County	Longford	-5.37	Longford Community Resources Limited	141.43	0.91	0.09
Ballina & Mayo West	Mayo (3)	-4.96	Mayo North East Leader Partnership Company Teoranta	285.89	1.28	0.15
Donegal	Donegal (3)	-4.74	Donegal Local Development Company Limited (1)	103.56	0.47	0.05
Offaly County	Offaly	-4.49	Offaly Integrated Local Development Company Limited	208.06	1.65	0.22
Monaghan County	Monaghan	-4.19	Monaghan Integrated Development Limited	137.89	0.80	0.10
Cavan County	Cavan	-4.09	Breffni Integrated Ltd.	158.15	1.63	0.21
Tipperary South	Tipperary (2)	-4.00	South Tipperary Development Company Limited	236.94	1.37	0.25
Wexford	Wexford	-3.95	Wexford Local Development	170.38	2.06	0.23
Louth County	Louth	-3.68	Louth LEADER Partnership Company Limited	326.60	2.29	0.28
Carlow County	Carlow	-3.29	Carlow County Development Partnership Limited	142.78	2.54	0.33
North East & West Kerry	Kerry (3)	-2.97	North and East Kerry Leader Partnership Teoranta	415.86	0.27	0.03
Ballymun, Whitehall & Tolka	Dublin City (5)	-2.89	Tolka Area Partnership Ltd. & Ballymun/Whitehall Area Partner.	181.03	1.37	0.12
Waterford City & County	Waterford	-2.87	Waterford Area Partnership Ltd. & Waterford Leader Partner. Ltd.	191.09	0.76	0.10
Roscommon County	Roscommon	-2.75	Roscommon Integrated Development Company Limited	154.01	1.01	0.14
Laois County	Laois	-2.61	Laois Community and Enterprise Development Company Limited	217.54	1.59	0.29
Leitrim County	Leitrim	-2.53	Leitrim Integrated Development Company Limited	247.14	2.94	0.23
Arklow, Wicklow & Baltinglass	Wicklow(2)	-2.44	County Wicklow Community Partnership Ltd	157.18	1.20	0.21
Tipperary North	Tipperary (2)	-2.44	North Tipperary Leader Partnership Limited	230.49	1.32	0.24
Charleville & Mitchelstown	North Cork (3)	-2.36	Ballyhoura Development Limited (2)	222.61	0.44	0.07
Castlebar & Claremorris	Mayo (3)	-2.19	South West Mayo Development Company Ltd. (1)	284.54	0.79	0.14
Limerick Urban	Limerick (3)	-2.18	PAUL Partnership (People Action Against Unemployment Limited)	256.40	0.74	0.07
Limerick West Rural	Limerick (3)	-2.05	West Limerick Resources Limited	179.48	1.73	0.22

LOTS (51)	LCDC Name	Dep. Score (2011)	Programme Implementer	Average Cost per Place	Expenditure to Pop. Share	Est. Ratio of Training Cost to Lot Budget
Westmeath County	Westmeath	-1.94	Westmeath Community Development Limited	414.76	0.84	0.12
Kanturk, Newmarket & Millstre	North Cork (3)	-1.40	IRD Duhallow Ltd (1)	230.37	1.37	0.26
Cork City	Cork City	-1.32	Comhar Chathair Chorcaí Teoranta	143.33	1.33	0.17
Limerick East Rural	Limerick (3)	-1.28	Ballyhoura Development Limited (1)	222.61	0.46	0.07
Kilkenny County	Kilkenny	-1.26	County Kilkenny Leader Partnership Company Limited	461.77	1.23	0.25
Rathmore & Gneeveguilla	Kerry (3)	-1.11	IRD Duhallow Ltd (2)	230.37	2.58	0.26
Clare County	Clare	-0.92	Clare Local Development Company Limited	153.75	0.70	0.12
South Kerry & Killarney	Kerry (3)	-0.48	South Kerry Development Partnership Limited	183.69	0.30	0.04
Galway County	Galway County	-0.47	Galway Rural Development Company Ltd. (Decision deferred) & Forum Connemara Ltd.	266.14	1.25	0.18
Sligo County	Sligo	-0.30	County Sligo LEADER Partnership Company Ltd	358.85	1.08	0.16
Mallow & Fermoy	North Cork (3)	-0.01	Avondhu/Blackwater Partnership Limited	253.43	1.41	0.30
South Dublin County	South Dublin	0.20	SDC South Dublin County Partnership Ltd	315.64	0.87	0.15
West Cork District	West Cork (3)	0.22	West Cork Development Partnership Limited (1)	365.84	0.31	0.07
Northside	Dublin City (5)	0.35	Northside Partnership Limited	115.96	0.85	0.13
Meath County	Meath	0.52	Meath Community Rural and Social Development (Decision deferred)	302.61	0.41	0.26
West Cork Islands	West Cork (3)	1.80	Comhar na nOileán Teoranta			
Kildare County	Kildare	2.15	Cill Dara Ar Aghaidh Teoranta (County Kildare LEADER Partnership)	265.15	0.63	0.17
Bandon & Kinsale	West Cork (3)	4.50	West Cork Development Partnership Limited (2)	365.84	0.20	0.07
South & East Cork	South Cork	4.60	South and East Cork Area Development Partnership Limited	174.00	0.09	0.03
Bray & Greystones	Wicklow (2)	5.08	Bray Area Partnership Limited	174.16	1.03	0.11
Galway City	Galway City	5.26	Galway City Partnership Limited	186.11	0.97	0.15
Fingal	Fingal	5.49	The Blanchardstown Area Partnership Limited & Fingal Leader Partnership Company Ltd.	204.54	0.57	0.17
Inner City	Dublin City (5)	6.65	Dublin Inner City Community Co-operative Society Ltd			
Canal, Rathmines & Pembroke	Dublin City (5)	8.03	Canals Community Partnership & Rathmines Pembroke Community Partnership	193.54	1.27	0.15
Dun Laoghaire/Rathdown	Dun L/Rathd.	11.01	Southside Partnership DLR Limited	410.08	1.52	0.43
AVERAGES				230.45	1.25	0.16

Table 3: Distribution of places across SICAP goals with accreditation levels and estimated costs²⁰

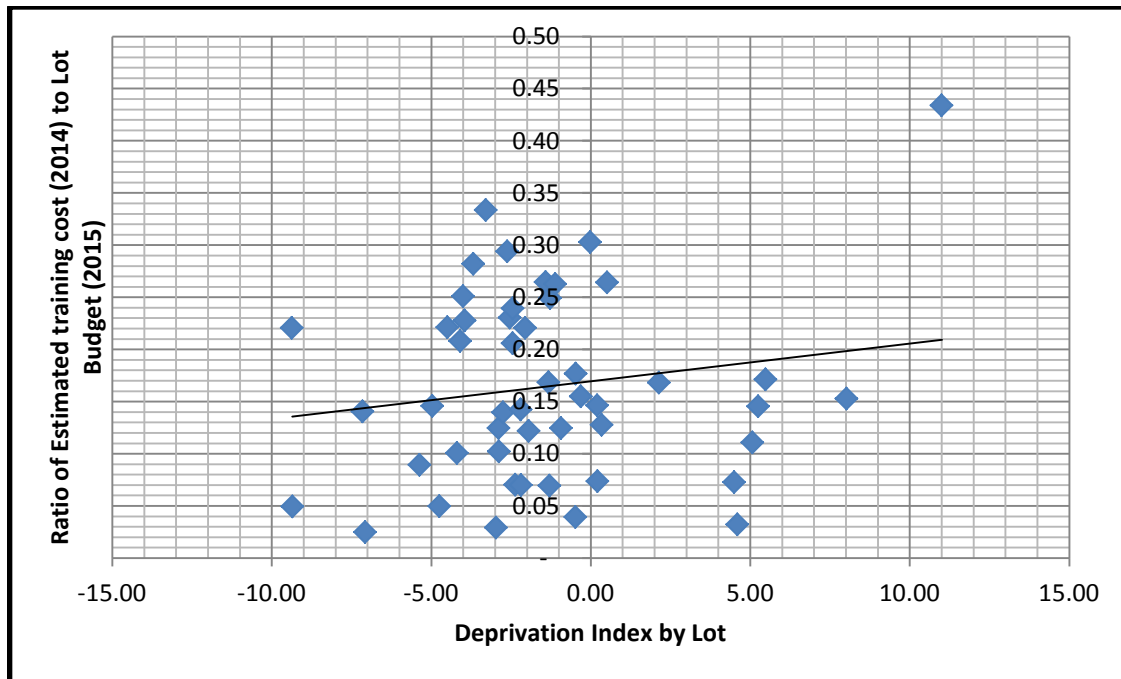
Goal	Places		Accreditation			Cost
	Places (#)	Places (%)	Accredited	Accredited (% of total)	FETAC (% of total)	Average Cost Per Place
1 (SI)	3,857	0.18	1,144	0.30	0.10	274.66
2 (LL)	3,344	0.16	1,543	0.46	0.33	135.07
3 (E)	13,799	0.66	4,346	0.31	0.11	212.82
Total	21,000	1.00	7033			
Average				0.36	0.18	207.51

²⁰ SI = Social Inclusion and Capacity Building, L = Lifelong Learning, E = Employment

Table 4: Distribution across Goals at Lot Level

LOTS (51)	Dep. Score (2011)	Average Cost per Place	Goal 1 Share	Goal 2 Share	Goal 3 Share
Ballyfermot & Chapelizod	-9.36	204.22	1.37	4.81	93.82
Gaeltacht	-9.35	103.56	13.10	5.65	81.25
Mayo Islands	-7.15	284.54	7.61	18.27	74.11
Inishowen	-7.07	58.05	9.28	2.58	88.14
Longford County	-5.37	141.43	17.70	0.00	82.30
Ballina & Mayo West	-4.96	285.89	17.52	33.58	48.91
Donegal	-4.74	103.56	13.10	5.65	81.25
Offaly County	-4.49	208.06	28.18	16.81	55.01
Monaghan County	-4.19	137.89	7.06	21.18	71.76
Cavan County	-4.09	158.15	9.56	10.52	79.92
Tipperary South	-4.00	236.94	59.79	25.83	14.38
Wexford	-3.95	170.38	9.79	9.79	80.42
Louth County	-3.68	326.60	23.74	32.13	44.12
Carlow County	-3.29	142.78	1.70	14.47	83.83
North East & West Kerry	-2.97	415.86	8.42	41.83	49.75
Ballymun, Whitehall & Tolka	-2.89	181.03	7.21	10.87	81.92
Waterford City & County	-2.87	191.09	18.14	17.46	64.40
Roscommon County	-2.75	154.01	49.14	21.87	28.99
Laois County	-2.61	217.54	7.52	22.55	69.93
Leitrim County	-2.53	247.14	28.61	21.80	49.59
Arklow, Wicklow & Baltinglass	-2.44	157.18	21.39	10.26	68.35
Tipperary North	-2.44	230.49	80.36	3.57	16.07
Charleville & Mitchelstown	-2.36	222.61	51.45	12.32	36.23
Castlebar & Claremorris	-2.19	284.54	7.61	18.27	74.11
Limerick Urban	-2.18	256.40	13.78	26.38	59.84
Limerick West Rural	-2.05	179.48	17.60	2.48	79.92
Westmeath County	-1.94	414.76	5.33	0.00	94.67
Kanturk, Newmarket & Millstre	-1.40	230.37	66.30	12.50	21.20
Cork City	-1.32	143.33	2.06	22.83	75.12
Limerick East Rural	-1.28	222.61	51.45	12.32	36.23
Kilkenny County	-1.26	461.77	30.49	27.64	41.87
Rathmore & Gneeveguilla	-1.11	230.37	66.30	12.50	21.20
Clare County	-0.92	153.75	16.35	29.81	53.85
South Kerry & Killarney	-0.48	183.69	0.00	9.64	90.36
Galway County	-0.47	266.14	2.50	20.55	76.94
Sligo County	-0.30	358.85	27.89	15.26	56.84
Mallow & Fermoy	-0.01	253.43	20.65	16.19	63.16
South Dublin County	0.20	315.64	29.21	21.35	49.44
West Cork District	0.22	365.84	69.12	16.18	14.71
Northside	0.35	115.96	32.29	5.29	62.42
Meath County	0.52	302.61	50.62	0.00	49.38
West Cork Islands	1.80	N/A	N/A	N/A	N/A
Kildare County	2.15	265.15	22.22	9.88	67.90
Bandon & Kinsale	4.50	365.84	69.12	16.18	14.71
South & East Cork	4.60	174.00	100.00	0.00	0.00
Bray & Greystones	5.08	174.16	12.94	26.47	60.59
Galway City	5.26	186.11	28.87	8.92	62.20
Fingal	5.49	204.54	1.34	34.18	64.48
Inner City	6.65	N/A	N/A	N/A	N/A
Canal, Rathmines & Pembroke	8.03	193.54	37.09	7.85	55.06
Dun Laoghaire/Rathdown	11.01	410.08	9.03	0.00	90.97
Averages		230.45	26.16	15.03	58.81

Figure 1 : How does Ratio of Estimated training cost (2014) to Lot Budget (2015) match the deprivation index across Lots?²¹



²¹ This regression line is not statistically significant, there is no clear pattern.

Figure 2: Spatial Analysis at Nuts Level III

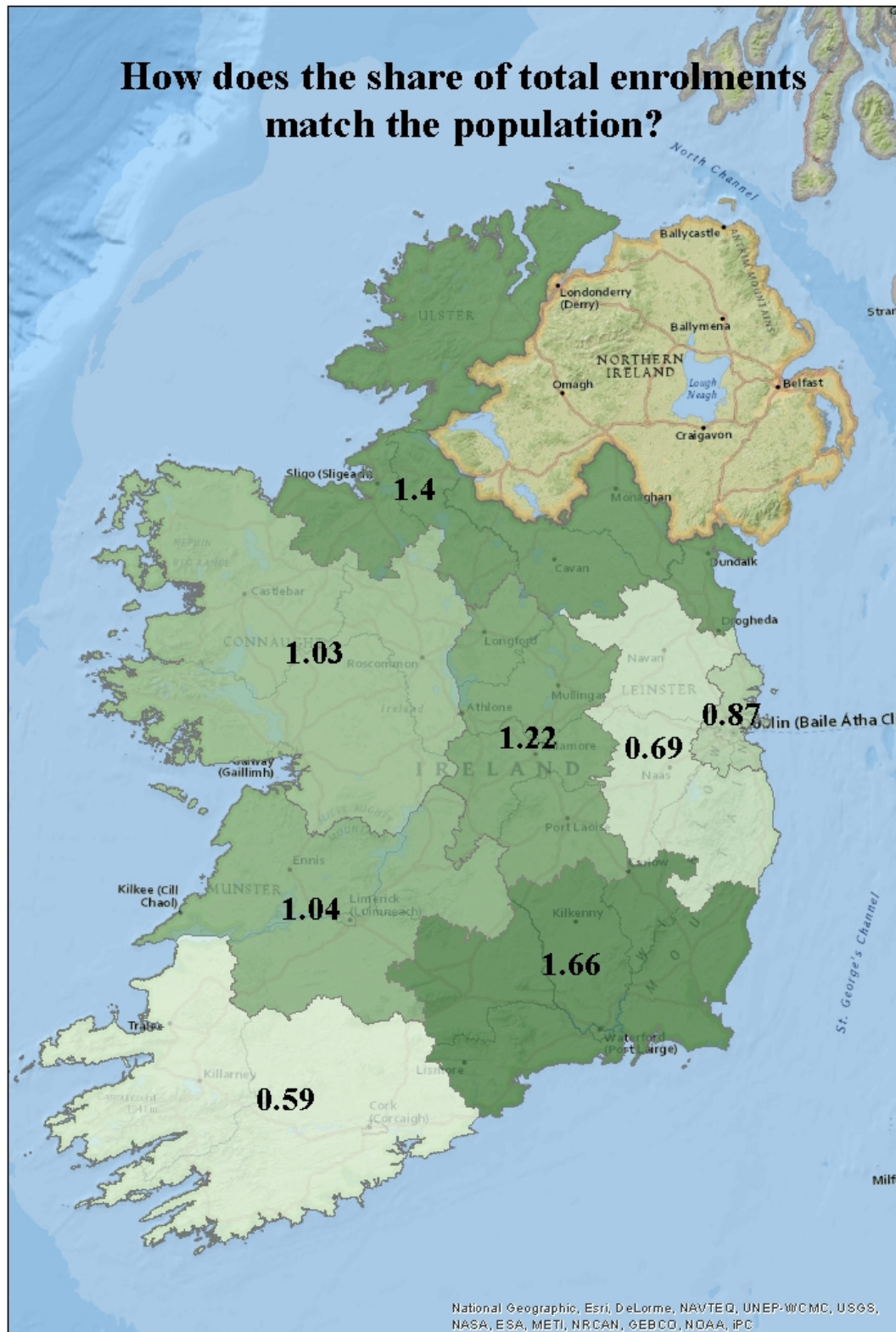


Figure 3: How does the share of enrolments match the population and deprivation indices?²²

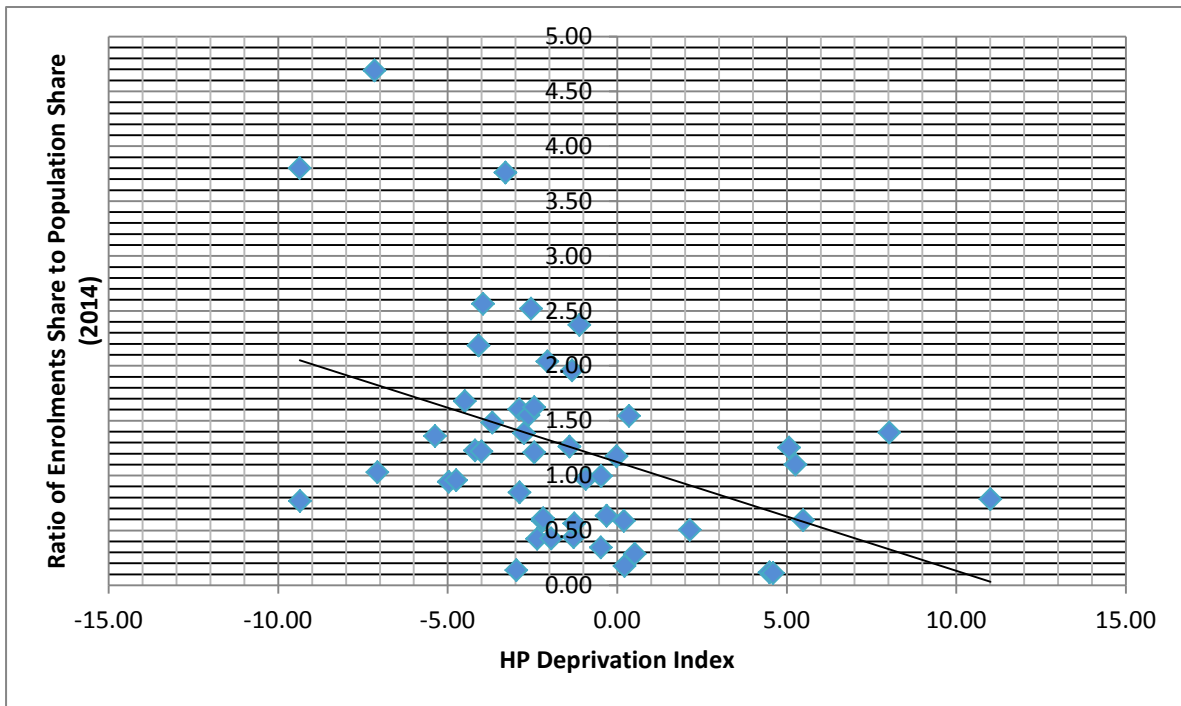
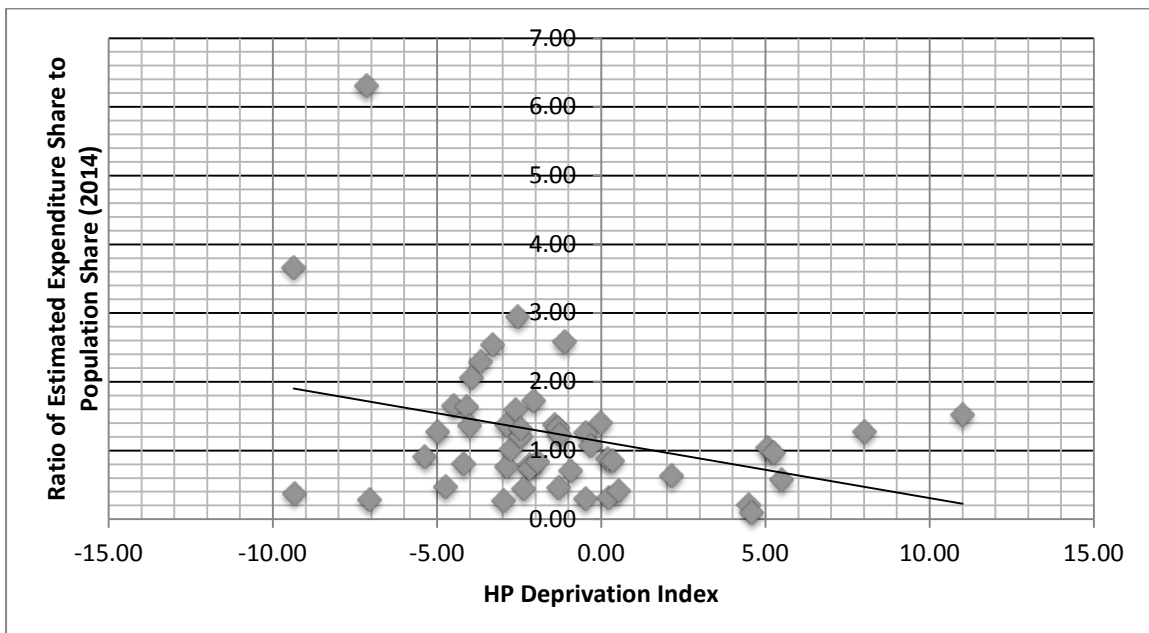
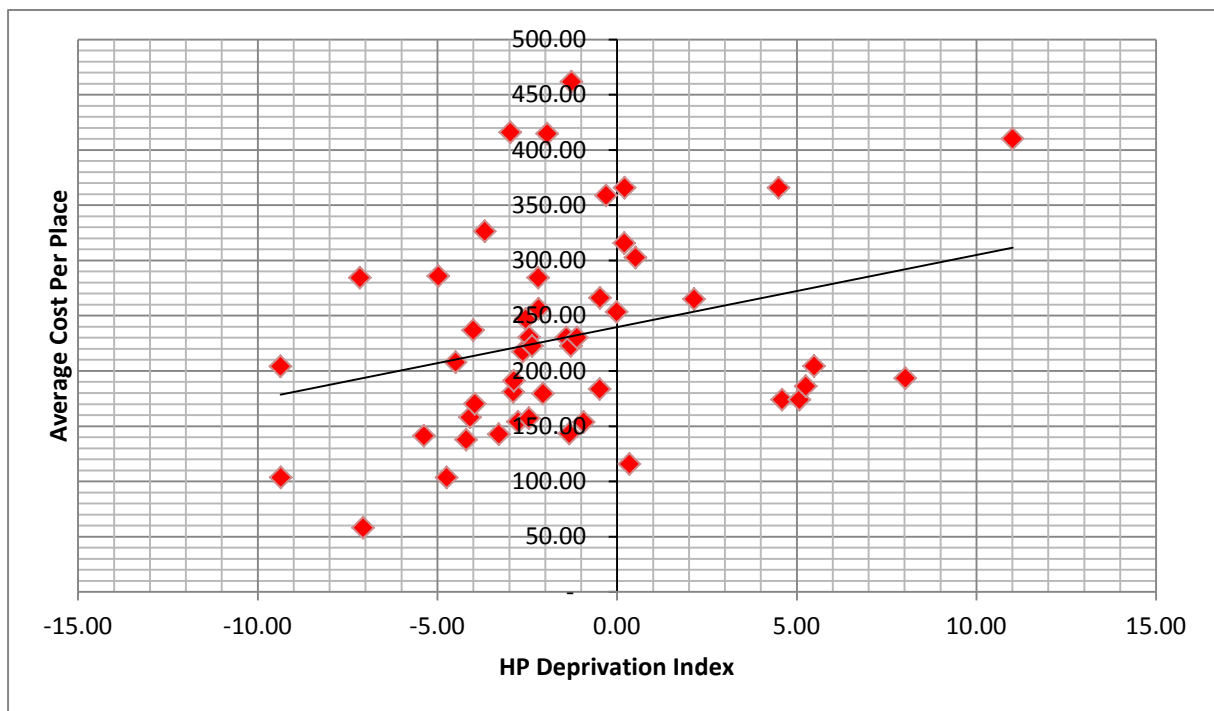


Figure 4: How does the share of expenditure match the population and deprivation indices?



²² This regression line is statistically significant at the 5% level.

Figure 5: How does the average cost per place match the deprivation index?²³



²³ This regression line is statistically significant at the 5% level.