

Roadmap for Social Inclusion 2020-2025 Ambition, Goals, Commitments

Third Progress Report July 2022 to June 2023 Published by

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Áras Mhic

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Minister's Foreword

I am pleased to publish the third Progress Report of the *Roadmap for Social Inclusion 2020-2025*, Government's national strategy for the reduction of poverty and increased social inclusion in Ireland.

This report focuses on progress made on the implementation of commitments up to the end of June 2023, including key achievements during that period. It is accompanied by a Roadmap Report Card which provides detail on progress of the individual commitments up to the end of June 2023.

In the last year we have also published the Mid-term Review of the Roadmap. This has resulted in some changes to the targets and commitments set in 2020 due to the changing environment and priorities since publication. These include the addition of 12 new commitment and the revision of 17 commitments. Additionally, two new targets were added to monitor progress towards achieving the ambition of the Roadmap. These new targets and commitments are reflected in this progress report.

Progress on the ambition, goals and commitments set out in the Roadmap continues to be monitored by the Social Inclusion Roadmap Steering Group, which I chair. I welcome the continued commitment of all Government Departments on driving delivery of commitments, as well as the dedication of the Community and Voluntary Sector members in their oversight to the group.

As we enter the second half of the delivery on the Roadmap, I am pleased to see positive progress on the majority of commitments, with many achieved and delivering positive changes for the most disadvantaged people in Ireland.

However, I am acutely aware that many people in this country continue to struggle with the cost of living. Decisions made during the annual budgetary process have a major impact on people's lives. Therefore, it is important, especially with the increased cost of living, that we target supports at those who are most vulnerable.

Budget 2024 saw the largest social welfare package in the history of the State that will support pensioners, carers, people with disabilities and low-income families. It will assist families and vulnerable citizens through a mix of lump sum supports and increases to weekly payments. These measures support delivery of commitments outlined in the Roadmap to assist the most vulnerable in society.

I trust you will find that the progress achieved in delivering commitments during this period demonstrates Government's clear and continued commitment to the *Roadmap for Social Inclusion*.



Joe O'Brien, T.D.

Minister of State with responsibility for Social Inclusion

Department of Social Protection

Introduction

The Roadmap for Social Inclusion 2020-2025 was approved by Government and published in January 2020. The primary ambition of the Roadmap is to "Reduce consistent poverty to 2% or less and to make Ireland one of the most socially inclusive countries in the EU." The Roadmap translates this ambition into 7 Goals underpinned by 81 commitments¹ (actions) that will be taken to help deliver these goals.

This is a whole-of-Government strategy with a five-year timeframe. A mid-term review of the Roadmap took place in 2022, with a report² on its findings published in June 2023. This is the third report on progress towards the achievement of the Roadmap goals, and the first to be published on the revised strategy following the mid-term review.

The *Roadmap for Social Inclusion* complements other national strategies, which are crucial to ensuring that social inclusion is at the core of public policy and delivery across all departments and Government services.

The Roadmap:

- Sets out an ambition for what is to be achieved and works to ensure that these ambitions are reflected in sectoral and service plans across Government as they are renewed over the period of the Roadmap.
- Sets specific commitments, particularly with regard to income supports and employment services, which complement the sectoral approaches and ensure that the risk of poverty and deprivation is minimised, with priority given to the needs of those experiencing or at risk of experiencing the poorest outcomes.

¹ Revised from 69 commitments following the mid-term review of the Roadmap.

² Mid-term Review of the Roadmap for Social Inclusion

 Sets up an evidence-based framework for monitoring and reporting progress and to inform the renewal of existing, and the development of future, sectoral strategies.

Section 1 of this report gives an overview of the Mid-term Review of the Roadmap and resulting changes. It also sets out the governance structures that are in in place to monitor progress against commitments and targets.

Section 2 provides an update on the national and EU targets against which progress is measured, using the latest data available from the annual Survey on Income and Living Conditions (SILC) for 2022. More detailed information on the trends in each measure can be found in the *Social Inclusion Monitor 2022*, which has been published alongside this report on <u>Gov.ie</u>.

Section 3 reviews the key achievements up to the end of June 2023 under each of the Roadmap Goals. A report card showing the status of each of the commitments at the end of June 2023 is also published alongside this report.

Section 1: Mid-term Review

The Roadmap for Social Inclusion commits that "an independent mid-term review of the Roadmap will be undertaken in 2022." This review was undertaken, and included:

- A review of progress in implementation;
- An assessment of the existing Roadmap ambition, goals and commitments;
 and
- A review of the existing Roadmap indicators.

The focus of the review was not to fundamentally re-work the strategy but rather, in recognition of the significant societal changes that had taken place in recent years, to reflect the developments since the publication of the Roadmap in January 2020 and aligned with this, identify priorities for the remaining duration of the strategy.

Independent inputs which informed the mid-term review included:

- · Stakeholder engagement undertaken by Ipsos;
- A review of the indicators used in the Roadmap carried out by the Economic and Social Research Institute (ESRI) under Department's joint Poverty and Social Inclusion research programme, and
- An external representative from the National Economic and Social Council (NESC) participating on the Mid-Term Review Advisory Group.³

Consultation informed all aspects of the review. In June 2022 the Department appointed Ipsos to undertake independent stakeholder engagement which included:

- a session at the Social Inclusion Forum 2022;
- a public consultation exercise, which ran from for six weeks in September and October 2022;

³ The Mid-Term Review Advisory Group was established to oversee the consultation aspect of the review. It consisted of representatives from the Roadmap Steering Group (including three key Departments – Health; Further & Higher Education, Research, Innovation & Science; and Children, Equality, Integration, Disability & Youth – and the Community and Voluntary sector representatives). The National Economic and Social Council (NESC) was also a member of the group as an external expert.

- four qualitative interviews with external members of the Steering Group and the mid-term review advisory group; and
- a survey of Departmental representatives in November 2022.

A report on the findings of this consultation was completed by Ipsos in December 2022.

In addition, the ESRI undertook a review of the indicators used to measure progress against Roadmap ambitions and goals. There are two sets of targets in the Roadmap covering income and broader social inclusion areas:

- EU level targets that are primarily based on indicators in the European Pillar
 of Social Rights Social Scoreboard. These have two components: a relative
 ranking component (generally to be ranked in the top 5 best performing
 member states) and an absolute target.
- 2. National targets consistent poverty, education, housing, etc.

These inputs were used to help identify possible revisions to existing commitments, assess key areas where new commitments could usefully be added, and identify new indicators, which would better show progress against the Roadmap's targets. Where a gap was identified, the appropriate Departments were asked to provide relevant commitments and/or indicators.

The mid-term review recognised that there have been significant changes in context since the publication of the Roadmap in January 2020, including the new Programme for Government, the COVID-19 pandemic, the impact of the ongoing war in Ukraine, and subsequent cost of living pressures. In addition, many of the strategies referenced in the Roadmap had become out of date and accordingly the language needed to be updated to reflect the relevant new strategies.

Some timelines for completion of commitments had been impacted by the COVID-19 pandemic and required amendment to ensure that they were realistic, and could form the basis of providing additional accountability at the Steering Group if not met. Other commitments which initially related to the publication of reports required revision to reflect the need for implementation.

As a result of the mid-term review:

- 12 additional commitments have been added to the Roadmap,
- updates have been made to 17 existing commitments,
- furthermore, two new targets have been added the Gini coefficient (a measure of income inequality) and progress in meeting European Pillar of Social Rights Action Plan headline poverty target; and
- seven targets were revised (for social participation, social housing, education, the anchored at risk of poverty rate and employment rates for people with disabilities).

Other additional indicators, such as disaggregated data on poverty, healthcare, childcare and housing, will be included in the annual *Social Inclusion Monitor*, where possible and in consultation with relevant Departments.

This progress report and the report card reflect the changes made to the Roadmap following the mid-term review. The *Mid-term Review of the Roadmap for Social Inclusion* and associated documents were published in June 2023 on <u>Gov.ie</u>.

Monitoring Progress

The Roadmap sets out how progress in implementing commitments will be monitored in the chapter on Implementation and Governance. This includes a commitment (no. 64) to establish a Social Inclusion Roadmap Steering Group (SIRSG) chaired by the Minister for Social Protection. Its purpose is to oversee the implementation of the Roadmap commitments throughout the duration of the strategy.

The Steering Group was established in 2020 and comprises senior representatives of responsible departments, who are designated as Social Inclusion Responsibility Officers (SIROs). The objective is to ensure that implementation of the Roadmap remains on the agenda of the Management Board in each Department. The Steering Group also includes three external members from the Community and Voluntary Sector: Robert Thornton, the Vincentian MESL Research Centre; Dr. Patricia Keilthy,

the Society of St Vincent de Paul; and Paul Ginnell, European Anti-Poverty Network (EAPN) Ireland. The terms of reference for the group and its membership are included in Appendix 1.

The group has met eight times to the end of June 2023, with meetings chaired by Joe O'Brien T.D., Minister of State with responsibility for Social Inclusion. Departmental representatives provided updates on progress their Departments had made towards the delivery of Roadmap commitments.

The Steering Group met in-person for the first time in December 2022. Progress made to date on the Roadmap mid-term review, in addition to progress on Roadmap commitments, was discussed at this meeting, with presentations on Tusla's Area Based Childhood Programme and the Housing First initiative. The findings of the Roadmap mid-term review were discussed at the May 2023 meeting, which was also attended by the Minister for Social Protection, Heather Humphreys T.D. The third progress report and the associated report card were considered by the Steering Group at the September 2023 meeting.

Section 2: Data Trends and Research

The *Roadmap for Social Inclusion* contains a range of targets and measures at both national and EU level to capture progress across a number of key aspects of social inclusion (see Tables 1A and 1B of the Roadmap). Data from 2018 is used as the baseline.

Detailed data on the progress made over the period 2020-22 are included in the *Social Inclusion Monitor 2022*. This trend document has been updated to include the data reported from the 2020, 2021 and 2022 EU Survey on Income and Living Conditions (SILC) published annually by the Central Statistics Office (CSO). It also incorporates the recommendations set out in the Roadmap mid-term review.

The implementation of a new EU Regulation on Social Statistics has implications for SILC data from 2020 onwards and has resulted in improved comparability of data at EU level, and welcome improvements in the timeliness of data collection and publication. However, it also results in a break in the time series, which means that the SILC data from 2020 onwards is not directly comparable with data from previous years.

Since 2020 the survey has been carried out over the first 6 months of the year. It collects information on the income and living conditions of different households in Ireland, to derive indicators on poverty, deprivation and social exclusion. SILC survey data is collected over the first 6 months of the year based on respondents' experiences at the time of the survey and during the prior 12 months. The income reference period is the previous calendar year, i.e. SILC 2022 refers to income for the period January to December 2021. It should be noted that measures introduced by Government in Budgets 2022 and 2023, and once off cost-of-living measures announced during 2022, were not reflected in this release.

The 2022 SILC survey data was published by the CSO in February 2023. The national consistent poverty rate in 2022 was 5.3%, up from 4.0% in 2021. The atrisk-of-poverty rate was 13.1% in 2022 compared with 11.6% in 2021. The basic deprivation rate was 17.7% in 2022, an increase from 13.8% in 2021. However,

these rates are broadly comparable with the pre-COVID data in SILC 2020. Data from the 2023 survey is expected to be available early 2024.

Of the 14 EU indicators for which data is available,⁴ the survey data for 2022 indicates that Ireland ranks in the top 5 for 3 indicators; the top 10 for 4 indicators; but outside the top 20 for 2 indicators. (See Table 1A)

Compared to the 2018 survey data, Ireland's ranking relative to its EU peers has

- Improved on 5 measures
- Dis-improved on 5 measures
- Remained unchanged on 4 measures

Looking at the seven national targets (Table 1B) the position has

- Improved on 6 indicators, and
- Dis-improved on 1 indicator.

⁴ Data on active citizenship and voluntary work is not currently available. 2018 data was based on an ad-hoc module (2015 only). 2020 data will reflect the findings of the European Social Survey 2020 when available for Ireland, as set out in the Roadmap mid-term review.

Table 1A: Roadmap for Social Inclusion 2020 -2025 EU Measures and Targets – progress in 2022

	Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Target 2025				
Aim		nd Social Exclusion								
Measure	The share of peopl	The share of people who are at risk of poverty or social exclusion (AROPE) - Headline Measure								
Goals	3,4,5									
Absolute Level	20.8%	20.4%	20.1% ^b	20.0%	20.7%	16.7%				
EU Ranking	17	16	16	14	17	5				
[EuroStat Data C	ode: ILC_PEPS01N]	1		<u> </u>						
Aim	Income Distribution	on - Become a top !	5 country							
Measure	The income quintile	e share ratio								
Goals	2, 4, 5									
Absolute Level	4.2:1	4.0:1	4.1:1 ^b	3.8:1	4.1:1	3.8:1				
EU Ranking	10	7	7	6	10	5				
[EuroStat Data C	ode: ILC_DI11]									
Measure	Gini Coefficient of	equivalised disposat	ole income							
Goals	2, 4, 5									
Absolute Level	28.9	28.3%	28.3%	26.9%	27.9%	25.9%				
EU Ranking	14	12	12	9	12	5				
[EuroStat Data C	ode: TESSI190]									

	Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Target 2025		
Aim	Income Poverty - I	Become a top 5 cou	ntry or improve ra	nk within the top 5	countries			
Measure	The share of people	who are at risk of po	overty before social	transfers (incl. pens	sions)			
Goals	3, 4, 5							
Absolute Level	41.0%	41.2%	41.1% ^b	43.3%	41.6%	37.9%		
EU Ranking	10	11	13	13	14	5		
[EuroStat Data C	ode: ILC_LI09B]		l					
Measure	The share of people	who are at risk of po	overty after social tr	ransfers				
Goals	3, 4, 5							
Absolute Level	14.9%	13.1%	13.8% ^b	12.9%	14.0%	12.8%		
EU Ranking	11	7	8	7	10	5		
_								
[EuroStat Data C	ode: ILC_LI02]	-	-					
	-	of poverty rate (age 1	8 to 64 years)					
Measure	-	of poverty rate (age 1	8 to 64 years)					
[EuroStat Data C Measure Goals Absolute Level	The in-work at risk	of poverty rate (age 1	18 to 64 years) 6.1% ^b	4.3%	5.3%	3.5%		

	Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Target 2025
Measure	The AROPE rate fo	r children under 18	years of age			
Goals	1, 2, 4, 5					
Absolute Level	24.7%	23.9%	23.5% ^b	22.8%	22.7%	16%
EU Ranking	20	18	20	16	17	5
[EuroStat Data C	ode: ILC_PEPS01N]					
Measure	The AROPE rate fo	r people with disabi	ities (over 16 years	old) ^		
Goals	3, 4, 5					
Absolute Level	38.2%	38.1%	35.0%	39.3%	39.5%	28.7%
EU Ranking	22	22	20	24	22	10
	ada: ULTU DDE010					
[EuroStat Data C	ode. HLTH_DFE0T0					
<u> </u>			in the top 5 countri	ies		
Aim		Maintain rank with	in the top 5 countri	ies		
[EuroStat Data C Aim Measure Goals	Housing Quality -	Maintain rank with	in the top 5 countri	ies		
Aim Measure	Housing Quality - The housing cost of	Maintain rank with	in the top 5 countri	2.5%	3.9%	2%

	Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Target 2025
Measure	The overcrowding r	ate				
Goals	4, 5					
Absolute Level	2.7%	3.2%	3.2% ^b	3.4%	4.3%	2.5%
EU Ranking	2	2	2	3	4	Top 5
[EuroStat Data C	ode: ILC_LVHO05A]	l				
Aim	Socio-Economic Atop 5 countries	Aspects of Living C	onditions - Becon	ne a top 5 country o	or maintain/improve	e rank within the
Measure	The share of the po	pulation who report	their health as eithe	er good or very good		
Goals	3, 4, 5, 7					
Absolute Level	84.1%	83.9%	83.7% ^b	81.1%	80.0%	84.2%
EU Ranking	1	1	1	1	1	1
[EuroStat Data C	ode: HLTH_SILC_01]				
Measure	The share of the po	pulation reporting ur	nmet health care ne	eeds due to cost/exp	ense	
Goals	1, 3, 4, 5, 7					
Absolute Level	0.9%	0.9%	0.6% ^b	0.1%	0.5%	0.1%
EU Ranking	18	19	18	7	18	5
[EuroStat Data C	ode: HLTH_SILC_08	il		I	<u> </u>	

	Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Target 2025
Measure	The share of the po	pulation living in ho	useholds with very l	ow work intensity ^		
Goals	1, 2, 4, 5					
Absolute Level	13.2%	13.8%	11.5% ^b	13.0%	10.5%	5.5%
EU Ranking	26	26	25	27	26	5
[EuroStat Data C	ode: ILC_LVHL13n]			I		
Measure	The share of childre	en receiving formal	childcare ⁵			
Goals	1, 2, 4, 5, 7					
Absolute Level	69.2%	62.1%	77.4% ^b	74.6%	80.7%	69.4%
EU Ranking	2	4	1	1	1	1
[EuroStat Data C	ode: ILC_CAINDFOF	RMAL]				
Measure	The share of the po	pulation suffering se	evere material depri	vation ⁶		
Goals	4, 5					
Absolute Level	4.9%	5.4%	4.1% ^b	N/A	N/A	3.1%
	14	15	13	N/A	N/A	5

⁵ From 3 years to minimum compulsory school age (duration: 1-29 hours)

⁶ Data for 2018 was not available at time of publication of the Roadmap and 2017 data used. This has been updated to reflect 2018 data. Data for 2021 and 2022 was not available at time of publication of this report.

	Actual	Actual	Actual	Actual	Actual	Target
Aim	2018	2019	2020	2021	2022	2025
Aim	Social Participation	on and Integration -	Become a top 5 c	ountry		
Measure	Active citizenship ra	ate ⁷				
Goals	1, 2, 4, 5, 6					
Absolute Level	13%	-	-	-	-	17.2%
EU Ranking	7	-	-	-	-	5
[2018: EuroStat L	Data Code: ILC_SCP	19]				
Measure	Participation in forn	nal voluntary work ⁷				
Goals	1, 2, 4, 5, 6					
Absolute Level	29%	-	-	-	-	34.1%
EU Ranking	7	-	-	-	-	5
[2018: EuroStat [Data Code: ILC_SCP	19]		1	1	1

Note: Rankings are based upon the EU-27. Eurostat/CSO data is correct at time of publication but may be subject to change.

b Break in time series

^{^ 2018} baseline data was updated by Eurostat after the publication of the Roadmap.

⁷ 2018 data was based on an ad-hoc module from EU-SILC (2015 only). This means that tracking progress on these indicators is dependent on additional modules becoming available, which is uncertain. Possible alternative indicators are currently under consideration.

Table 1B: Roadmap for Social Inclusion 2020 -2025 National Measures and Targets – progress in 2022

Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Target 2025					
	Il Target for Pov				2020					
The share of th	The share of the population in consistent poverty									
Goals: 1, 2, 3, 4, 5, 6, 7										
5.6%	5.5%	4.7%8	4.0%	5.3%	2% (2025)					
Child Poverty Target (BOBF) ⁹										
	Maintain the ambition to lift over 70,000 children (aged 0-17 years) out of consistent poverty by 2020, a reduction of at least two thirds on the 2011 level (107,000 children)									
Goals: 4, 5, 7										
92,000	97,000	86,000	62,000	90,000	37,000 (2020)					
(7.7%)	(8.1%)	(7.2%)	(5.2%)	(7.5%)	(3%)					
Irish contribut Poverty Reduc		pean Pillar of S	ocial Rights Ac	tion Plan 2030 I	Headline					
least 15m (at le	east 5 million of the	hese to be childr	al exclusion in the ren), compared to ode: <i>ILC_PECS</i> (2019 – 90,000						
Goals: 2, 3, 4, 5	5, 7									
Total:	1,005,000	1,002,000 (-3,000)	1,005,000 (0)	1,046,000 (+41,000)	(2030) -90,000					
Children:	312,000	289,000 (-23,000)	276,000 (-36,000)	279,000 (-33,000)	-45,000					
At risk of pove	erty (AROP) and	hored in 2020								
The share of pe	eople at risk of po	overty (AROP) a	inchored in 2020							
Goals: 1, 2, 3, 4	4, 5, 6, 7									
-	-	13.2%	9.0%	9.1%	5.6%					

⁸ Break in time series

⁹ To be reviewed following the setting of a new national child poverty target.

Actual 2018	Actual 2019	Actual 2020	Actual 2021	Actual 2022	Target 2025			
REVISED: Employment Target for People with a Disability								
Increase the employment level of people with a disability (aged 20-64 years old) as measured by Census data, over two census periods in line with targets set in the Comprehensive Employment Strategy for People with Disabilities. ¹⁰								
Goals: 1, 2, 4,	5							
36.5% (Census 2016)	N/A	N/A	N/A	53.3%* (Census 2022)	38% by 2024			
Education								
Reduce the gap non-DEIS scho		es to the Leaving	g Certificate at se	econd level betw	een DEIS and			
Goals:1, 2, 4, 5	, 6, 7							
9.3 percentage points (2013 Cohort)	8.6 percentage points (2014 Cohort)	7.6 percentage points (2015 Cohort)	8.4 percentage points (2016 Cohort)	TBC (2017 Cohort)	0 percentage points (2019 Cohort)			
Social Housin	g							
Housing for All is the Government's plan to increase the supply of housing to an average of 33,000 per year over the next decade. This includes the delivery of almost 12,000 social homes annually with an average 10,000 new build social homes out to 2030. 12								
Goals:1, 2, 4, 5	, 0, 1				42.000			
8,405	10,004	7,824	9,169	10,263	12,000 annually			

¹⁰ The question on disability in the Census changed in 2022. Accordingly, the results are no longer comparable. A successor strategy to the *Comprehensive Employment Strategy for People with Disabilities* (the source of the existing target) is under development. The Labour Force Survey in Q2, 2023 included a question on disability which will be published in early 2024, and will be asked again in Q2, 2025. This will be monitored in the progress report.

See: https://www.gov.ie/en/collection/retention/

¹¹ This measures the percentage of pupils who entered the first year of post-primary schools in a given year and sat the Leaving Certificate examination either five or six years later:

^{• 2018:} entered in 2013, sat the Leaving Certificate in 2018 or 2019

^{• 2019:} entered in 2014, sat the Leaving Certificate in 2019 or 2020

^{• 2020:} entered in 2015, sat the Leaving Certificate in 2020 or 2021

^{• 2021:} entered in 2016, sat the Leaving Certificate in 2021 or 2022

¹² Figures for 2018 to 2021 have been revised to remove those on HAP and RAS. See: https://www.gov.ie/en/collection/6060e-overall-social-housing-provision/

SILC 2022

Government supports for those impacted by COVID-19 pandemic job-losses continued to have an impact on poverty rates in SILC 2022. Pandemic related income supports continued to be paid during 2021, the income reference period¹³ for SILC 2022. Total expenditure across the Pandemic Unemployment Payment (PUP) and Employment Wage Subsidy Scheme (EWSS) for 2021 was €8.6 billion. Over 990,000 people were supported for at least one week by the PUP or the EWSS schemes in 2021. In comparison, during 2022 the total expenditure for both PUP and EWSS fell to €931 million, with over 370,000 people supported for at least one week by these schemes in 2022.

2022 SILC data shows that Covid-19 income supports had a significant impact on the at risk of poverty rate. The at risk of poverty rate for 2022 was 13.1%, however without any Covid-19 income supports this would have been 20.5%.¹⁴ Without the PUP, the at risk of poverty rate would have been 16.7% and without the Employment Wage Subsidy Scheme the rate would have been 16.9%.

Covid-19 income supports had a positive impact on the at risk of poverty rates for various vulnerable groups. The at risk of poverty rate for unemployed persons was 35.6%, while without Covid-19 income supports this rate would have been 52.8%. The at risk of poverty rate for persons living in one adult households with children was 23.8%, while without Covid-19 income supports this rate would have been 37.3%. For people unable to work due to long-standing health problems the risk of poverty rate was 35.2% but would have increased to 44.3% without the Covid-19 income supports.

Covid-19 income supports also had a positive impact on the median household disposable income in SILC 2022. The median household disposable income in 2022 increased by 7.1% to €47,021 from 2020 level due to Covid-19 supports. However, without the Covid-19 income supports it would have decrease by 0.8%.

¹³ The income reference period of SILC in year T is the calendar year T-1, i.e. for SILC 2022 the income relates to Jan-Dec 2021.

¹⁴ Note that the counterfactual 'without supports' makes no attempt to estimate likely incomes from receipt of 'traditional' out-of-work supports, like Jobseeker's Allowance or Jobseeker's Benefit, that an individual may have been entitled to receive had COVID-19 income supports not been available.

While the SILC 2022 data reports an increase in some poverty indicators it should be noted that the income period for this release was the calendar year 2021. Therefore, measures introduced by Government in Budget 2022 and Budget 2023, and once off cost-of-living measures announced during 2022 and 2023, were not reflected in this release.

ESRI research

Research in relation to poverty and social inclusion published during the period of this report included independent analysis of the impact of Budget 2023 by the ESRI.¹⁵ It found that once off Budget measures substantially cushioned incomes, particularly for low-income households. It further found that Budget 2023 left households across the income distribution better off, with the lowest 10 per cent of households experiencing the largest gain; an increase of 1.4 per cent of disposable income, with these increases primarily driven by the once off cost-of-living measures.

Under the Department of Social Protection's three year research contract, the ESRI, published the paper <u>Technical Paper on the Poverty Indicators for Social Inclusion in Ireland</u> in June 2023. This found that most of the targets used in the Roadmap to track progress on poverty and social inclusion were both useful and meaningful. However, the report and the submissions from the public consultation noted that the inclusion of some additional targets and indicators would be useful to measure progress. As mentioned above, two new targets were added and seven targets were revised.

A second paper comparing EU poverty and social inclusion indicators covering the period 2018 to 2021 was published in November 2023. This paper, *Poverty and Social Inclusion Indicators in the Roadmap for Social Inclusion 2020–2025 in Comparative Perspective Covering 2018–2021*, found that overall results are positive and it is encouraging to see where progress is being made. The effect of social transfers on child poverty is particularly encouraging. However, there is still work to do to achieve targets on certain indicators for vulnerable groups. This research highlights the areas

¹⁵ Distributional impact of tax and welfare policies: Budget 2023. (December 2022) <u>Distributional impact of tax and welfare policies: Budget 2023 | ESRI</u>

we need to focus on to ensure nobody is left behind as we continue to work towards achieving the Roadmap's targets.

Further papers will examine the relationship between minimum income and poverty using MESL data, and look at persistent income poverty and deprivation using SILC.

Social Inclusion Forum 2023

The annual Social Inclusion Forum (SIF) was held in June 2023, with over 150 people participating in person or online. The forum facilitates people affected by poverty and social exclusion, and the community organisations representing them, to come together with officials from relevant Government Departments, the Minister for Social Protection and Minister of State with responsibility for Social Inclusion. It provides a forum for discussion about the implementation of the Roadmap. The theme of the 2023 forum was "Revitalising the Roadmap: Progress and Priorities". It focused on the progress made to date and priorities for the future following the mid-term review, with five workshops focussing on specific goals within the Roadmap.

The mid-term review found that the inclusion of the lived experience of vulnerable groups should be considered when reviewing progress in meeting Roadmap goals and targets. In this context feedback received at the Forum, in particular at the five workshops, has been considered. The workshop theme at the 2023 Forum were:

- Workshop 1: Supporting Older People
- Workshop 2: Social Inclusion and Children
- Workshop 3: Employment Expanding Opportunities and ensuring work pays
- Workshop 4: Core Essentials including income adequacy, energy and food poverty

A further online workshop covering the themes of workshops 1 to 4 also took place.

Issues of concern highlighted at the Forum included:

- Access to services: childcare, transport, healthcare (including mental health services), housing.
- Cost-of living and inflation increases compared to social welfare rates, the minimum wage and a living wage.

- Food poverty and a reliance on food banks.
- Poverty impacts on vulnerable cohorts (people with disabilities, children, the Traveller and Roma community).
- Employment: low levels for certain groups; lack of public transport in rural areas; poor conditions, discrimination against and exploitation of some workers.
- Disability: increased cost of disability, difficulty in finding suitable work.
- Impact of climate change on marginalised communities.
- Digital exclusion as public services and financial services move online.
- Barriers to employment: cost and access to public transport, impacted of income on social protection supports and services, lack of childcare provision.
- In-work poverty and the need for quality of employment, which is well-paid, accessible and sustainable.

The Social Inclusion Forum is an important date in the Departments calendar and feedback received at the event and in its workshops helps to inform future Government policy responses and contributes to the Budget process. A report on the findings of the Forum is published annually on <u>Gov.ie</u>. The <u>Report of the Social Inclusion Forum 2023</u> was circulated to Departmental representatives on the Steering Group for consideration by their Departments in advance of its publication.

Section 3: Progress Towards Achievement of Roadmap Goals

As of the end of June 2023:

- 43 of the Roadmap commitments were fully achieved or achieved with ongoing delivery;
- 5 further commitments were in progress on schedule with ongoing delivery; and
- 33 commitments were in progress.

Goal 1: Expanding the Opportunity of Employment

Give everyone who can work the opportunity of employment as a means to improve their well-being

Commitments 1 – 11, 70 - 74

The focus of this goal is the successful, continued implementation of policies, strategies and commitments to support and improve the capacity of people to take up employment, education and training opportunities.

Key achievements up to the end of June 2023 include:

- The publication of the White Paper on Enterprise in December 2022, which sets out to deliver rewarding jobs and livelihoods, and maintain full employment.
- An information campaign, 'Early Engagement', ran in May 2023 aimed at young people with disabilities. This ran across national print media, national and regional radio, video on demand and digital and social media channels.
- Participation in the National Childcare Scheme (NCS) continued to grow. In June 2023, approximately 122,256 children benefitted from the Scheme, compared to 62,795 in June 2022.
- The National Transport Authority published an Implementation Review of Phase
 1 of Connecting Ireland in April 2023, and the Connecting Ireland 2023
 Programme was launched in February 2023.
- The earnings disregard for those on Disability Allowance and Blind Pension increased to €165 in January 2023.
- Changes to Community Employment (CE), Tús and Rural Social Scheme (RSS) including: the removal of the six-year time limit for all participants on the

RSS; eligibility for Tús extended to persons in receipt of Disability Payments; an increase in Intreo referrals to CE with schemes required to offer places to at least 60% of candidates referred; and the introduction of a pilot Qualified Adult Community Employment Scheme.

- The expansion of the Local Area Employment Services to 17 Community and Voluntary sector providers in 19 counties.
- The provision of a bursary of €3,000 by the National Apprenticeship Office to successful applicants on the Access to Apprenticeships Programmes in the Technological Universities of Dublin and Sligo.
- A social media campaign in May 2023 promoting the New Steps personal development programme offered by One Family. This aims to support oneparent families in Cavan, Monaghan, Louth and Meath to upskill and retrain to help them back into the workforce.
- A Family Carers Needs Assessment was piloted in Community Healthcare West, in conjunction with Family Carers Ireland, with 100 family carers. It uses a Family Carer Needs Assessment to look at the role of the Family Carer, how caring affects them, and how much care they can realistically provide while still allowing for involvement in other activities. The aim is to identify the various supports family carers may need to help them in their caring role and how these needs can be met.
- The provision of almost €780,000 funding to seven projects, through the Dormant Accounts Fund initiative, to support and improve the employment opportunities for Family Carers. The projects under this initiative will run until June 2024.
- An independent review of the existing Social Inclusion and Community Action Programme (SICAP) has been undertaken by KPMG Future Analytics. The final report from KPMG is expected by the end of 2023, with recommendations informing the new SICAP programme design for 2024 onwards.

Goal 2: Supporting Workers and Families - Ensuring Work Pays

Ensure that workers are treated fairly and paid fairly, and that work continues to be the best route to social inclusion

Commitments 12 – 21, 75

The Roadmap recognises that one of the single biggest indicators of whether a person is likely to experience poverty or deprivation is whether or not they are employed. The focus of this goal is to protect and enhance the level of in-work income and to ensure that work pays.

Key achievements up to the end of June 2023 include:

- Budget 2023 provided for the Working Family Payment income thresholds to increase by €40 per week for families of all sizes from January 2023. ESRI research¹⁶ has found that increasing the income limit for the Working Family Payment has the largest effect of any of the measures considered in their research.
- Budget 2023 provided a number of cost-of-living measures and supports for families with children including a €500 cost of living lump sum payment for Working Family Payment recipients in November 2022. The Budget also provided for a double weekly payment to recipients of certain social welfare payments, including jobseekers and lone parents. Further measures to help social protection recipients were announced in February 2023 including a €200 lump sum paid in April to all long-term social welfare recipients including One-Parent Family Payment and families in receipt of Working Family Payment.
- In November 2022, the Government agreed to introduce a National Living Wage, with no regional or sectoral variations, set at 60% of hourly median wages by January 2026.
- Participants on Community Employment, Tús and the Rural Social Schemes received a combined increase of €17 per week from January 2023 under Budget 2023.

¹⁶ Doorley, K., Kakoulidou, T. O'Malley, S., Russell, H and Maître, B, (2022) <u>Headline Poverty Target Reduction in Ireland and the Role of Work and Social Welfare</u>, Dublin: Department of Social Protection and Economic and Social Research Institute

- The Labour Market Advisory Council published a paper, An Examination of Employment Arrangements, which was jointly produced by the Department of Social Protection and SOLAS. It presents a literature review and sets out trends in atypical and potentially precarious employment arrangements, such as parttime work, temporary contracts, solo self-employment, and platform work. The paper sets out a study of trends in employment arrangements.
- A campaign to raise awareness of the Working Family Payment ran in early 2023 in the national press, national and regional radio, and on social media.
- Work commenced in the Department of Finance on the development of a national financial literacy strategy. It will look at identifying gaps in financial literacy provision and target groups for interventions.

Goal 3: Supporting Older People – Assuring Their Income

Protect the income of older people through the delivery of the commitment to benchmark State pension payments

Commitments 22 - 28

The focus of this goal includes the protection and enhancement of State pension payments and the provision of long-term care supports to allow older people to live and age with dignity in their own homes.

Key achievements up to the end of June 2023 include:

 The Minister for Social Protection announced a series of landmark reforms to the State Pension system in September 2022. The measures, approved by Government, are in response to the Pensions Commission's recommendations. The Government committed that a smoothed earnings method to calculating a benchmarked/indexed rate of State Pension payments will be introduced as an input to the annual budget process and to be submitted to Government in September each year from 2023.

- Budget 2023 provided for the largest ever expansion of the Fuel Allowance
 Scheme. A new Means Test disregard for Fuel Allowance for people aged over
 70 was introduced at €500 for a single person and €1,000 for a couple.
- In addition, Budget 2023 provided a €12 increase in the maximum weekly rate
 of all State Pensions and proportionate increases for qualified adults and for
 people receiving a reduced rate.
- Additional lump sum payments of €400 on the fuel allowance and €200 on the living alone allowance were paid in November 2022, with a further lump sum payment of €200 paid in April 2023 for those in receipt of long-term social welfare payments, including pensioners. to assist with increases in the cost of living.
- The HSE's National Dementia Office published the Model of Care for Dementia
 Care in May 2023. A key enabler of the model of care is education and training
 for health and social care practitioners in primary, acute and social care,
 including GPs and primary care teams.
- Under the Capital Programme for Older Persons Residential Centres, work has been ongoing to replace, upgrade and refurbish care facilities at 90 locations.
 At the end of June 2023 work on 44 has been completed, with a further 12 in progress.

Goal 4: Supporting Families and Children

Reduce child poverty in Ireland and ensure that all families have the opportunity to participate fully in society

Commitments 29 – 40, 76

The focus of this goal was the continued provision of supports and services to families to allow them to fully participate in society and to continue reducing the level of child poverty.

Key achievements up to the end of June 2023 include:

- Core Funding, the new additional funding stream for the childcare sector, commenced in September 2022. Its primary purpose is to improve pay and conditions in the sector as a whole and improve affordability for parents as well as ensuring a stable income to providers. 95% of services had signed up to Core Funding by end of June 2023.
- The final report of the RSM Evaluation of the School Meals Programme was published in March 2023. Government agreed to extend the provision of the hot school meal to pupils in all remaining DEIS Primary and Special Schools from September 2023 and to explore the extension to non-DEIS Primary schools on a phased basis from 2024.
- A 30-month pilot project, Lone Parents Digital Activation, continued in the North-East region with the delivery of bridging courses for lone parents. The pilot is led by the Department of Social Protection partnering with One Family, and funding from the EU Programme for Employment and Social Innovation (EaSI).
- The Creative Youth Plan 2023-2027 was launched in March 2023.
- Under Budget 2023 the income thresholds for the Working Family Payment were extended by €40 per week from January 2023 increasing the number of families that qualify for this payment.
- Further measures targeting families under Budget 2023 included:
 - 1. a double payment of Child Benefit to support all families in November;
 - 2. €500 Cost of Living Lump Sum Payment paid to all families in receipt of the Working Family Payment in November 2022;

- 3. a €2 increase for all qualified child dependants from January 2023;
- 4. €12 increase in Maternity/Paternity/Adoptive/Parent's Benefit from January 2023; and
- 5. an increase in the means assessment threshold for Fuel Allowance from €120 to €200 with effect from January 2023.
- Implementation of Nurturing Skills: The Workforce Plan for Early Learning and Care and School-Age Childcare 2022-2028 continues, with 56 Qualifications Advisory Board (QAB) approved programmes now offered by 18 Higher Education Institutions across 30 campuses.
- The Department of Education invited the OECD Strength Through Diversity: Education for Inclusive Societies project to review the current approach for the allocation of resources to support students at risk of educational disadvantage in Ireland. The review will inform a policy approach for the equitable distribution of supplementary resources to support students at risk of educational disadvantage attending all schools, both DEIS and non-DEIS.
- A Child Poverty and Well-being Programme Office has been established in the Department of the Taoiseach. Government published an initial programme plan, From Poverty to Potential: A Programme Plan for Child Well-being 2023-2025.
 This builds on six priority areas:
 - 1. access to income;
 - 2. access to early learning and care;
 - 3. reduced cost of education;
 - 4. prevention and mitigation of family homelessness;
 - 5. pathways to access the services they need; and
 - 6. access to arts, culture and sports opportunities.

Goal 5: Supporting People with Disabilities

Improve social inclusion of people with disabilities by reducing poverty rates, improving employment outcomes and delivering better services

Commitments 41 - 44

This goal aims to support and enhance the work already underway to improve the social inclusion of people with disabilities.

Key achievements up to the end of June 2023 include:

- Work commenced on the successor to the National Disability Inclusion
 Strategy, which is expected to be published by the end of 2023. Additionally,
 work continued on development of the Phase III Action Plan of the
 Comprehensive Employment Strategy which will set out actions and lead
 Departments for the work programme in the final phase of the strategy.
- Early Engagement with young people (18-25 years old) in receipt of Disability Allowance commenced in July 2022. The aim is to promote awareness of Intreo employment services and supports. Customers are offered an appointment to speak with a specially trained Employment Personal Advisor to help them achieve their employment ambitions. Those who express an interest are offered a case managed service. Just over 10,500 people were contacted and offered the opportunity to avail of employment services. Almost 60% agreed to take a follow-up phone call to discuss available employment supports, of whom 1,400 were interested in engaging with the service immediately. To the end of June 850 people have been referred to a specialist service, further education or training, job vacancies or a suitable employment scheme (Community Employment or the Work Placement Experience Programme).
- The inclusion in Budget 2023 of targeted measures for people with disabilities including:
 - The earnings disregard for Disability Allowance and Blind Pension increased from €140 to €165;
 - A €12 increase in weekly Disability payments with proportionate increases for qualified adults and for people who receive a reduced rate;
 - Domiciliary Care Allowance increased by €20.50 per month;

- Domiciliary Care Allowance was made available in respect of children with severe illness or disability who remain in hospital for up to six months after birth;
- Disablement Benefit was disregarded in the means assessment for Fuel Allowance; and
- Additionally, an Autumn cost-of-living double payment was made to people in receipt of Disability Allowance, Invalidity pension, Blind pension, Disablement Benefit, Partial capacity, with further a €500 Cost of Living Disability Support Grant paid to all people in receipt of Disability Allowance, Invalidity Pension and Blind Pension lump, and further payments of €400 on the fuel allowance and €200 on the living alone allowance paid in November 2022. In April 2023 a lump sum payment of €200 was paid to those in receipt of long-term social welfare payments, including people with disabilities.
- The Disability Green Paper was published in September 2023. It proposes: 1) the introduction of a three-tiered Personal Support Payment; 2) the introduction of new in-work supports; and 3) addressing inconsistencies in eligibility as the basis of a wide-ranging public consultation process.

Goal 6: Supporting Communities

Empower communities to address social exclusion Commitments 45 – 53, 77 - 79

This goal recognises the strong partnership between the State and the Community and Voluntary sector in the delivery of supports at local level.

Key achievements up to the end of June 2023 include:

 Investment through the administration of Dormant Account Funding continues to deliver on Sport Ireland's policy on Diversity and Inclusion in Sport. This aims to engage with communities across the country, focusing on people with

- disabilities, people who are educationally disadvantaged and from disadvantaged communities.
- The first Community & Voluntary National Civic Forum took place in November 2022.
- The roll out of 31 new Local Authority Culture and Creativity Strategies (2023-2027) were announced in February 2023. They reflect the creative ambitions of communities around the country which will be supported by the principles and values of Creative Communities under Creative Ireland Programme 2023-2027.
- Work has progressed on the Connecting Ireland implementation programme for 2023. This includes new and enhanced TFI Local Link services. A pilot scheme between NTA/Local Link and the HSE commenced in County Leitrim in June 2021. The revised network is designed to meet the needs of mainstream public transport users as well as the transport needs of passengers with disabilities, and those accessing (non-emergency) health care services in the county. It provides integrated multi-purpose affordable bus services, contributing to the development of independent living and provide more freedom of choice, integration, and equal access.
- Public consultation on the Fourth Open Government National Action Plan took
 place in early 2023 and is due for publication by the end of the year.
- A pilot initiative to extend Community Employment (CE) to customers in receipt
 of a Qualified Adult payments commenced in early 2023. The scheme has been
 promoted to potential customers by direct mailing, with follow-up interviews on
 customer request. By end June 2023 a total of 10 Qualified Adult customers
 had started on CE schemes.
- In response to the increase in loneliness, which particularly impacts older people, a nationwide campaign aimed at older people was developed. This encouraged rebuilding social connections and re-integration into their communities.
- HSE-funded Social Prescribing services are now available in 44 locations across the country. These services are delivered in partnership with community and voluntary organisations, such as Family Resource Centres and Local Development Companies, and as part of the Sláintecare Healthy Communities Programme.

• Under Budget 2023 funding of €5.2 million was allocated to roll-out the Healthy Age Friendly Homes Programme nationally. The objectives are: to prevent early or premature admission to long-term residential care; enable older people to continue living in their homes or in a home more suited to their needs; help older people to live with a sense of independence and autonomy and support older people to be and feel part of their communities.

Goal 7: Core Essentials - Healthcare, Housing, Energy and Food Ensure that all people can live with confidence that they have access to good quality healthcare, housing, energy and food Commitments 54 – 63, 80 - 81

This goal recognises that access to basic essential services on a free or subsidised basis to people on low incomes can reduce costs to be covered from within that low income.

Key achievements up to the end of June 2023 include:

- Under Budget 2023 funding of €400,000 was secured to develop and implement a pilot scheme to support people experiencing food poverty, based on a case work model. Following a request for tender, service providers have been appointed, and work on this pilot commenced in September 2023.
- The extension of the Fuel Allowance scheme under Budget 2023. From January 2023 the weekly income threshold for those over 70 increased to €500 for a single person and €1,000 for a couple. The income threshold for those under 70 increased to €200. Additionally, payments from Disablement Benefit and Half Rate Carers payments are no longer included in the means assessment.
- One-off measures were introduced under Budget 2023 to alleviate the cost-of-living increases. These included electricity credits of €200 paid in November 2022, January and March 2023, to over 2.1 million domestic electricity accounts; a lump sum payment of €400 in November 2022 for all households in receipt of Fuel Allowance; and an Autumn cost of living double payment to

- those in receipt of long-term weekly social welfare payments, including all pensioners, carers and people on disability payments.
- During 2022, 10,158 new social homes were delivered, including 7,327 new build homes, 961 acquisitions and 1,870 homes delivered through leasing programmes.
- Budget 2023 provided funding to abolish all public inpatient hospital charges.
 The Health (Amendment) Act 2023, which removes the acute public in-patient charge of €80 per day for people accessing care as a public patient in public hospitals, came into effect from 17 April 2023.
- Work on *Digital for Good: Ireland's Digital Inclusion Roadmap* was completed in the first half of 2023 and published in August 2023.

Conclusion

This report is the third in the series of progress reports on the delivery of commitments under the *Roadmap for Social Inclusion*, and the first since the publication of the midterm review of the Roadmap. It has drawn together material from a range of sources including Government Departments and data from the CSO and Eurostat. It incorporates the changes that were made to Roadmap commitments and targets following the mid-term review.

It highlights the progress that has been made to the end of June 2023 across each of the Roadmap's seven goals, and the importance of a coordinated, whole of Government approach. The importance of this approach has been emphasised by Minister O'Brien at Social Inclusion Roadmap Steering Group meetings, where he has continued to emphasise the need for a concerted effort across Government to achieve significant reductions in poverty rates and to increase people's access to resources and services. This is evidenced by the inclusion of commitments for the Departments of the Taoiseach, Transport and Finance for the first time.

Detailed information on the progress on delivery of each Roadmap commitment is set out in the *Third Report Card: July 2022 to June 2023.* Additionally detailed breakdown of relevant poverty and social inclusion data is available in the *Social Inclusion Monitor 2022.* Both reports have been published alongside this *Progress Report.*

Appendix: Social Inclusion Roadmap Steering Group (SIRSG) Terms of Reference and Members

Social Inclusion Roadmap Steering Group (SIRSG) Terms of Reference Role and Functions

Following the publication of the Roadmap for Social Inclusion 2020-25: Ambition, Goals, Commitments in January 2020, the Social Inclusion Roadmap Steering Group (SIRSG) was established to oversee the implementation of the Roadmap commitments throughout the duration of the strategy. The broad membership of the Roadmap is designed to ensure that implementation of Roadmap commitments remains firmly on the agenda of the Management Board of all responsible Departments.

The functions of the Social Inclusion Roadmap Steering Group include:

- Monitoring the progress of all Roadmap commitments for the duration of the Roadmap
- Discuss and agree on approaches to address any delays in implementation
- Facilitate the coordinated delivery of commitments where two or more
 Departments have responsibility
- Review and agree the annual Roadmap progress report to be submitted by the Minister for consideration to the Cabinet Committee with responsibility for Social Policy; and to the Joint Oireachtas Committee on Social Protection, Community and Rural Development and the Islands for discussion.
- Propose other thematic or periodic reports on the implementation of the Roadmap for consideration by the Cabinet Committee, as appropriate

Membership

The Steering Group will comprise senior representatives of responsible Departments who will be designated as Social Inclusion Responsibility Officers (SIROs). The Steering Group will also include at least two external members.

Procedures

The Steering Group will meet at least twice per year and will be chaired by the Minister for Social Protection, or the Minister of State with responsibility for social inclusion policy or their designate. The Secretariat of the Steering Group will be provided by the Social Inclusion Division, Department of Social Protection.

Social Inclusion Roadmap Steering Group (SIRSG) Membership 2022/3

Chair: Joe O'Brien T.D, Minister of State with responsibility for Social Inclusion in the Department of Social Protection

Government Departments

Department of Agriculture, Food and the Marine

Department of Children, Equality, Disability, Integration & Youth

Department of Education

Department of Enterprise, Trade & Employment

Department of Finance

Department of Foreign Affairs

Department of Further and Higher Education, Research, Innovation & Science

Department of Health

Department of Housing, Local Government & Heritage

Department of Public Expenditure, NDP Delivery and Reform

Department of Rural & Community Development

Department of Social Protection

Department of the Environment, Climate & Communications

Department of the Taoiseach

Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media

Department of Transport

Community & Voluntary Sector

European Anti-Poverty Network (EAPN) Ireland

Society of Saint Vincent de Paul

Vincentian MESL Research Centre