

# PEIL 2014-2020 ACTIVITY IMPLEMENTATION PLAN

## ESF PR 2.3

ESF Programme for Employability, Inclusion and Learning OP 2014-2020	
<b>Priority Axis:</b>	<b>PRIORITY No 2:</b> Promoting Social Inclusion and combating discrimination in the labour market
<b>Thematic objectives:</b>	Promoting Social Inclusion, combating poverty and any discrimination
<b>Investment Priorities:</b>	Active inclusion, including with a view to promoting equal opportunities and active participation, and improving employability;
<b>Specific objectives:</b>	To engage unemployed and/or inactive persons, including young people, from disadvantaged groups and in or at risk of poverty and social exclusion in a process of learning and development in order to ultimately increase their employability
<b>Activity title:</b>	<b>Garda Youth Diversion Projects</b>
<b>Overall Objective:</b>	To engage with young people (aged 12-17) at risk of/or involved in anti-social and/or criminal behaviour and provide them with targeted supports designed to enable these young people to stop their offending and become positive contributors to society.
<b>Certifying Authority:</b>	ESF Certifying Authority
<b>Managing Authority:</b>	ESF Managing Authority
<b>Intermediate Body:</b>	Financial Management Unit, Department of Justice and Equality
<b>Beneficiary Body:</b>	Community Programmes Unit, Irish Youth Justice Service

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### 1. CONTEXT/ PROBLEM/ NEED BEING ADDRESSED:

Community Programmes Unit (CPU), Irish Youth Justice Service, (IYJS), Dept of Justice and Equality manages the nationwide delivery of 100 Garda Youth Diversion Projects (GYDPs) in the community through Community Based Organisations (CBOs).

These projects provide targeted youth crime interventions to a specific cohort of young people aged 12-17 who come to the attention of the criminal justice system because of their behaviour. Young people are in the main referred to projects through the local Gardaí (Police).

The purpose of youth crime intervention work is to engage young people in a process of learning and development that enables them to make positive lifestyle choices. These targeted supports seek to provide participants with the life skills that help them to make positive choices and desist from criminal and anti-social behaviour which, in turn, will enable them to be positive contributors to society.

Projects are specifically located in areas of social disadvantage and marginalisation, where there are high volumes of youth crime and where there is a history of early school leaving and generational unemployment. The negative impact of growing up in an area of social disadvantage, including cycles of early school leaving and intergenerational poverty, exposure to cultures of drug and alcohol misuse, criminal activity or anti-social behaviour is well documented. Approx 60% of these projects are located in the so called RAPID (Revitalising Areas by Planning, Investment and Development) areas i.e., the most disadvantaged areas in the country.

The measures proposed by the Community Programmes Unit will contribute to a number of national strategies including:

- National Action Plan for Social Inclusion 2007-2016

“The provision of a focused, integrated approach to prevention, support and rehabilitation of young people at risk of offending or re-offending”<sup>1</sup>. This specific conditionality is referred to under No.9 of Annex XI of Reg 1303/2013.

The measures will also contribute to

- Tackling Youth Crime 2014 – 2018
- The National Children and Young People’s Policy Framework 2014-2018.

These strategies support a whole of Government effort to improve outcomes for children and young people and recognise the shared responsibility across Government to achieving these results. The focus of the National Children and Young People’s Policy Framework is on investing in young people to reach their potential towards reducing inequality within society and to break cycles of intergenerational disadvantage.

The measures will contribute to other key supporting policy including:

- National Reform Programme for Ireland under the Europe 2020 Strategy

“Targeted social inclusion programmes” and in particular to “programmes for minority groups such as Travellers and migrants”.<sup>2</sup>

- Pathways to work - Government Policy Statement on Labour Market Medium Term Economic Strategy 2014-2020.

In 2013, the ethnicity of young people engaged on GYDPs was recorded as 84% White Irish; 11% White Irish Traveller, 2% White (non Irish) and 3% Asian or African (including Irish and non

<sup>1</sup> (Ref 2.6.3 page 37 of the National Action Plan for Social Inclusion)

<sup>2</sup> (page 27 of the Reform Programme)

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Irish). These are inline with the proportions of the relevant ethnic backgrounds with the exception of members of the Traveller Community who are proportionally overrepresented. Through engaging with a GYDP, these young people can be given support with education and employment issues and other issues that are negatively impacting on their lives that may increase their risk of becoming involved in offending, the aim being to result in more positive outcomes for them.

Some important facts in relation to youth are set out below

- 20% of children live in jobless households<sup>3</sup>
- Youth unemployment 2007-2012 grew 10% to 30.4%<sup>4</sup>
- By the end of 2012, the rate of youth unemployment across the EU had risen to 23.4% and Ireland scored higher than average at 30.2%
- 40% of young people aged 16-24 are at risk of poverty or social exclusion<sup>5</sup>
- Independence and living independently requires both the material means and the life skills to manage, to cook, to budget and to make good choices, recognising that some people may require support to achieve this independence.

An OECD Report in September 2013 on Ireland noted that we must do more to tackle youth unemployment and that activation policies are paramount. It noted that Ireland has the highest share of young people on income support in the EU and that it is more than 3 times the OECD average. The focus of the projects within this proposal is to engage with young people who are hardest to reach.

### 2. OBJECTIVES OF THE ACTIVITY:

A key objective of the Unit is to enable projects engage these young people in their local communities and to challenge their behaviour. The projects seek to promote focused and effective interventions influencing positive development of young people towards becoming responsible citizens. By doing this, it is anticipated that participants will reduce their offending and contribute positively to society.

Assessing the risks and needs of young offenders has become standard practice in many juvenile justice jurisdictions so an understanding of the concepts of risk and need is essential in providing interventions that meet those risks and needs. All participants on the projects will undergo a risk assessment using an internationally recognised tool. Risk will be assessed in the following areas:

1. Prior and current offences and dispositions
2. Family circumstances and parenting
3. Education and employment
4. Peer relations
5. Substance use
6. Leisure and recreation
7. Personality and behaviour
8. Attitudes and orientation

On the basis of the information generated from these assessments the project workers will undertake tailored interventions with participants which attempt to reduce the risks and to meet the needs towards securing improvements and prospects for participants.

<sup>3</sup> OECD Report September 2013

<sup>4</sup> Central Statistics Office (CSO, 2013)

<sup>5</sup> OECD Getting Youth on the job Track 2013 pg 63

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### 3. ESF FUNDED ELEMENT OF ACTIVITY:

The Simplified Costs Option under Article 14(2) of 1304/2013 ESF Regulation is to be applied to the operations of this activity. This means that ESF claims will be made up of eligible direct staff costs plus 40% to cover the remaining eligible costs of an operation.

Eligible direct staff costs include costs deriving from an agreement between employer and employee or service contracts<sup>6</sup> for external staff (provided that these costs are clearly identifiable). For example, if a beneficiary contracts the services of an external trainer for its in-house training sessions, the invoice needs to identify the different types of costs. The salary of the trainer will be considered as external staff costs. However, teaching materials for example cannot be taken into account.

Staff costs include the total remuneration, including in-kind benefits in line with collective agreements, paid to people in return for work related to the operation. They also include taxes and employees' social security contributions as well as the employer's compulsory and voluntary social contributions. The following are not considered to be staff costs for ESF claim purposes

- Costs of business trips
- Allowances or salaries disbursed for the benefit of participants (e.g. students, trainees) in ESF operations
- Redundancy or back-pay costs paid to staff that are not related to the eligibility period of the operation being co-funded.

Also, any net revenue generated from the co-funded operations shall be deducted from its eligible expenditure in line with section 3.6 of the Department of Education and Skills Circular 1/2015, Eligibility Rules for 2014-2020 ESF and YEI. This includes any maternity and welfare benefits paid/reimbursed to the employer.

### 4. RESPONSIBILITIES OF INTERMEDIATE BODY:

In line with Article 123(6) of CPR 1303/2013, an administrative agreement between the Managing Authority and Intermediate Body for this activity will formally record in writing the responsibilities and tasks to be carried out by the Intermediate Body on behalf of the Managing Authority.

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<sup>6</sup> Because there are 38 separate Community Based Organisations managing these projects and separately employing youth justice workers in the projects, contracts of employment in the context of salary scales may vary.

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5. CONTRIBUTION TO HORIZONTAL THEMES	
<b>A. Promotion of Equality between men and women</b>	<p>The purpose of GYDPs is to engage referred young people who have offended, or are at risk of offending. Therefore, the gender of those referred cannot be predetermined. In general statistics indicate that approximately 75% of young people committing crimes are male and 25% are female.</p> <p>It is important to note that the youth justice worker is in a position to tailor the programmes to meet the needs of the individual male or female participants. In some instances this involves working with single sex participant groups as participants may feel more comfortable discussing certain topics in such settings.</p>
<b>B. Promotion of equal opportunities and non-discrimination</b>	<p>Referral to participate in a GYDP is defined in the Operational Requirements Manual for Garda Youth Diversion Projects. It is the role of a Referral Committee for each project to consider who is suitable for inclusion in a GYDP having regard a project's annual plan and optimising the impact of the work of a project. The majority of referrals to a project will come from local Garda information sources and priority will be given to those considered suitable and admitted on to the Statutory Garda Juvenile Diversion Programme. The committee may also consider referrals made from other sources e.g. social workers, schools, residents, the Project Committee and self-referral. All project participants must be nominated through the Referral Committee.</p> <p>Participants are categorised on the basis of primary referrals – those who have committed a crime, have been cautioned by An Garda Síochána and are on the statutory Diversion Programme and, secondary referrals – those young people deemed at risk of being involved in anti-social or criminal behaviour.</p> <p>Referral committees cannot therefore alter or influence or discriminate in terms of participation on GYDPs. Referral committees are committed to equality which includes promoting equality and prohibiting discrimination in employment and in service delivery on nine grounds as defined in the Employment Equality Acts 1998-2011 and the Equal Status Acts 2000-2012. The nine grounds are gender (including gender identity), family status, civil status, sexual orientation, age, disability (including mental health), race (including skin colour, ethnicity and nationality), membership of the Traveller community, religion (including non-religious belief).</p> <p>Referral committees will provide reasonable accommodation for people with disabilities. They will also allow for positive action to promote or ensure equality through preferential treatment or positive measures which promote equality of opportunity for people who may be disadvantaged because of their circumstances, or to cater for their special needs.</p> <p>Once referred to a GYDP, as detailed above a 'risk analysis' assessment is carried out looking at various issues in a young person's life that can contribute to them being 'at risk' of offending. The areas assessed are listed above and include: Education and employment, Peer relations, Family circumstances and parenting and Substance use.</p>

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	<p>This information is used by the Youth Justice Worker to create a tailored intervention plan for each young person. Youth Justice Workers are trained youth justice and community workers and work at a local level with other agencies to improve outcomes for young people. This will include issues that may arise as a result of membership of the 9 grounds protected under equality legislation. For example many GYDPs run citizenship programmes with participants which are designed not only to increase pro-social outcomes but also inform young people in relation to their rights and about discrimination on the grounds of age, gender, race, disability, sexual orientation and membership of the Traveller Community.</p> <p>Youth justice workers will work locally to improve educational and employment outcomes for young people. This can include liaising with schools, providing assistance with homework, providing tutor hours, supporting young people with alternative paths to education, eg iScoil or help in accessing programmes such as Youthreach if needed. If an issue with education arises in relation to one of the 9 discriminatory grounds, eg membership of the Travelling Community or Disability, then the Youth Justice Worker will work to provide support to the young person so that the issues can be dealt with.</p>
<b>C. Social Inclusion</b>	<p>The priority is to target individuals and groups that experience particular and acute barriers to participation, i.e. Adults with inadequate literacy and numeracy skills for participation in modern society which includes unemployed, older age groups; those in the workplace with basic skills needs; disadvantaged women and disadvantaged men; Travellers and those for whom English is not the mother tongue who require literacy and language support in English.</p> <p>Actions to incorporate the Social Inclusion Principle:</p> <ul style="list-style-type: none"> <li>• National and local consultation through SOLAS, ETBs and the National Adult Literacy Agency to identify educational needs of the target groups</li> <li>• Provision and delivery adapted to meet learner needs (e.g. timing, location, duration, methodologies and learner supports)</li> <li>• Strategies and supports to promote access and participation (e.g., outreach, pre-development, mentoring).</li> </ul>
<b>D. Sustainable Development</b>	<p>As set out in the Partnership Agreement, the principle of sustainable development requires that the needs of the present be met without compromising the ability of future generations. This requires support for environmental protection requirements, resource efficiency, sustainable management of natural resources, risk prevention and management are addressed through both dedicated funding streams and through their horizontal integration across the Operational Programmes.</p> <p>The Government sustainable development framework document is intended to provide a platform for the integration of sustainable development principles into policies across all sectors. The framework broadly follows the thematic approach of the <i>EU Sustainable Development Strategy</i> and sets out a wide range of measures that seek to ensure an improvement in Ireland's quality of life into the future. Among the areas listed are sustainability of public finances and</p>

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	economic resilience, sustainable consumption and production, conservation and management of natural resources, climate change and clean energy, social inclusion, sustainable communities and spatial planning, education, communication and behaviour change, innovation, research and development, skills and training and global poverty and sustainable development.
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### 6. INDICATORS and REPORTING

Reporting on the progress of each activity is required for the Annual and YEI Implementation Reports and the Programme Monitoring Committee. This reporting includes information on financial and non-financial indicators as outlined in the subsequent paragraphs.

High level Investment Priority and Priority Axis targets have been set as part of the output and results indicators and performance framework<sup>7</sup> tables included in PEIL 2014-2020. The ESF co-funded and ESF + YEI co-funded tables below detail the activity level indicators that contribute to the higher level targets in the OP. In order to meet the reporting requirements the data in the table below must be captured and reported for this activity.

In addition to the capturing and reporting on the data for the high level targets included in the OP, data on common indicators is also required. These indicators are detailed in the attached Annex I<sup>8</sup> in line with the requirements of Article 5 of the ESF Regulation 1304/2013.

Priority 2 (ESF co-funded)				
Outputs and Results Indicator Targets	Measurement Unit	Target Value 2023	Performance Framework Targets	
			Target Value 2018	Target Value 2023
OUTPUTS				
The number of participants from disadvantaged groups on social inclusion employability programmes, including personal development towards employability programmes - Number of participants engaged by GYD projects	Number of participants	27,000	18,000	27,000
The number of youths (<25 yrs) participants from disadvantaged groups on social inclusion employability programmes, including personal development towards employability programmes - Number of young (<25yrs) participants engaged by GYD projects	Number of Young (<25yrs) participants	27,000	N/A	N/A
Certified Expenditure	€m	72.8	11.5	72.8
RESULTS				
Number of participants from disadvantaged groups that have completed a social inclusion employability programme and/or are in training/education/job search/work related environments upon leaving – GYD Participants who have completed an intervention	Number of participants	18,900	N/A	N/A
Number of young (< 25yrs) participants from disadvantaged groups that have completed a social inclusion employability programme and/or are in training/education/job search/work related environments upon leaving - Young (<25 yrs) participants who have completed an intervention	Number of Young (<25yrs) participants	18,900	N/A	N/A

<sup>7</sup> Additional information on the application of the performance framework and reserve are set out under Articles 20 to 22 of the CPR 1303/2013

<sup>8</sup> The information on each participant is set out in data fields included in section (1) of Annex I. The European Commission issued an ESF guidance note on the *Monitoring and Evaluation of European Cohesion Policy* in September 2014 and Annex C of this document includes definitions for common ESF/YEI indicators. A further guidance note on the completeness of data is to be issued by the European Commission to further clarify the requirements in this area.



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7. FINANCIAL INPUT	
Budget (€/m.) ESF + National Contribution	€72.8m
ESF Contribution €m	€36.4m
ESF Co-Financing %	50%
EU Intervention Field Code	109

8. CERTIFICATION ROLES		
Ex-Ante checks by:	Certified Claims Submitted by:	Submitted To:
Community Programmes Unit, IYJS	Community Programmes Unit, IYJS	Intermediate Body Financial Management Unit, Dept of Justice and Equality
Intermediate Body Financial Management Unit, Dept of Justice and Equality	Intermediate Body Financial Management Unit, Dept of Justice and Equality	Managing Authority DES
Managing Authority DES	Managing Authority DES	Certifying Authority DES
Certifying Authority DES	Certifying Authority DES	European Commission

9. PROJECT SELECTION	
Project Selection Process	The provision of crime prevention/reduction services and rehabilitation/reintegration services such as the Garda Youth Diversion Projects is delivered by the awarding of grants to community based organisations. The current delivery model has been encouraged to develop by IYJS over recent years. As IYJS expanded and developed its community programmes on the GYDP side over the past few years, the capacity of community based organisations to compete for grants opportunities has likewise evolved and matured; for future expansion a competitive system will be used where a new GYDP service is required.
Project Selection Criteria	Existing projects are embedded within communities with local Garda Youth Diversion project committee oversight. These projects which have been encouraged by IYJS have well established relationships with An Garda Síochána, other local statutory supports, voluntary community groups and young people. The projects operate in suitably located premises accessible to young people which are either owned by or vested in the community. The Community Based Organisations/projects are subject to strict governance controls which are supported by a Service Level Agreement called a "Funding Agreement" and project "Operational requirements".

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	Where it is proposed to establish a new project the following criteria will be used: An "Expressions of Interest" notification will be advertised where Community Based Organisations will have to meet set criteria for delivering the grant. A competitive interview process will be used to select the appropriate community based organisation to deliver the grant. Prospective service providers will be requested to give due consideration to equality and discrimination grounds as part of their application process. As with all GYDP grants delivered, the administration, operation and delivery of a project will be subject to a "Funding Agreement" and "Operational Requirements for GYDPs" between the Minister and the Community Based Organisations and will be subject to Government Financial Procedures in regard to the administration of grants.
Composition of Project Selection Committee	A selection committee comprising representatives of the Irish Youth Justice Service, the National Garda Youth Diversion Office and the local Garda Superintendent or his/her nominee will select service providers.

#### 10. PUBLICITY/INFORMATION PLANS

Publicity/ Information Plans for the Activity	<p>Guidelines will issue to the Community Based Organisations managing the projects with regard to compliance with the Regulations. These will include publicity guidance. Each project will receive publicity posters which will be required to be displayed on site. Projects will be instructed to display relevant EU logos etc., on all of their training manuals, notices, web sites etc; from time to time projects will contribute to articles for use in ESF publicity material.</p> <p><b>The following Regulations apply:</b></p> <ul style="list-style-type: none"> <li>• Regulation No. 1303/2013 CPR ( Articles 115-117)</li> <li>• Commission Implementing Regulation No. 821/2014 (Articles 3 and 4 and Annex II.</li> </ul>
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#### 13. IMPLEMENTATION CONTACT

<b>Body:</b> Irish Youth Justice Service, Department of Justice and Equality.	<b>Contact Name:</b>	Joe Gavin
<b>Address:</b> 4th Floor, 43-49 Mespil Rd, Dublin 4.	<b>Phone:</b>	01 647 3078
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#### ANNEX I

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### Common output and result indicators for ESF investments

#### (1) Common output indicators for participants

"Participants"<sup>9</sup> refers to persons benefiting directly from an ESF intervention who can be identified and asked for their characteristics, and for whom specific expenditure is earmarked. Other persons shall not be classified as participants. All data shall be broken down by gender.

The common output indicators for participants are:

- unemployed, including long-term unemployed\*,
- long-term unemployed\*,
- inactive\*,
- inactive, not in education or training\*,
- employed, including self-employed\*,
- below 25 years of age\*,
- above 54 years of age\*,
- above 54 years of age who are unemployed, including long-term unemployed, or inactive not in education or training\*,
- with primary (ISCED 1) or lower secondary education (ISCED 2)\*,
- with upper secondary (ISCED 3) or post-secondary education (ISCED 4)\*,
- with tertiary education (ISCED 5 to 8)\*,
- participants who live in jobless households\*,
- participants who live in jobless households with dependent children\*,
- participants who live in a single adult household with dependent children\*,
- migrants, participants with a foreign background, minorities (including marginalised communities such as the Roma)\*\*,
- participants with disabilities\*\*,
- other disadvantaged\*\*.

The total number of participants will be calculated automatically on the basis of the output indicators.

These data on participants entering an ESF supported operation shall be provided in the annual implementation reports as specified in Article 50(1) and (2) and Article 111(1) of Regulation (EU) No 1303/2013.

- homeless or affected by housing exclusion\*,
- from rural areas\*<sup>10</sup>

The data on participants under the two above indicators will be provided in the annual implementation reports as specified in Article 50(4) of Regulation (EU) No 1303/2013. The data shall be collected based on a representative sample of participants within each investment priority. Internal validity of the sample shall be ensured in such a way that the data can be generalised at the level of investment priority.

#### (2) Common output indicators for entities are:

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<sup>9</sup> Managing authorities shall establish a system that records and stores individual participant data in computerised form as set out in Article 125 (2) (d) of Regulation (EU) No 1303/2013. The data processing arrangements put in place by the Member States shall be in line with the provisions of Directive 95/46/EC of the European Parliament and of the Council of 24 October 1995 on the protection of individuals with regard to the processing of personal data and on the free movement of such data (OJ L 281, 23.11.1995, p. 31), in particular Articles 7 and 8 thereof. Data reported under the indicators marked with \* are personal data according to Article 7 of Directive 95/46/EC. Their processing is necessary for compliance with the legal obligation to which the controller is subject (Article 7(c) of Directive 95/46/EC). For the definition of controller, see Article 2 of Directive 95/46/EC. Data reported under the indicators marked with \*\* are a special category of data according to Article 8 of Directive 95/46/EC. Subject to the provision of suitable safeguards, Member States may, for reasons of substantial public interest, lay down exemptions in addition to those laid down in Article 8(2) of Directive 95/46/EC, either by national law or by decision of the supervisory authority (Article 8(4) of Directive 95/46/EC).

<sup>10</sup> The data shall be collected at the level of smaller administrative units (local administrative units 2), in accordance with Regulation (EC) No 1059/2003 of the European Parliament and of the Council of 26 May 2003 on the establishment of a common classification of territorial units for statistics (NUTS) (OJ L 154, 21.6.2003, p. 1).

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- number of projects fully or partially implemented by social partners or non-governmental organisations,
- number of projects dedicated at sustainable participation and progress of women in employment,
- number of projects targeting public administrations or public services at national, regional or local level,
- number of supported micro, small and medium-sized enterprises (including cooperative enterprises, enterprises of the social economy).

These data shall be provided in the annual implementation reports as specified in Article 50(1) and (2) and Article 111(1) of Regulation (EU) No 1303/2013.

(3) Common immediate result indicators for participants are:

- inactive participants engaged in job searching upon leaving\*,
- participants in education/training upon leaving\*,
- participants gaining a qualification upon leaving\*,
- participants in employment, including self-employment, upon leaving\*,
- disadvantaged participants engaged in job searching, education/ training, gaining a qualification, in employment, including self-employment, upon leaving\*\*.

These data shall be provided in the annual implementation reports as specified in Article 50(1) and (2) and Article 111(1) of Regulation (EU) No 1303/2013. All data shall be broken down by gender.

(4) Common longer-term result indicators for participants are:

- participants in employment, including self-employment, six months after leaving\*,
- participants with an improved labour market situation six months after leaving\*,
- participants above 54 years of age in employment, including self-employment, six months after leaving\*,
- disadvantaged participants in employment, including self-employment, six months after leaving\*\*.

These data shall be provided in the annual implementation reports as specified in Article 50(5) of Regulation (EU) No 1303/2013. They shall be collected based on a representative sample of participants within each investment priority. Internal validity of the sample shall be ensured in such a way that the data can be generalised at the level of investment priority. All data shall be broken down by gender.