

Donnycarney
Community
Development
Group

Survey
1997

A Study of Disadvantage in Donnycarney

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For Donnycarney Community Development Group

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Summary of the Report

The purpose of the research project carried out in the Donnycarney area on which this report is based, was to assess the levels of socio-economic disadvantage in the area, to identify existing services and facilities within the community and to identify options for future community development. The area covered by the study is outlined in the maps on the following pages and is described in detail in Chapter 1. This Chapter also outlines the methods of data collection and analysis.

Chapter 2 describes the location and physical environment of Donnycarney. The main findings of this Chapter are that there is a very limited range of services and facilities located within the area and that those facilities which do exist are for the most part inadequate.

Chapter 3 considers the demographic profile of the area, that is, the characteristics of the people living in the area. An estimate of the total population is provided, and the relative numbers of the different age-groups are analysed, as is the composition of households. The report confirms the view that the area has a large elderly population but also identifies a substantial population of children and young people whose needs are inadequately recognised and catered for.

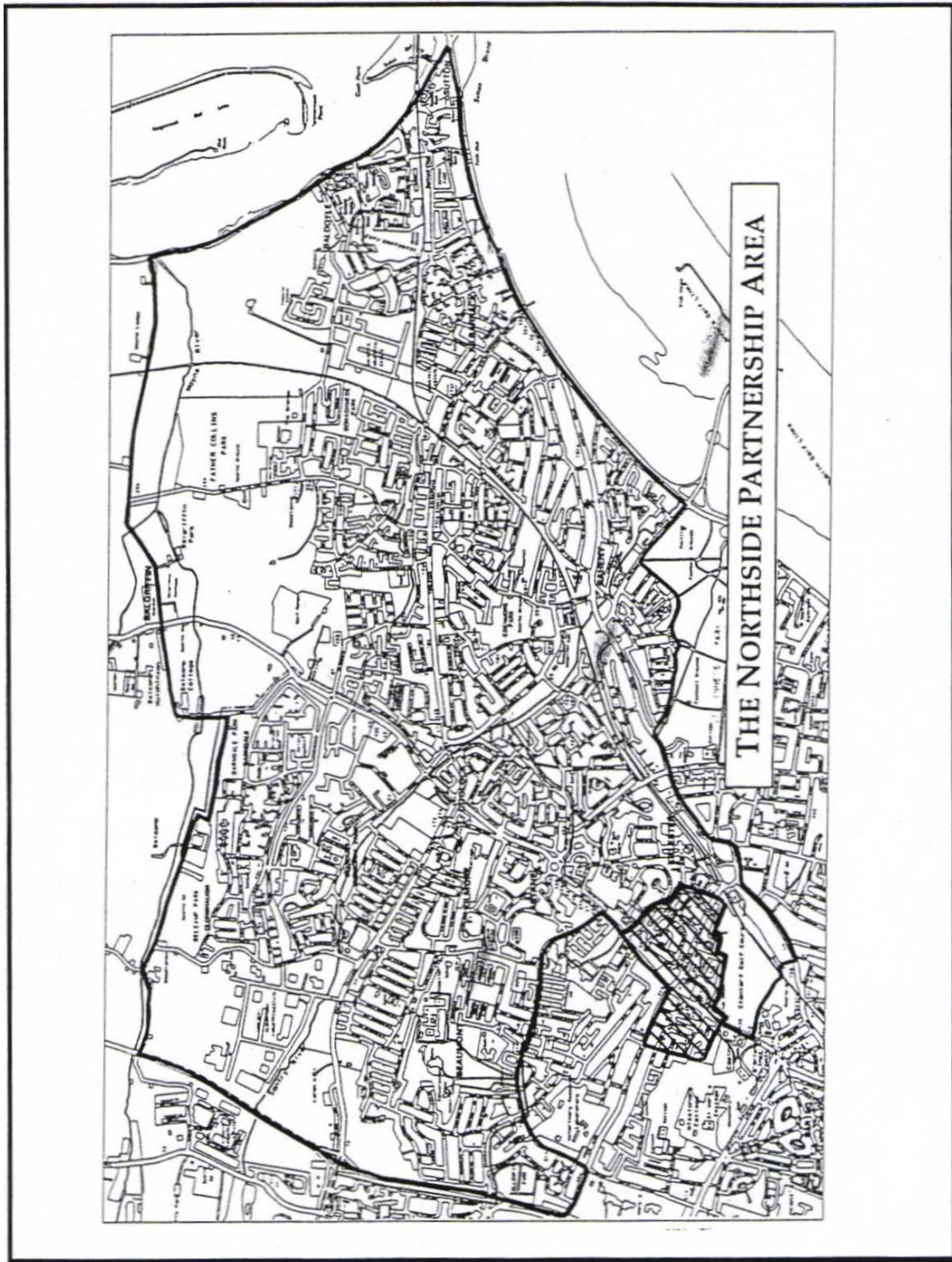
Chapter 4 looks at various aspects of employment in the area, including the level of participation in the labour force for males and females, the occupational profile of the labour force and the levels of education attained by those in the labour force. It also considers the social class composition of the area and discusses the experiences and attitudes of people at work. The Chapter concludes that there is a predominance of manual workers in the labour force and a generally low level of education in the labour force. These factors have a negative effect on income, job security and opportunities for advancement.

Chapter 5 discusses various aspects of the unemployment problem in the area. The overall unemployment rate is higher than the national average and the average for Dublin. Unemployment is generally higher for young workers and for those over forty-five. There is particular cause for concern about those in these age groups with low levels of education. The views and attitudes of unemployed people in the community are also reported and discussed. While there appears to have been some reduction in unemployment in recent years, a significant part of this reduction can be attributed to the expansion of a range of schemes for the unemployed, rather than the creation of economically viable, full-time jobs.

Chapter 6 relates the levels of disadvantage, as measured by a range of criteria, to that in other areas. In the first section, Donnycarney is compared with both the Northside Partnership area as a whole and with Dublin as a whole. The report finds higher than average levels of disadvantage in Donnycarney across indicators including social class, education, age dependence and unemployment. In the second section, Donnycarney is compared to the other areas incorporated into the Northside Partnership area in 1994. The area is found to be the most disadvantaged of these

Map 2. Northside Partnership Area

The Northside Partnership area is outlined and the Donnycarney area is shaded in the map below.



The Donnycarney Community Development Group (D.C.D.G.), established in 1996, is an amalgam of voluntary and statutory community organisations active in the Donnycarney area. Having secured funding from the Northside Partnership the D.C.D.G. commissioned a profile of the socio-economic needs of the Donnycarney Community.

It is the hope of the D.C.D.G. that the presentation of this report will lead to the establishment of a wider representative body of groups and individuals living or working in Donnycarney with a particular interest in areas such as unemployment, employment and training, young people, women, poverty and social exclusion.

It is further hoped that this document will lead to an inclusive discussion on how best the needs of the Donnycarney community might be met.

We would like to take this opportunity to thank Mr Dave Farrington for the dedication he brought to this task and for his support and guidance throughout.

We express gratitude to the Northside Partnership for funding this project and thank all those who participated in and contributed to its compilation.

Chapter 1: Introduction, Aims and Methodology

Summary of Chapter 1.

This report was commissioned by the Donnycarney Community Development Group. It is intended to provide an accurate account of the nature of socio-economic disadvantage in the area and to identify issues for future community development. It is based on an analysis of official statistics, a survey of households and interviews with individuals living or working in the community. It covers an area comprised of the Clans, Old Donnycarney and the Casino/Cherrymount Estate.

This report and the research on which it is based was commissioned by the Donnycarney Community Development Group (DCDG) as a basis on which to plan for the future efforts of the group in promoting the development of the Donnycarney area. The Donnycarney Community Development Group is presently made up of three local groups, the Donnycarney Unemployment Action Group (DUAG), the Consolata Youth Project (CYP) and Sonas, the women and children's housing association. The group has particular interests in the issues of employment and unemployment, young people, women, and poverty and social exclusion.

The primary aims of the research were to develop a profile of the community, to establish the levels of socio-economic disadvantage within the area and to identify the specific needs of the different sections of the population, particularly those experiencing marginalisation. The findings of the research are intended to lay the basis for a coherent plan for the development of the community. The detailed research objectives agreed are included in the Appendix.

This report is based on two main research strategies. The first involved identifying, collecting and analysing existing data relating to the area, primarily from the Small Area Population Statistics issued by the Central Statistics Office, but also from other studies carried out in the Northside Partnership area. The second involved conducting new research in the area in order to produce information which was more recent, more detailed and more specific to the Donnycarney area. This new research consisted of three main components: a survey of a representative sample of households; a programme of individual interviews with a sample of employed and unemployed people living in Donnycarney; and a series of interviews and discussions with people working in the community, on a paid or a voluntary basis, on issues which were central to the research.

The household survey was conducted by the researcher and members of the Donnycarney Unemployment Action Group. It surveyed one hundred and fifty households within the target area which were selected at random, within a plan to ensure representative coverage of the entire area. The individual interviews were carried out alongside the household survey, as far as possible, and one hundred

interviews were conducted, of which a little over one third (37) were with people who were unemployed, while the remainder (63) were with people in employment. Interviews and discussions with personnel working in the community were conducted by the researcher.

One of the first difficulties to be overcome in commencing this study was to agree on the area to be covered by the survey. It appears that Donnycarney exists as an officially recognised area only in the eyes of the Catholic Church. The parish boundaries, however, were not an appropriate means of designating the area, as the DCDG was primarily interested in that section of Donnycarney Parish which falls within the Northside Partnership area, that is, approximately half of the whole parish. The District Electoral Divisions or wards, on which the Small Area Population Statistics (SAPS) are based appeared to offer an alternative means of defining the area. Again, however, there were serious difficulties in basing the study on one or more wards as the target area does not correspond to any particular ward or wards. The ward of Clontarf West B does correspond almost exactly with that part of Donnycarney to the East of the Malahide Road, known as 'the Clans'. The other parts of the area, comprised of the Casino Park/Cherrymount and Old Donnycarney, however, make up only a small portion of the Grace Park ward. The bulk of this ward is so different in most characteristics from Donnycarney that it would have entirely distorted the profile of the area to have amalgamated the statistics for Grace Park with those for Clontarf West B.

This problem could not be resolved in an entirely satisfactory manner. There are some significant differences between each of the three sub-areas, the Clans, Old Donnycarney and the Casino Park/Cherrymount, so it would be misleading to assume that the characteristics of the entire area could be derived solely from the figures relating to Clontarf West B. At the same time the SAPS are too valuable a resource to ignore, particularly where it is necessary to make comparisons with other areas. The report attempts to resolve this difficulty in two ways. First, the source of any figures cited are clearly indicated, so that it should be immediately clear whether they refer to findings from the DCDG Survey, covering the entire target area in 1996, or from the Census, covering only Clontarf West B in 1991, or from some other source. Second, the significance of any divergence between the two main data sources is discussed in the text of the report, and an effort is made to identify whether they result from differences over time, differences in the sub-areas or some combination of these and/or other factors.

As far as the new research is concerned a few comments need to be made about how the information collected has been used. The household survey was planned to ensure that it was representative of the area and households in every road and street were sampled in proportion to the size of the road. On this basis it is assumed to be sufficiently representative to allow general conclusions to be drawn regarding most of the issues covered, and to allow tentative comparisons to be drawn with the Census data, allowing for the differences in the areas covered and the gap of five years in collecting the data. It should be pointed out that no major differences emerged between the two sets of data which could not be accounted for with reference to these or other identifiable variables.

The same degree of validity is not assumed for the data derived from the individual interviews. The purpose of these interviews was principally to sample the opinions of those at work or unemployed, rather than to attempt to identify their definitive characteristics. Nevertheless, where clear patterns have emerged from this data, for example, differences in attitude among younger and older unemployed, these are noted, although it is acknowledged that it may be unwise to generalise from such small samples.

The main focus in the report is on the facts of socio-economic disadvantage, in so far as these can be ascertained. Thus, while the interviews and discussions with people involved in work in the community were informative and insightful, the opinions expressed are most often used to support or illustrate a trend or feature which has already been established by other means. In relation to some specific problems, however, these interviews do constitute the primary source of information and this is acknowledged. Similarly, given that some interviewees were concerned to talk in confidence the attribution of particular comments to individuals has been avoided throughout the report.

The report inevitably focuses on those aspects of the area, and of the lives of the people living in the area, which seem to be in some way problematic. Thus, for example, when the report deals with education, it concentrates primarily on the problem of early school leaving, and the resulting educational deficits, rather than on the undoubted academic achievements of many young and not so young people in the area. In the past Donnycarney has not tended to attract the same degree of scrutiny as some other working-class areas in the city, so it may come as a shock to some to see their area discussed in the terminology of socio-economic disadvantage. It is hoped that this will be offset by a realistic appreciation that there are social problems in the area and that resources need to be accessed if they are to be effectively addressed.

The main purpose of this report is to furnish the information which will provide a basis for local groups and other interested parties, in consultation with the people of the area, to draw up detailed proposals for community development which will lead to real improvements in the daily lives of people living in Donnycarney.

The openness with which the overwhelming majority of people in the area were willing to share information about themselves and their lives with us was extremely encouraging and helpful. The researcher wishes to record his gratitude to all who participated in this project and to assure them every effort has been made to ensure that the information supplied has been treated in absolute confidence. This final version of the report has been the subject of discussion and consultation with members of the Donnycarney Community Development Group, a process which has been of great assistance. The responsibility for the content of the report, and its conclusions, however, remains with the researcher.

Chapter 2: Location, Physical Characteristics and Community Facilities

Summary of Chapter 2

Donnycarney is an area consisting mainly of older Corporation housing and small shops- It has no major shopping centre or commercial/industrial premises, and very restricted provision for sporting, cultural and social activity. Community and voluntary activity is limited to a handful of groups and community facilities are either non-existent or of poor quality. There has been little apparent effort to develop new facilities and services within the area. A process of community development and regeneration is needed as a matter of urgency.

‘Donnycarney is an old-established, Corporation-built, housing area which straddles the Malahide Road... It is an island of social housing surrounded by more prosperous areas such as Clontarf, Killester, Artane, Fairview, Griffith Avenue and Elm Mount.’

[DCD Ga, 1996]

Donnycarney suffers from a lack of recognition. It is not named on the standard street map of Dublin, nor do any of the electoral divisions to which it corresponds, in whole or in part, bear its name. The ward which most closely corresponds to Donnycarney is designated as Clontarf West B. Locals comment that people drive through Donnycarney without even noticing it.

The Catholic Church, built in 1969, is approximately three miles North East of the city centre and is located at the junction of the Malahide Road and Collins Avenue. It is Donnycarney’s most distinctive landmark. Indeed it is, probably, the only landmark. The Church does provide some kind of focal point for the area, but the cohesion and identity of the community are undoubtedly undermined by the Malahide Road, a wide and busy route to the city, which divides the area physically, and probably in other ways as well. The parish and its boundaries mark the only official recognition of Donnycarney’s existence.

The Parish of Donnycarney is not, however, the focus of this study. This report is concerned with a smaller area, approximately half of the whole parish, which lies within the boundaries of the Northside Partnership area. The target area consists of three main sub-areas: to the west of the Malahide Road the area known as Old Donnycarney; immediately south of this area, a new estate, Casino Park/Cherrymount; and to the east of the Malahide Road the area known as ‘the Clans’.

The area consists almost entirely of housing and small shops. There are no significant industrial or commercial premises, few public buildings and only one public amenity area, May Park.

In total, the survey area contains just under seventeen hundred houses. Seven hundred and forty-four of these are located to the West of the Malahide Road and nine hundred and forty-six to the East. In addition, there is a small development of flats for elderly people, St. John's Court just off the Malahide Road, housing approximately forty people.

With the exception of a small number of houses fronting the Malahide Road and a section of Collins Avenue, virtually the entire housing stock was built by Dublin Corporation. Again, with the exception of Casino Park, St. John's Court, and a few older cottages, almost all the housing was built between the late 1920s and 1950s. In the Clans, less than ten per cent of the houses pre-date 1940, the majority of houses, eighty-two per cent, having been built by the Corporation during the forties and fifties. Only thirty-two houses have been built in this ward since 1980 [Census, 1991]. The vast majority of the houses are two- or three-bedroom houses and are predominantly set in short terraces of four to fifteen houses.

In common with many other local authority estates of similar age there has been a high rate of tenant purchase. In Clontarf West B, however, seventeen per cent of houses continue to be rented from the Corporation, the highest proportion of local authority rented accommodation within any of the twenty wards newly incorporated into the Northside Partnership in 1994. In Casino Park, over sixty per cent of houses are local authority rented while the remainder are tenant-purchased. In Clontarf West B there is a very small number of privately rented housing units, but the majority are owner-occupied (50%) or local authority purchased (29%). The houses are generally in good repair, although according to 1991 Census figures forty-eight per cent have no form of central heating and nearly one-quarter of households rely on open fires or portable heaters as the sole form of heating and have no hot water supply [Census, 1991].

Shopping facilities in the area are generally poor, and it has no single shopping area or shopping centre. There are approximately 50 shops in the area, mostly located on the Malahide Road and Collins Avenue, but most of these are small corner shops, (see table below) and there is no major supermarket in the area. These local shops are convenient and readily accessible, but are of limited value for regular family shopping. There are no shopping facilities which would bring in people from outside the area, nor are there significant employment opportunities in the sector. There is a Small supermarket just outside the area, on the Howth Road, at the end of Collins Avenue East, and the Artaine Castle Shopping Centre, is accessible by bus. The area is well-served by public transport with frequent bus services to the city centre and access to the DART from Killester station at the eastern end of the area.

There is an active and well-supported GAA club in the area, but outside of this there are virtually no sporting or social facilities, other than the three public houses. There are few modern buildings of any description in the area and such community or public service premises as exist are in a very poor state of repair. The Health Centre

on Killester Avenue and the Parish Hall on Collins Avenue East are typical of the poor standard of such facilities in the area. (See photographs 1 & 2).

Table 2.1: Shops in Donnycarney [DCPG, 1996]

Shop Type	Number of Shops	Shop Type	Number of Shops
Newsagents	5	Dry Cleaners	2
Grocers/Butchers	7	Takeaways	7
Hardware/Electrical	6	Betting Shops	2
Chemists	4	Video	1
Hairdressers	3	Miscellaneous	11
Sports	2	Total	50

May Park offers no facilities other than a soccer pitch and a GAA pitch, and compares very unfavourably with other small parks in the city in terms of amenities, appearance and maintenance. While the housing stock is very similar to that in other Corporation estates of similar age the area is far less generously provided with green, areas, or open spaces than many similar developments. Where open space does exist, for example alongside Casino Park, in May Park and in the few small greens, there has been no apparent effort to develop these for use by the community. There are neither playgrounds for children nor seating areas for the elderly, nor any evidence of landscaping to enhance the general attractiveness of the area.

Statutory-provision of services, including training and education, within the area is limited. There are, for example, no secondary schools, no youth or adult training centres and no library. While people living in the area obviously have access to these services in neighbouring areas, their absence serves to further limit the scope for community activity. Libraries, for example, often provide a focal point for local communities through meeting rooms, exhibitions and information services, as well as services to job-seekers, children and young people, and the elderly.

In spite of the increase in drug use in the area reported by youth workers and others in touch with young people, there are no facilities in the area for drug counselling or treatment. While many local health centres offer at least part-time, satellite clinics run offering counselling and/or treatment, the health centre in Donnycarney does not. People requiring these services have to use the Central Addiction Service located in Pearse Street in the city centre. As local youth workers have pointed out this necessitates travelling through parts of the city where drugs are known to be readily available.

Community facilities in the area are generally inadequate. Interviews with local community and voluntary workers from a wide range of groups and organisations, evinced a unanimous view that community facilities were extremely poor. The main community buildings include the Parish Hall, the Social Services Centre and the, Scout Den. In addition to these the new Sonas Housing Association, located just

outside the area, has made its facilities available to a number of community groups. The primary schools also have some spare capacity which is utilised by a number of groups.

The most important of these premises, in terms of size and location, is the Parish Hall. This building is the property of the parish and was built mainly by local subscriptions in the 1940s. Until recently it was used by a wide range of local groups including the Community Youth Project, the Youth Club and the Donnycarney Unemployment Action Group. These groups have all withdrawn from the building within the last year, mainly as a result of its poor state of repair. There appears to be a broad consensus that the building as it currently stands is sub-standard and wholly inadequate to meet the needs of the area, and there seems to be a strong case for either a major re-design and refurbishment of the premises or its replacement with a modern facility. It has not, however, proved possible, to date, to agree a plan for the development of the building as issues concerning the management and control of the building remain unresolved.

Community activity in the area is primarily concerned with the particular needs of the elderly, young people and the unemployed. Services for the elderly are centred around the Social Services Centre in St. John's Court, which provides a Meals on Wheels Service and some recreational activities, and also houses the Citizen's Information Centre which provides a general information service, as well as specialised financial and legal advice. Youth provision includes the Consolata Youth Project, which offers a range of groups and activities to young people, particularly those at risk. The Youth Project is managed by a local Management Committee and funded by Comhairle le Leas Oige, the City of Dublin Youth Service Board. The Donnycarney Parish Youth Group is a voluntary group which is working develop mainstream youth services and runs a youth club for children aged ten to fourteen. The group also organises training for voluntary youth leaders. There is also a group of people who come together each year to organise a Summer Project for children in the area for two weeks during July. The interests of the unemployed and others dependent on social welfare are supported by the Donnycarney Unemployment Action Group which offers advice and information on unemployment, training, social welfare and enterprise, and promotes community development in the area. A number of adult education courses are run by GLAD in the primary schools covering topics including English, Maths and Personal Development.

In spite of the work of these groups, which is mainly directed towards specific groups, the level of community and voluntary' activity in the area is generally low. There are no tenants' or residents' associations in the area and no Neighbourhood Watch scheme. The lack of a community centre poses serious difficulties for existing groups and militates against the formation of new groups.

In spite of the lack official recognition of the area, its separation by busy roads and the poor community infrastructure, there remains a strong, if somewhat unfocussed, identification with the area on the part of the people who live there. This view was supported by personnel interviewed for this study and was evident throughout the individual and household surveys on which it is based. For these positive sentiments to be translated into an effective process of community development and

regeneration, however, will require the deployment of considerable human and financial resources. Several of those interviewed, clearly aware of the issues in the area, and particularly of the persistent high levels of unemployment and the growing drugs problem, claimed that major initiatives in community development were required as a matter of urgency to prevent the escalation of social problems, particularly among young people.

This seems a reasonable perspective, in the light of the facts outlined in this report. While Donnycarney retains many of the positive characteristics associated with a working-class community, the levels of neglect it experiences in almost all areas of community life, may well contribute to its transformation into a 'disadvantaged area'. While this neglect may be justified by pointing to more obvious levels of need elsewhere, such a view is short-sighted and superficial. It is precisely the kind of official indifference and inactivity which currently affects Donnycarney which has contributed so much, over the last two decades, to the devastation of many neighbouring working-class communities in the Inner City.

Chapter 3: Demographic Characteristics

Summary of Chapter 3

The survey area has a population of approximately five and a half thousand which constitutes approximately five per cent of the population of the Northside Partnership area. The area has a large elderly population which is gradually declining as a proportion of the total population. There are large numbers of elderly people, mostly women, living alone. The area has a youth population, under the age of twenty, of approximately one thousand eight hundred, which constitutes just over thirty per cent of the population. Teenagers represent the biggest single group within the population. The proportions of the population under the age of twenty vary considerably across the area, with the Casino estate having the largest proportion and the Clans the lowest. The youth population, particularly the teenage population, has grown considerably in the last five years. Approximately forty per cent of households have children under the age of fifteen. There is a higher proportion of lone parent families in the area than in the Northside Partnership area as a whole, but a smaller proportion of these are dependent on social welfare.

1. Population

The population of the survey area is estimated at 5,542. This estimate is based on the number of households in the survey area and the average number of occupants per household, for each of the sub-areas, as determined by the DCDG Survey. The area covered by the Survey contains 1,690 households with an average occupancy rate of 3.29 persons per household.

There is considerable variation in the occupancy rates for each of the three sub-areas included in the DCDG Survey. In the Clans, the survey area incorporated 946 houses with an occupancy rate of 2.91, giving an estimated population of 2,753. In Old Donnycarney there were 624 households included in the survey area with an occupancy rate of 3.49, giving an estimated population of 2,178. In Casino/Cherrymount there were 120 households with an occupancy rate of 5.09, giving an estimated population of 611.

The occupancy rates, and thus the population figures, calculated on the basis of the DCDG Survey approximate to those available from other sources. The parish contains 3,235 households with a population estimated at 12,000 by a curate of the parish, a rate of 3.71 persons per household. The Census (1991) indicates rates between 2.96 and 3.65 for the wards which comprise the Parish, with the lowest rate found in Clontarf West B. The latest (provisional) Census figures for 1996, indicate a population of 2,704 for Clontarf West B, an occupancy rate of 2.73. The DCDG figure appears to best take account of the variations across the area in household size

and composition and is thus probably a reliable basis on which to estimate the population.

Across the Northside Partnership as a whole there has been an estimated decline in population of a little over five per cent since 1991 to 103,000 in 1996 [Northside Partnership 1995a]. A similar decline is shown for Clontarf West B in the Census data for the same period. In this ward the population fell from 2,934 in 1991 to 2,704 in 1996 (1996 is a preliminary figure). There does not, however, seem likely to have been a similar decline in the rest of the target area, as a number of local trends, related in particular to the different age profile of the area, and discussed below, are likely to have counteracted the general trend.

On the basis of these estimates the population of the survey area makes up a little over five per cent (5.38%) of the population of the Northside Partnership area.

2. Age Profile

Donnycarney is often perceived as an area with a large elderly population.

This perception is borne out to some extent by the Census data for 1991 which shows some 19.3 per cent of the population of Clontarf West B aged 65 or over. This is considerably higher than either the County Dublin or the national figures, 11.4 and 12.8 per cent respectively, and approximately three times the figure of 6.6 per cent for the Northside Partnership area as a whole.

The Census figures indicate a disproportionately large elderly population, with just under one quarter of the population over the age of sixty, and as many as 425 people over the age of seventy. Even on the basis of these figures, however, almost thirty per cent of the population are under the age of twenty and almost sixty per cent are under forty. Sixty per cent are aged between fifteen and sixty-five and are therefore potentially active in the labour market.

Furthermore, these figures require some qualification. In the first instance they relate only to one part of the Donnycarney area within the Partnership area, and in the second, they are approximately five years old. The DCDG Survey showed a significantly lower proportion of the population, 10.7 per cent, aged over sixty-five, adjusted to 11.75% (see note below). It also suggested an increase in the population under the age of twenty from 28.5 per cent of the total population to 33.3 per cent. In the DCDG Survey the age group corresponding most closely to the teenage years, the ten to nineteen year olds, were by far the biggest single age-group.

The table below compares the proportions of the population in each ten year age group in 1991 [Census, 1991] and 1996 [DCDG, 1996]. The differences in the age profile suggested by the table can be accounted for in two ways.

In an area with an ageing population it is to be expected that households made up of elderly people will be gradually replaced by younger people who inherit, purchase or

assume tenancy of their houses. The changes in household type recorded below which show a decline in the number of single person and couple households, which tend to be elderly, and an increase in households with children support the view that this process has been occurring over the last five years. It is a finding which also appears to conform to the perceptions of both local people and professionals working in the community.

In addition, this study is concerned with a broader area than that to which the census figures apply. It incorporates the Casino Park estate, which has a very young age profile, and the Old Donnycarney area in which the process of replacement of elderly residents by younger people appears to be more advanced than in the Clans area, although it still has a significant elderly population as well.

Table 3.1: Population by Age [Census, 1991 & DCDG, 1996]

Age Group	% in 1991 (CSO)	%in 1996(DCDG)	Change 1991-6
0 – 9 years	12.5	11.8	-0.7
10 - 19 years	16.0	21.5	+5.5
20 - 29 years	15.0	13.6	-1.4
30 - 39 years	14.5	14.0	-0.5
40 - 49 years	10.5	14.2	+3.7
50 - 59 years	9.0	10.7	+1.7
60 - 69 years	9.0	7.1	-1.9
70 - 79 years	10.5	4.5	-6.0
80 + years	4.0	2.7	-1.3

[Note: In order to avoid causing unnecessary annoyance to residents, St. John's Court and Cherrymount Grove were excluded from the survey, which as these contain predominantly elderly residents leads to an under-estimation of the proportion of the population over age sixty-five, of just over one per cent. The figure above has been adjusted to take account of this. The effect on the proportions in other age groups is negligible and has been discounted. It should also be noted that there was a somewhat higher rate of non-response among elderly people to the survey, leading to a further under-estimation of the elderly population. In spite of these qualifications the general trend in the age profile noted by the DCDG survey is valid.]

This finding is particularly significant in light of the fact that both the national trend and the trend within the Northside Partnership Area are in the opposite direction, that is, they show a decline in the youth population and an increase in the elderly population [WRC, 1994].

The age-dependent population is that proportion of the total population who are assumed not to be in the labour force because they are either too young (under fifteen) or too old (over sixty-five). The DCDG survey found that the age dependent population represented 32.4% of the total population, somewhat less than the figure

of 39.8% for Clontarf West B in 1991, but very close to that for the Partnership area as a whole, (31.6%) and the County Dublin figure (32.7%), [Gamma, 1995]. While several reports have suggested that the age-dependence figures for Clontarf West B are atypical of the Partnership area, in that most of the age-dependent population are 'old-age' dependent, there is evidence that this situation has begun to change.

Over recent years the proportion of elderly people in the area appears to have reduced to the extent that it approximates to the national average. The elderly population of Donnycarney, however, remains considerably higher than in the Partnership area as a whole. The development of the area must take account of this fact and address the needs of the elderly, particularly the large numbers of elderly people living alone (see below).

According to which data are used, estimates of the size of the youth population vary. If the DCDG figures for the proportion of the population aged under twenty (33.3%) are applied to the estimated population of the survey area (5,542), a figure for the total number of children and young people under age twenty can be estimated at 1,845. Applying the Census figure of 28.5% the under twenty population would be 1,579. This, however, would be a serious underestimate as it ignores the fact that the youth population of Old Donnycarney and Casino/Cherrymount is significantly higher than that of the Clans (Clontarf West B). Even allowing that the DCDG Survey may slightly over-estimate the youth population (by under-estimating the elderly population), it is unlikely that the youth population of the survey area, in 1996, is less than 1800.

Between 1971 and 1981 the teenage population (10-19 years) of Clontarf West B declined from 25.5% to 18.3% of the total population representing a decline in absolute numbers of teenagers from 1149 to 654. Between 1981 and 1986 there was a further but much smaller reduction to 16.1% of the total population, an absolute total of 509 young people in this age group. Between 1986 and 1991 there was virtually no change, with the proportion in this age group falling from 16.1% to 16.0%. Thus, after a dramatic decline in the youth population of the area during the Seventies, it stabilised during the late Eighties. It is likely that the 1996 Census figures will indicate an increase in this age group in both proportionate and absolute numbers. The youth population of Donnycarney is therefore greater than generally appreciated, and is set to increase over the coming years, a fact that has important implications in relation to the labour market, education, training, youth service provision and the general development of community facilities.

The persistence of the perception that Donnycarney is an 'old' area has been of great disservice to the youth of the area (while probably being of little value to the elderly). Even on the basis of the Census figures, which apply only to that part of the survey area with the oldest age profile, this is clearly a one-sided perception. As detailed below in Chapter 6, Clontarf West B, in 1991, had a youth population almost identical to the average for Dublin as a whole. The DCDG Survey which covers the whole area found a youth population significantly higher and indications that this proportion is likely to increase further, as the elderly population gradually makes way for increasing numbers of families with children.

It is clearly important that the Consolata Youth Project and the voluntary youth groups associated with it be maintained and expanded, and that further provision for children and young people be made in the area. It is a common enough complaint in even the best-resourced areas, that there is nothing for young people to do. In Donnycarney, the complaint has a high degree of literal truth.

3. Household Composition

The age profile of the area is closely related to the composition of households within the area. In Donnycarney single person households and, to a lesser extent, two-person households, tend to be made up of elderly people, while larger households tend to have a lower average age. As would be expected, the reduction in the age profile of the area noted above is mirrored by an increase in the number of households with children and a decline in the number of single-person households. The table below is based on the 1991 Census figures and shows the broad categories of household type for the Clontarf West B ward.

Table 3.2: Household Composition Clontarf West B [Census, 1991]

Household Type	Number of Households	Percentage of Households
Single Person	273	27.5
Single Person + Children	164	16.6
Couple	140	14.1
Couple + Children	362	36.6
Other	51	5.1
Total	990	99.9

(Each household type, other than single person households, may include others, in addition to the family nucleus)

The largest category is households composed of couples with children, followed by single person households. These broad categories are not, however, particularly useful, as they give no indication of the age of members of the household. Thus, for example a young single mother living with her three small children would be classified together with an elderly widow living with her forty year old son. A more detailed analysis is therefore provided below.

Table 3.3: Household Type (By Age of Children) [Census, 1991 & DCDG, 1996]

Household Type	DCDG 1996 (%) [N=150]	Census 1991 (%) [N=990]
Single Person (No Children)	18.0	27.6
Couple (No Children)	14.0	14.1
Single Person + Children (One or more <15)	6.0	4.7
Couple + Children (One or more <15)	31.3	24.4
Single Person + Children (All >15)	11.3	11.8
Couple + Children (All >15)	12.7	12.1
Other	6.7	5.1

a. Single Person Households

The Census figures for Clontarf West B show that nearly twenty-eight per cent of all households are single-person households. The vast majority of single-person households consist of older people living alone: of the 273 single-person households, 220, over 80 per cent, consist of people aged fifty-five and over. Over 60 per cent consist of people aged over sixty-five. The majority of these people, 152, nearly seventy per cent, are women, and there are seventy-three women aged over seventy-five living alone, compared to just twenty men in a similar situation. There were just five single person households consisting of persons aged under twenty-five.

The DCDG household survey found considerably fewer single-person households in 1996, 18.0% of all households surveyed. Of these, a similarly high proportion, 67 per cent, consisted of people aged over fifty-five living alone.

The difference in the number of single-person households is accounted for almost entirely by the larger numbers of households with children under the age of fifteen.

b. Couple Households (Without Children)

The proportion of households consisting of couples without children is similar in both the Census (14.1%) and the DCDG Survey (13.3%). In the DCDG Survey there are more “pre-family” couples, and fewer “empty nest” couples, than in the Census figures, but the majority of couple households are still elderly or middle-aged.

In the Census figures for Clontarf West B, there are 140 couple households. In 28 of these (20%) the female partner is aged under forty-five; in 39 of them (28%) she is aged between forty-five and sixty-four; and in 73 (52%) she is aged over sixty-five. It is clear that couple households resemble single person households in having an elderly age profile. Of all two-person households, which include non-couple households, nearly thirty per cent (29.3%), have both members of the household aged over sixty-five.

The DCDG survey found twenty eight per cent of couple households with the female partner under forty-five, thirty-six per cent with the female partner between forty-five and sixty-four and the same proportion with the female partner over sixty-five. There were, however, fifty per cent of couple households where at least one partner was aged over sixty-five.

c. Households with Children

Households with children, including both couples with children and single persons with children, make up fifty-three per cent of all households in Clontarf West B in the 1991 Census. This figure, however, includes a significant number of households where all the children are adults still living at home with a parent or parents. The proportion of households where at least one child is under the age of fifteen is considerably lower, just over twenty-nine per cent. Only nineteen per cent of all households have children all of whom are under the age of fifteen.

The DCDG survey found a larger proportion of households with children, a total of sixty per cent. Considerably more, thirty-seven per cent of households had at least one child under the age of fifteen, but a similar number, twenty per cent had children all of whom were under the age of fifteen.

The table below compares the data on households with children from the 1991 Census and the DCDG survey. Figures are as percentages of all households.

Table 3.4: Households with Children [Census, 1991 & DCDG, 1996]

Household Type	Census (1991)	DCDG (1996)
Households with children, all under 15	18.8%	20.0 %
Households with children, at least one under 15	29.2 %	37.3 %
Households with no children under 15	70.8 %	62.7 %

There appears to have been an increase in the proportion of households with children. This is marked, however, only in relation to the households where some children are under, and some over, the age of fifteen, that is, in general, in those families with at

least some older children. This finding is compatible with the bulge in the 10 to 19 year age category noted above.

d. Lone Parent Families

The Census figures indicate that of the households with at least one child under the age of fifteen, a little over sixteen per cent are lone parent families, while of the households where all children are under fifteen, just over eighteen per cent are lone parent families. These rates are in both cases approximately three percentage points higher than the rates for the Northside Partnership area as a whole. Of the thirty wards within the Northside Partnership area, Clontarf West B has the seventh highest proportion of lone parent families with at least one child aged under fifteen.

The DCDG survey found an almost identical proportion of lone parent families with at least one child under the age of fifteen. While it is perhaps surprising, in view of national trends, that there does not appear to have been an increase in the numbers of lone parent families in the area over the intervening five years, it should be noted that access to housing, especially low-cost housing is extremely limited in the area. It is likely that young single mothers would have to move out of the area to secure independent accommodation.

Of the lone parent families with at least one child under fifteen, forty-four per cent were dependent on social welfare, and fifty-six per cent were in employment, compared with rates of social welfare dependency of between ninety-eight per cent (original Partnership area) and fifty-nine per cent (extended Partnership area), [WRC, 1994]. The relatively high rate of employment among lone parents is surprising in the view of the lack of childcare facilities in the area, which many women with young children, including lone parents, pointed to as a major problem limiting their scope for employment.

The Sonas Housing Association provides long-term housing to women and their children who have been made homeless as a result of domestic violence. The Sonas housing scheme is located just outside the boundary of the survey area and was not included in the DCDG household survey. It is, however, important to recognise the existence of this development both in terms of its contribution to the community and in terms of the needs of the residents. There are twenty-five houses in the scheme, at present accommodating twenty-five women and forty children aged one to fourteen. All the families are by definition lone parent families. Sonas has already proved open to facilitating local community groups through access to their facilities and the allocation of office space. A childcare facility offering a morning playgroup and after-school care has recently opened which is open to all children from the area. This is the first such facility in the Donnycarney area. Despite the facilities within the scheme the women living there share many of the difficulties experienced by other lone parents in the community, including difficulties in entering the labour market and a consequent high rate of dependence on social welfare.

Chapter 4: Employment

Summary of Chapter 4

The labour force in the area is estimated at a little over two and a half thousand people. Men are more likely to be in the labour force than women, and the gap between male and female participation in the labour force increases with age.

A large proportion of the labour force left school at a young age and consequently have poor educational qualifications. Among young people there is a trend towards staying in school longer but nearly half still leave before their Leaving Certificate and very few go on to third-level education. Overall, Donnycarney is one of the most educationally disadvantaged areas within the Northside Partnership area. The risk of unemployment is far higher for those with low levels of educational attainment.

The majority of male employees are working in commerce, manufacturing, transport and construction. Female workers are also largely employed in commerce and manufacturing, as well as professional services and public administration. The vast majority of employees in the area are manual workers or routine white collar workers. There are very few in professional or managerial jobs, although there is a somewhat higher proportion of lower professionals, such as nurses and teachers, in the Old Donnycarney area. In comparison with the Northside Partnership area, Donnycarney is one of the most disadvantaged in terms of social class, and clearly the most disadvantaged of the areas newly incorporated into the Partnership in 1994.

1. The Labour Force

The labour force consists of those people who are at work, the unemployed and those who have left full-time education and are seeking their first job. The labour force participation rate is the proportion of people in the relevant age group (fifteen to sixty-four inclusive) who are in the labour force. Based on an estimated population of working age (15-64) of 3,741 and a participation rate of 70%, the size of the labour force for the survey area is estimated at 2,618.

The DCDG Survey included 333 people who were aged between fifteen and sixty-four, 174 male and 159 female, of whom 237 people, 142 male and 95 female, were in the labour force, giving a labour force participation rate of just over seventy per cent (71.2%). This is a slightly higher rate than the labour force participation rate found in the 1991 Census for Clontarf West B (67%). The male labour force participation rate in the Survey was 81.6%, while the female rate was 59.7%. The equivalent figures from the Census are 83% and 51%, respectively.

The rates of male labour force participation found in the Census and in the DCDG Survey are very close, both to each other and to the estimated male participation rate for 1996 for the Northside Partnership area as a whole (82.5%) [WRC, 1994]. The female rate of participation found in the DCDG Survey is somewhat higher than the Census rate for Clontarf West B. The relatively high rate of female participation in the survey area is probably due to the higher numbers of women working in non-manual and lower professional occupations in the Old Donnycarney area, compared with the Clans. The overall rate of female participation is considerably higher than that estimated for 1996 for the Partnership area as a whole of 38.5% [WRC, 1994]. This is probably due to similar factors combined with a larger number of women with older children or none, whose scope to enter the labour market is thus increased.

Nevertheless, there are still significant differences between male and female participation in the labour force, both in terms of their presence in the labour market and the reasons for their absence from it.

For those men and women in the labour force, and in employment, the most striking difference relates to full-time and part-time work. The evidence from the DCDG Survey indicates that while women constitute only forty per cent of the labour force in the survey area, they make up nearly seventy-five per cent of part-time workers. While only ten per cent of men work part-time, nearly thirty-five per cent of women are part-time workers. This is undoubtedly related to the responsibility for domestic duties being largely borne by women.

As noted above, the overall rate of participation by males is over eighty per cent, while that for women is between fifty and sixty per cent. Even more significant differences emerge, however, when the labour force is broken down by age. The analysis below is based on the Census figures for Clontarf West B but it is reasonable to assume that the overall pattern is similar for the whole survey area.

The rate of male participation in the labour force is higher than that for females for all age groups, but the gap increases with age as shown in the table below. In the youth population the difference in labour force participation is relatively small, just four percentage points, but in the over twenty-five population men are approximately twice as likely to be in the labour force as women.

Table 4.1: Male and Female Rates of Labour Force Participation by Age [Census, 1991]

Age Group	Male LFP %	Female LFP %	Difference in M/FLFP %	Total LFP %
15 - 24	69.5	63.3	6.2	66.4
25 - 44	95.3	57.0	38.3	75.9
45 - 64	77.6	32.1	45.5	54.4
Total (15-64)	83.4	51.0	32.4	66.9

A range of factors lead to the exclusion of different age/gender groups from the labour force and thus affect their participation rates. These are illustrated in the table below which shows the numbers of males and females in Clontarf West B in 1991 whose status excluded them from the labour force.

The table indicates clearly that different factors impact differentially on different age-groups and on each gender. For the youth population, male and female, by far the most significant of these is participation in education, for the over-25s, home duties exclude large numbers of women, while for older members of the population inability to work and early retirement play an increasing role for both sexes, but to a greater degree for men. The most significant factors are highlighted for each age-group.

Table 4.2: Status of Non-Participants in the Labour Force [Census, 1991]

Age Group	15-24		25-44		45-64	
Gender	M	F	M	F	M	F
Student	64	71	4	3	0	0
Home Duties	1	7	0	153	0	152
Retired	0	0	1	0	25	12
Unable to Work	2	4	13	13	44	20
Other	0	2	0	1	0	1
Total	67	84	18	170	69	185

Table 4.1, above, also indicates the overall level of youth participation in the labour force. The overall rate of labour force participation for the age group, 15-24, in Clontarf West B is 66.4%. This is higher than the estimates of youth participation in the labour force for the Partnership area, (61.2%) for 1991 [WRC, 1994]. The DCDG survey found a youth participation rate of 56.0%, which is in line with the WRC estimate for the Partnership area as a whole for 1996 (54.2%).

In general, high rates of labour force participation among the youth population are a reflection of low rates of retention within the education system, and as such are indicators of labour market disadvantage. If the lower rate of labour market participation for young people indicated by the DCDG survey represents a sustained trend towards greater levels of retention in education, it is a positive development, albeit one which is limited in a number of ways discussed below.

2. Education Profile

Educational attainment is of increasingly critical importance in determining the employment prospects of individuals. This section analyses the educational qualifications of the labour-force in Donnycarney, based on the Census figures for Clontarf West B.

The age at which people leave school represents a reasonable approximation to their level of educational attainment. In this area a majority of those who have left school did so at a relatively young age, with the obvious implication that they are educationally disadvantaged. The table below indicates the proportions of the population who left school at each age, omitting those still at school and those who did not state this information.

Table 4.3: School-Leaving Age [Census, 1991]

Age left Education	Males %	Females %	Total %
Under 15	48.5	58.2	53.8
15	13.3	10.6	11.8
16	18.0	10.4	13.9
17	6.4	7.5	7.0
18	9.0	9.3	9.1
19	1.6	1.9	1.8
20	0.8	0.7	0.7
21 or over	2.2	1.4	1.8

A very high proportion of the population of Clontarf West B, over sixty-five per cent, left school at or below fifteen, currently the minimum age at which it is permitted by law to leave school, with nearly sixty-two per cent of males and nearly sixty-nine per cent of females having left school by this age. It is reasonable to assume that these people acquired either no educational qualifications or minimal qualifications. At the other end of the scale, only a little over four per cent of the population stayed on in education past the age of eighteen.

The figures for educational attainment clearly illustrate the consequences of this pattern of early school leaving in terms of qualifications. The table below shows the highest levels of qualification attained by the work-force as a whole.

Table 4.4: Educational Attainment of Persons Having Completed Education [Census, 1991]

Level of Education	Male (%)	Female (%)	Total (%)
Primary	39.2	33.2	36.9
Secondary			
Junior Certificate ¹	40.2	27.9	35.4
Leaving Certificate ¹	15.2	29.0	20.6
Third-Level			
Sub-Degree	2.8	5.4	3.7
Degree	2.5	4.7	3.4

1. Junior Certificate/Leaving Certificate or equivalent.

There is clearly a large section of the work-force with low or very levels of formal education relative to the requirements of today's labour market. Nearly thirty-seven per cent of the work-force have completed only primary education, while a further thirty-five per cent have completed only the lower levels of secondary education i.e. Junior Certificate, Intermediate Certificate, Group Certificate or one of these and an additional technical or vocational course. Only a little over twenty per cent of the workforce completed the Leaving Certificate and only seven per cent had any third level qualification.

This rate of early school leaving (65% left at or below 15), is considerably higher than that for the Northside Partnership as a whole (38.2% left at or below 15), and locates Donnycarney alongside the most disadvantaged areas, not only within the Northside Partnership area, but within the country as a whole.

It has been argued that the nature of educational disadvantage in Donnycarney is qualitatively different to that in other parts of the Northside Partnership experiencing severe educational disadvantage because the age-profile of the area is older than in these areas [Gamma, 1995]. Thus, obviously, a large proportion of the population would have left school at a time when it was the norm to leave at a younger age than today. While this argument has some validity, it does not justify disregard of the scale of educational disadvantage identified in the 1991 Census. Even if such disadvantage were confined entirely to the older sections of the labour force, it would constitute a problem on at least two levels. First, in that many of these older workers would be directly disadvantaged themselves, and would experience particular difficulties if they were to become unemployed. Second, in that many young people in the area would inevitably have parents with little formal education, a situation which is, itself, related to low educational attainment by young people. It should be recognised, however, that early school leaving and low levels of educational attainment are by no means confined to the older section of the labour force.

The DCDG household survey found that there has been an apparent increase in the numbers of young people continuing in education beyond the minimum school-leaving age. Eighty-three per cent of fifteen and sixteen year-olds covered by the

survey were still in education. For seventeen and eighteen year-olds this had dropped to forty-eight per cent, and for nineteen and twenty year-olds to fifteen per cent. It appears that there is not a major problem with very early school-leaving, that is before Junior Certificate, but that the rate of retention drops off quite sharply after this stage. This finding has been supported in discussions conducted with local teachers and youth workers.

It should, however, be interpreted with caution. There is still a substantial number of young people in the area entering the labour market with poor educational credentials. According to the 1991 Census figures, for example, out of eighty-three young people, aged over fifteen, classified as seeking their first job, only sixteen had completed their Leaving Certificate and only two had third-level qualifications. Thus, nearly eighty per cent of first-time job-seekers had either no educational qualifications or minimal qualifications. Furthermore, any improvement indicated by these findings, will do no more than maintain the relative position, that is a relatively disadvantaged position, of young people from the area, as there is a national trend towards leaving school later. This trend, both locally and nationally, is, of course, occurring in a context within which higher qualifications are increasingly sought for entry, even to the lowest levels of the labour market. Finally, it should be noted that there is no evidence of young people in Donnycarney making the critical breakthrough to third-level education in any significant numbers. The fact that only three of the ninety-one young people aged 15 to 24, covered by the DCDG Survey, are currently in third-level education indicates little improvement over the Census figures for 1991.

The effects of educational disadvantage on employment prospects is clearly shown in the Census figures. While the work-force as a whole has a relatively low average level of education this is more marked among those who are unemployed. Of those who are at work, over thirty-three per cent have a Leaving Certificate or higher qualification, while among the unemployed less than fifteen per cent have the Leaving Certificate or higher qualification. Of those with only primary or lower secondary education nearly four in ten are unemployed, for those with the Leaving Certificate this falls to around two in ten, while of those with a third-level qualification less than one in ten are unemployed.

There are some significant differences in educational attainment between men and women in employment. In general, women in employment are considerably better educated than men. Nearly twice as many women workers have the Leaving Certificate as male workers, and nearly twice as many have degrees or other third-level qualifications. This does not mean, however, that women in the community as a whole are better educated than men, but reflects the facts that the female labour force is younger and that a large proportion of women, including many of those with low educational attainments, are outside the work-force. Thus the number of women whose education ceased before age seventeen (79.2%) is almost identical to the number of men (79.9%) whose education ceased before this age. Similarly, the number of women whose education continued beyond age nineteen (4.0%) is very close to the number of men (4.7%) who continued in education after age nineteen.

3. Employment

The analysis below is based mainly on the Census figures for Clontarf West B for 1991. The occupational profile for Casino/Cherry mount is similar, while Old Donnycarney has a higher proportion of white-collar to manual workers and a sizeable number of lower professionals, approximately one quarter of those in full-time work.

Of the 805 people at work in the ward, the vast majority, 95.5 %, are employees, just under 4% are self-employed and less than 1% work assisting a relative. The workforce is spread across a wide range of industries, with commerce, manufacturing and transport being the three largest employers in the work-force as a whole. For male workers, building and construction is the fourth largest industry after these three, while for women, professional services and public administration are also significant employers, with transport less important. Table 4.6. identifies the main industries within which people work.

The distribution of employment shown above is similar to that of the Partnership area as a whole, with the two largest sectors. Commerce and Manufacturing, together accounting for 42.5% of all employment compared to 45.3% for the Partnership area.

Table 4.6: People at Work by Industry [Census, 1991]

	Male (%)	Female (%)	Total (%)
Agriculture	-	-	-
Mining	-	-	-
Manufacturing	21.0	18.1	19.7
Building	12.7	1.4	7.8
Electrical/Gas	2.0	,	1.4
Commerce	17.5	29.9	22.8
Transport	19.0	6.0	13.4
Public Administration	9.8	10.6	10.2
Professional Services	5.9	18.7	11.4
Other	11.2	14.0	12.7

(Note: where less than one per cent of the work-force are employed no figure is given)

In common with the Partnership area, the numbers employed in Transport are higher than in Dublin as a whole (9.7%), and the numbers in Professional Services are much lower than in Dublin (20.2%). Employment in Building and in Public Administration are marginally higher than in the Partnership area.

Table 4.7 below indicates the detailed occupational status of the labour force. The figures include those aged fifteen or over, at work and unemployed (based on their previous occupation), but excludes those still seeking their first job. Those who are unclassified, mostly women who have never worked outside the home, are also excluded.

Table 4.7: Occupational Status [Census, 1991]

	Male (%)	Female (%)	Total (%)
1. Farmers	-	-	-
2. Agricultural	-	-	-
3. Higher Professional	2.1	0.9	1.7
4. Lower Professional	2.4	5.7	3.7
5. Self-Employed/Managers	4.6	5.4	4.9
6. Salaried Employees	2.6	0.7	1.9
7. Intermediate Non-Manual	15.8	45.6	27.5
8. Other Non-Manual	21.5	13.4	18.3
9. Skilled Manual	29.0	7.1	20.5
10. Semi-Skilled Manual	7.7	19.6	12.3
11. Unskilled Manual	13.9	1.2	9.0

The table clearly shows that the majority of people at work or unemployed in the area are either routine white-collar workers (45.8%), or manual workers (51.1%). Among women, white-collar work predominates (59%) over manual work (27.9%), while among men manual work (50.6%), is more common than white-collar work (37.3%).

4. The Experience of Employment

This section on the experience of employment is based primarily on the interviews carried out with sixty-three people in employment aged between sixteen and fifty-nine. Those interviewed worked in a wide range of occupations and had held the same job for periods of between six months and thirty-four years. Forty per cent had been unemployed at some stage in the previous ten years, and virtually all of these (89%) had been unemployed for more than one year in total during this period. Nearly half of those interviewed had got their current job through friends or relatives, with newspaper advertisements the next most common source of jobs. The table below shows the means by which the interviewees had obtained their current job.

Table 4.8: Method of Finding Current Job [DCPG, 1996]

Means of Obtaining Job	Number of Persons	Percentage of Persons
Friend/Relative	28	44
Newspaper	12	19
FAS/Work Experience	6	9
Direct Application	5	8
Recruited	3	5
Employment Agency	2	3
School	1	2
Other/Unspecified	6	9
Total	63	99

The interviewers also asked people in employment to rate their jobs on a simple scale, covering pay, working conditions, job security and promotion prospects, with ratings of good, fair and poor, scoring 2, 1 and 0, respectively. Those who gave positive overall assessments of their jobs, scores of 6 to 8 were then compared with those who gave negative overall assessments, scores of 0 to 3. There were no significant differences between the two groups in terms of age or gender. Those who rated their jobs highly, however, were nearly twice as likely to be trade union members, to be educated to Leaving Certificate standard or higher, and to be working in a white-collar or professional occupation, as those who rated their jobs poorly.

The workers in the sample were most dissatisfied with promotion prospects and job security, which thirty-four and sixteen respondents respectively described as poor. They were less dissatisfied with pay and working conditions, with only eleven and eight respectively describing these as poor. Working conditions were the cause of most satisfaction with thirty-nine respondents describing them as good, while thirty-seven regarded their job security as good. Twenty-seven rated their pay as good while only sixteen respondents felt that their promotion prospects were good. Sixty-two per cent of the workers in the sample were trade union members, with SIPTU (38%) and IMPACT (13%) accounting for over half the union members between them. There were similar levels of trade union membership across all the occupational groups represented in the sample. Workers over thirty years of age were somewhat more likely to be members of a union (65% membership) than those under this age (52% membership).

According to the Census figures over seventy-five per cent of those at work (including those over fifteen still at school) travel four miles or less to work, with the majority travelling between three and four miles. This indicates, on the one hand the lack of employment in the immediate area, but at the same time its proximity to the city centre and other locations with large numbers of employers. The most common means of transport to work [Census, 1991], is by public transport. Nearly forty per cent of people in Clontarf West B travel to work by bus or train, while a further twenty-eight per cent travel on foot or bicycle. Only around one quarter travel by car or motor-cycle, including both passengers and drivers.

5. Social Class

The occupational categories are grouped in the Census to provide an index of social class. Unlike the figures on occupational status, which refer only to the labour force, the social class statistics include the entire population within any given age group. The social class of people in work is determined by their occupation, that of the unemployed and the retired by their former occupation, and that of others, for example, children and first-time job seekers, by the social class of the person on whom they are deemed to be economically dependent. The proportions of the population in each social class for the age range 15-24 are shown in the table below.

Table 4.9: Social Class [Census. 1991]

Social Class	Percentage of Total Population	Percentage of Population 15-64
Higher Professional/Managerial/Owners	2.7	3.3
Lower Professional/Managerial/ Self-Employed without Employees	7.4	8.5
Other Non-Manual	17.5	19.8
Skilled Manual	24.5	24.2
Semi-Skilled Manual	19.0	21.0
Unskilled Manual	16.5	15.2
Unknown ¹	12.3	7.8
Total	99.9	99.8

¹. Unknown includes those persons and their dependants who cannot be classified by occupation. It can be inferred that, in general, they would be at the lower end of the social class distribution by the fact they have no regular or previous occupation.

The social class figures provide a useful point of comparison with other areas. It is well-established that unemployment has a disproportionately high impact among unskilled and semi-skilled manual workers, and that consequently unemployment tends to be highest in those areas where members of these categories constitute a large proportion of the population. The differential effects of unemployment on the different sections of the population are discussed in the Chapter 5. Here a comparison is drawn between the social class composition of Clontarf West B and the rest of the Northside area (Table 4.10).

The proportion of higher professionals and of lower professionals in the population of Clontarf West B is among the lowest in the Northside Partnership area, with only five of the thirty wards having a lower proportion of the population in either category. The area also has one of the highest proportions of semi-skilled and unskilled manual workers, with only seven wards having a higher proportion in these categories. By combining these indicators Clontarf West B can be clearly identified

as by far the most disadvantaged, in terms of social class, of the twenty wards incorporated into the Northside Partnership area in 1994, and is more typical of the original Partnership area.

Table 4.10: Social Class Within The Northside Partnership Area [Census, 1991]

Area	Semi-skilled & Un-skilled Population (%)	Higher & Lower Professional Population (%)
Clontarf West B	35.5	10.2
Northside Partnership	25.7	20.3
County Dublin	21.8	25.2
Northside Partnership New Area (range)	6.3 to 36.0	11.7 to 47.5
Northside Partnership Original Area (range)	23.7 to 43.1	3.1 to 19.1

Social class is, of course, more complex than suggested by this occupational classification, and is often held to incorporate a number of other variables, including income, wealth, education, life-style, social origins and several others.

There are no local figures available for income or wealth, but an approximate indication of general levels of affluence can be derived from the figures for car ownership. Only two of the thirty wards in the Northside Partnership have a lower rate of car ownership than Clontarf West. Some comparisons of levels of car ownership are made in the table below.

Table 4.11: Car Ownership [Census, 1991]

Area	Percentage of households owning a car
Clontarf West B	28.9
Northside Partnership	60.7
County Dublin	44.5
National	66.3

Donnycarney can be accurately characterised as a working-class area, with only ten per cent of the population of Clontarf West B classified as belonging to the professional, managerial or self-employed groups. While the proportions of

professionals are somewhat higher in Old Donnycarney, and lower in Casino/Cherrymount, the broad pattern of social class composition determined by the DCDG Survey is not radically different from the picture derived from the Census. The social class composition of the area, resulting from its occupational profile, is a major factor in determining the rates of unemployment and levels of disadvantage within the area which are among the highest within the Northside partnership area.

Chapter 5: Unemployment

Summary of Chapter 5

The overall rate of unemployment in the survey area is estimated at twenty-six per cent, with slightly higher rates for men than for women. There appears to have been a reduction in unemployment rates since 1991 broadly in line with the reduction projected for the Northside Partnership area as a whole. The unemployment rate for Donnycarney remains significantly higher than the national rate and the average for the Northside Partnership area. A significant part of the reduction in unemployment appears to have been the result of the introduction or expansion of state schemes such as Community Employment and the Pre-Retirement Allowance, rather than as a result of job creation.

The number of unemployed people in the area is estimated at just under seven hundred of whom nearly two-thirds are men and one third are women. Older workers, over 45, and young workers, under 25, of both sexes experience higher rates of unemployment than the average for the area. The unemployed in all age groups tend to have lower levels of educational attainment than those at work. Approximately three-quarters of the unemployed are long-term unemployed, a higher proportion than the national average.

Youth unemployment remains high, although it is apparently lower than five years ago. Many of the less well-qualified young people, however, occupy a tenuous position in the labour market, with periods of unemployment interspersed with periods in training programmes or low-paid and insecure employment.

Many of the unemployed in the area experience a range of problems including financial difficulties, social welfare problems, boredom and low self-esteem. Many, especially the older and long-term unemployed, are pessimistic about their prospects of finding work in the future. The majority of the unemployed were aware of the activities of the Donnycarney Unemployment Action Group, but most wanted to see far more done in the area. There was particularly strong support for the establishment of a community centre and for the provision of training in the local area.

The estimation of unemployment rates poses great difficulties. Methods of calculating unemployment rates nationally have been the subject of considerable debate recently and serious disparities exist, for example, between the figures produced by the live register and those produced by the Labour Force Survey. While a majority of the population are clearly either employed or unemployed there are very many people whose status is ambiguous. These include, among others:

- Persons in part-time employment who receive social welfare payments in respect of the days they are not working.

- Persons engaged in home duties, mainly women, who would take employment outside the home if suitable employment and/or child-care was available.
- School-leavers who are seeking work but are not entitled to social welfare.
- Persons who consider themselves unemployed but who are participating in training, educational or employment programmes for the unemployed.

In addition to these general difficulties there are problems relating specifically to the estimation of unemployment in the area covered by the survey. The 1991 Census relates, as has been previously noted, to only one part of the area, i.e. the ward of Clontarf West B. Furthermore the figures relate to 1991. The DCDG study has neither of these disadvantages but is based on a much smaller sample, and has the further disadvantage that it is not directly comparable with data on unemployment for other areas, derived from the Census.

As a result of all these factors it is not possible to say with absolute certainty that any one particular figure represents the true rate of unemployment. What is outlined in this section, therefore, is an overview of the available information, from which it is possible to make a reasonable estimation of the overall level of unemployment in the local area and which is useful in highlighting particular aspects of the unemployment problem.

1. Unemployment Rate

The overall rate of unemployment, for Clontarf West B, based on the 1991 Census, and including those who have left education and are seeking their first job, was just under thirty-three per cent or one-third of the labour force. This is considerably higher than the national average, the average for Dublin and the average for the Northside Partnership Area.

Table 5.1: Overall Rates of Unemployment [Census, 1991]

	Male	Female	Total
Labour Force	731	466	1197
At Work	457	348	805
Unemployed	274	118	392
Unemployment Rate	37.5%	25.3%	32.7%

The DCDG Survey found an overall rate of unemployment of 25.7%, for the labour force aged fifteen to sixty-four. The rates of unemployment varied considerably within the survey area. The rate for Old Donnycarney was 18%, for the Clans it was 27%, while Casino Park had the highest rate at 42%. The overall figure is well above the national average, and above the projected figure of 17% for 1996 for the Partnership area as a whole, [WRC, 1994],

The figure of 27% for the Clans is comparable with the figure of 33% for Clontarf West B derived from the 1991 Census and suggests a reduction of six percentage points in the rate of unemployment over the last five years. There are no figures with which to make a similar comparison for Old Donnycarney or Casino. There has, however, been a national trend towards lower unemployment rates since 1991 which is expected to reduce unemployment rates within the Partnership area by approximately four percentage points between 1991 and 1996. It will not be possible to assess precisely the impact of the projected, general reduction in unemployment within the Partnership area on Donnycarney until the figures from the 1996 Census become available. It seems likely, however, that there has been a general reduction in the rate of unemployment across the area of approximately five percentage points.

This apparent improvement in the levels of unemployment, however, cannot be wholly attributed to growth in secure, paid employment. It is, at least, partly accounted for by the introduction or expansion of schemes which, whatever, their other benefits, have the effect of removing individuals from the official unemployment statistics, without necessarily increasing their income much above social welfare levels.

A range of schemes targeting the unemployed appears to have had some impact. The DCDG Survey included in the labour force, those persons who were participating in state-sponsored employment programmes for the unemployed such as Community Employment and the Back to Work scheme, and classified them as being at work. The Survey excluded from the labour-force those persons aged between fifty-five and sixty-five who were availing of the Pre-Retirement Allowance which entitles them to receive their Unemployment Assistance without being registered as unemployed, and classified them as retired. Obviously the effect of treating either group in this way is to reduce the proportion of the labour force designated as unemployed and thus to reduce the estimated rate of unemployment. The effect of Community Employment alone, on the rate of male unemployment (no female participants in CE were identified in the Survey) is quite significant, as indicated below.

Table 5.2: Effect of Community Employment on Unemployment Rate [DCDG, 1996]

Classification of CE workers	Rate of Male Unemployment (%)
Included in Labour Force, as Employed	26.8
Excluded from the Labour Force	27.9
Included in Labour Force, as Unemployed	31.0

The way in which CE workers are classified has the effect of leading to a variation in the rate of unemployment of up to four percentage points. CE is thus a major contributory factor to the lower rate of unemployment found by the DCDG Survey compared with the earlier Census results. The further significance of this effect is a matter of interpretation. On the one hand, it can be argued that CE is having the desired effect of reducing unemployment, specifically long-term unemployment, by providing paid work to people who would otherwise have been likely to remain unemployed. An alternative view is that CE is a measure principally intended to reduce the official unemployment figures, for political reasons, and has little to do with the creation of real employment. While there were too few CE workers included in the sample to enable any general conclusions to be drawn, it is worth noting that several CE workers expressed the view that they considered themselves unemployed.

There has undoubtedly been some reduction in the rate of unemployment in the area, but a significant part of this reduction seems likely to have been effected through administrative measures, such as the Pre-Retirement Allowance, and through state-sponsored employment programmes such as Community Employment. There is some evidence that the further reduction of unemployment in the area will prove more problematic. The creation of opportunities for real employment will require both significant job creation measures in the area and strategies for assisting the unemployed, particularly the long-term unemployed, to be in a position to benefit from job opportunities which do arise.

2. Number of Unemployed

The rates of unemployment are useful in identifying trends over time and for purposes of comparison with other areas. In terms of identifying the groups which make up the unemployed, however, and particularly in planning and targeting interventions such as training or employment creation initiatives, it is equally important to have an idea of the absolute numbers of the unemployed, in total, and in different categories. The figures for the numbers of the unemployed for the survey area in this section are estimates only. Nevertheless, if treated with caution, they should serve as an indication of the composition of the unemployed population of the area. The table below shows the estimated numbers of unemployed in each age and gender group, based on the proportions in each age/gender group in the DCDG Survey and the estimated total number of unemployed.

Table 5.3: Estimated Numbers of Unemployed by Age & Gender [PCDG, 1996]

Age Group	Number of Unemployed (Male)	Number of Unemployed (Female)	Number of Unemployed (Total)
15 - 24	101	56	157
25 - 44	176	121	297
45 - 64	143	76	219
All ages	420	253	673

It is clear that despite the fact that the 'prime-age' workers have the lowest rate of unemployment, they nevertheless constitute the largest group among the unemployed, simply because there are more people in this age band and a higher proportion of them are in the labour-force. Similarly while youth unemployment rates are higher, the fact that the age band is narrower, and that a higher proportion of young people are outside the labour force, means that their absolute numbers are fewer. The table below ranks the different age and gender groups according to the proportion of the unemployed which they are estimated to make up.

Table 5.4: Age/Gender Groups as a Proportion of Total Unemployed [DCDG, 1996]

Age/Gender Group	Proportion of Total Unemployed
Males aged 25 - 44	26%
Males aged 45 - 64	21%
Females aged 25 - 44	18%
Males aged 15 - 24	15%
Females aged 45 - 64	11%
Females aged 15 - 24	8%

3. Profile of the Unemployed

There are three main issues which need to be considered in responding to the needs of the unemployed in Donnycarney. These are the age profile of the unemployed, the education profile of the unemployed and the rate of long-term unemployment.

The age profiles of the unemployed in the DCDG Survey and the 1991 Census are indicated in the tables below.

Although the figures in each table are not directly comparable, and the actual figures differ significantly, it is worth noting the similarities and differences in the relative

rates of unemployment for the different age and gender groups. In both tables the so-called 'prime-age' workers, those aged between 25 and 44, have the lowest rate of unemployment for both genders, with younger and older workers experiencing higher levels of unemployment. In the DCDG figures The highest rates, for both males and females, are those affecting older workers, with the youngest age group having rates only slightly higher than the overall rates. In the Census figures, the youngest age group have the highest rates of unemployment, with the oldest group of workers close to or below the overall rates.

Table 5.5a: Age Profile of the Unemployed [DCDG, 1996]

Age Group	Unemployment Rate (Male) %	Unemployment Rate (Female) %	Unemployment Rate (Total) %
15-24	28.1	26.3	27.4
25-44	22.2	19.3	20.9
45-64	34.2	36.8	35.8
Total	26.8	24.2	25.7

Table 5.5b: Age Profile of the Unemployed [Census, 1991]

Age	Unemployment Rate (Male) %	Unemployment Rate (Female) %	Unemployment Rate (Total) %
15-24	44	34	39
25-44	35	21	30
45-64	37	-22	32
Total	37.5	25.3	32.7

A recent report to the Partnership [WRC, 1994] predicted a shift in the share of total unemployment borne by the different age-groups, with the rate of unemployment among young workers declining sharply. The DCDG figures seem to broadly conform to this projection. Thus, notwithstanding the difficulties involved in comparing the two sets of data above, it does appear that such reduction as has occurred in the overall level of unemployment has been largely confined to those under the age of forty-four. The age factor is also clearly related to the education

factor, which is considered below, in that older workers in the area, in general, have lower levels of education. The relationship between educational attainment and employment is illustrated in the table below, based on the 1991 Census data, which compares the rates of employment and unemployment for persons with different levels of educational attainment.

Table 5.6: Employment and Unemployment Rates by Educational Attainment [Census, 1991]

Level of Education	Employed	Unemployed
Primary	60.3	39.7
Secondary		
Junior Certificate	64.5	35.5
Leaving Certificate	80.2	19.8
Third-Level		
Sub-degree	92.9	7.1
Degree	89.5	10.5

The table above clearly shows that the risk of being unemployed declines steadily with higher levels of education. Of those with Primary Education only, four in ten are unemployed, while for those with a third-level qualification, the rate falls to less than one in ten unemployed.

The unemployed in Clontarf West B are not only less well qualified than those in employment in the area, but compare unfavourably in this respect with the unemployed in much of the rest of the Northside Partnership area. The 1991 Census figures indicate that more of the unemployed in Clontarf West B have only primary education, and fewer have the Leaving Certificate or a third-level qualification, than the average for the Partnership area. Of the thirty wards comprising the Partnership area only one ward has a higher number of unemployed with only primary education, while only ten have fewer of their unemployed with a Leaving Certificate, and of these only four have significantly fewer. The table below shows the level of education of the unemployed in Clontarf West B (CWB) compared with that for the Partnership area as a whole (NPA).

Table 5.7: Level of Education Completed by the Unemployed [Census, 1991]

Level of Education	% of Unemployed (CWB)	% of Unemployed (NPA)
Primary	45.7	35.4
Lower Secondary	27.3	35.1
Upper Secondary	24.6	26.0
Third Level	2.4	3.5

While the age profile of the unemployed is clearly a factor in determining the large numbers with only primary education, it is important to note that the two neighbouring wards within the Partnership area, Clontarf West A and Clontarf East E, which both have more elderly people and fewer young people, have a far more favourable level of educational attainment within the labour force as a whole and among the unemployed. The low level of education, in Clontarf West B, which characterises the labour force in general and the unemployed in particular, is not, therefore, a straightforward reflection of the age profile of the area, but is rather a consequence the educational disadvantage engendered by social class, and compounded by the relatively high numbers of people who left school before the introduction of free secondary education.

Among the groups which are particularly affected by educational disadvantage, therefore, are older workers who become unemployed, having left school early at a time when formal education was neither so accessible nor so critical to labour market success. In addition, young early school-leavers, who leave school with minimal qualifications or none, have great difficulty in competing in the labour market with their better-educated peers, and generally face either long-term unemployment or a succession of low-paid and insecure jobs of a menial character, interspersed with periods in various youth training programmes. There is little evidence to suggest that even those who participate in such programmes have their labour market prospects significantly enhanced.

Of the unemployed people identified by the DCDG Survey nearly three-quarters (73.8%) were long-term unemployed, that is, they had been unemployed for one year or more. The rates of long-term unemployment were virtually identical for men and women. Estimates of the proportion of the unemployed nationally who are long-term unemployed vary from 50% to 60% [WRC, 1994], while estimates for the Northside Partnership area range from 65% to 75% [Northside Partnership, 1995a]. The figure for Donnycarney is therefore clearly at the higher end of the range. This is not surprising as long-term unemployment is particularly associated with sections of the labour force who have low levels of educational qualifications and/or are in the older sections of the labour force. The difficulties facing the older long-term unemployed person are considerable, particularly for manual workers with relatively low levels of skill or with out-dated skills, and with low levels of formal education. In the interview programme conducted with the unemployed it was quite astounding to find many unemployed workers, particularly men, as young as forty, expressing a serious belief that they would never work again. For the unemployed over fifty this pessimistic outlook has undoubtedly been reinforced by the introduction of the preretirement programme which acknowledges and institutionalises this belief by removing them from the live register.

4. Youth Unemployment

There is no doubt that older workers in the area, especially those who have been unemployed for several years, face tremendous difficulties in gaining re-entry to the labour market. While acknowledging this, however, it is important not to lose sight

of the problem posed by youth unemployment, which persists at a level above the average for the labour force as a whole. It has been noted already that various statistics and forecasts predict a reduction in the scale of youth unemployment across the Northside Partnership area, and there is some evidence to suggest that such a process is having an effect in the Donnycarney area as well (see table 5.2a). It is, however, necessary to treat such developments in context, which in this case means in the context of extremely high rates of youth unemployment as evidenced by the 1991 Census.

Table 5.8: Rate of Youth Unemployment [Census, 1991]

	Persons Aged 15-24	All persons
Labour Force	298	1197
At Work	181	805
Unemployed	117	392
Unemployment Rate	39.3%	32.7%

The overall rate of unemployment, in the Census figures for 1991, for men and women aged between fifteen and twenty-four was just under forty per cent. The high proportion of these, sixty per cent, who had never had a job are likely to be significantly disadvantaged in the labour market in the future, due to their lack of work experience. It is not only the actual lack of experience which disadvantages such young workers, but also the inferences often drawn by employers from a poor work record about the attitude and character of such young people.

The tables below show that both young men and young women experience disproportionately high levels of unemployment. According to these figures the highest rate of male unemployment is among young men aged between fifteen and twenty-five. Nearly sixty per cent of the unemployed in this age group had yet to obtain their first job. Although somewhat lower than the rate for young men, the highest rate of female unemployment was among young women aged between fifteen and twenty-five. Similarly, just under sixty per cent were still seeking their first job since leaving school.

Table 5.9a: Rates of Male Unemployment by Age [Census, 1991]

Age	15-24	25-34	35-44	45-54	55-64	Total
Labour Force	153	211	157	130	74	725
At Work	85	148	92	78	50	453
Unemployed	68	63	65	52	24	272
Unemployment Rate	44%	30%	41%	40%	32%	37.5%

Table 5.9b: Rates of Female Unemployment by Age [Census, 1991]

Age	15-24	25-34	35-44	45-54	55-64	Total
Labour Force	145	157	68	56	32	458
At Work	96	122	55	44	26	343
Unemployed	49	35	13	13	6	116
Unemployment Rate	34%	22%	19%	23%	18%	25.3%

While the figures produced by the DCDG Survey suggest a reduction in the rate of youth unemployment, to around 27 per cent, this figure is still above the average rate of unemployment for the area, and is approximately seven percentage points higher than the rate for 'prime-age' workers.

It has already been noted that unemployment rates, in general, are closely related to levels of educational attainment. This is generally the case for young workers, to an even greater extent, as they depend largely on their qualifications, rather than on skills acquired through experience, for entry to the labour market.

It has been acknowledged above that the generally low level of educational attainment in the area is, in part, a consequence of the age profile of the labour force. It has also been suggested, however, that the problem of early school-leaving persists into the younger generation of workers. The Census figures for young people seeking their first job support this view. Of the eighty-three young people, aged over fifteen, classified as seeking their first job, only sixteen had completed their Leaving Certificate and only two had third level qualifications. Thus, nearly eighty per cent of first-time job-seekers had either no educational qualifications or minimal qualifications.

According to local teachers and youth workers, the vast majority of young people in the area now stay on in school to complete their Junior Certificate, that is, lower secondary education as defined in the Census. Thus the majority of those who are severely disadvantaged from an educational point of view, those with primary education only, are clearly in the older age groups within the labour force. The problem, of course, is that while a young person with the Junior Certificate may be more attractive to an employer than one who has dropped out of school at an even earlier stage the Junior Certificate actually counts for little in today's labour market. The prospects of anything other than a series of low-paid jobs with few opportunities and low security, depend on successful completion of the Leaving Certificate and in many cases on third-level education.

This is supported by the outcomes of the interviews with young people, at work and unemployed, carried out for this study. While the size of the sample does not justify drawing any general conclusions a clear pattern of employment did emerge. On the one hand, there were significant numbers in clerical and technical jobs, including secretarial work, banking and insurance, and computer programming. On the other hand, there were large numbers in unskilled occupations, including supermarket

workers, car park attendants and factory operatives. Predictably, those in the former group rated their jobs quite highly in terms of pay, conditions, security and opportunities for advancement, whereas those in the latter group generally rated their jobs poorly in all or most of these, particularly security and promotion prospects.

The youth labour force is thus divided into two distinct groups. The first group's entry to the labour market is clearly dependent on the successful completion of upper secondary education and it enjoys significant benefits and prospects. The second group hold jobs with few, if any, formal educational requirements, and access employment largely through friends and relatives or as a continuation of work experience from school or youth training. Their rewards, conditions and prospects are significantly poorer and they are to a large extent interchangeable with the young unemployed. The near complete absence of young workers from the lower professions and skilled manual work is quite striking.

5. The Experience of Unemployment

This section is based on the responses of the unemployed to the individual interviews and on additional comments recorded during the household survey.

It is not surprising that the most common complaint about being unemployed was a general lack of money, which was mentioned by nearly all respondents. The next most commonly mentioned problems were those concerning boredom and having nothing to do, followed by problems of low self-esteem, feelings of rejection and social isolation. Several of those out of work for prolonged periods felt it would be difficult to re-adjust to working life and a number of unemployed women mentioned the prohibitive cost of child-care as a factor in making it more difficult to find work.

The table below shows the widespread dissatisfaction with the level of social welfare payments.

Table 5.10: Adequacy of Social Welfare Payments [DCPG, 1996]

Opinion on Adequacy of S.W. Rates	Respondents (%)
Adequate	11
Inadequate	30
Seriously Inadequate	51
No Payment Received (Under 18)	8

In addition to the general difficulties of managing financially on social welfare payments, several respondents mentioned specific difficulties, of which the most common were paying bills and providing for children's needs. A number of people

had been adversely affected by cut-backs in discretionary payments, particularly those for assistance with electricity bills. Several people also mentioned difficulties in obtaining back to school grants and payment for exceptional medical needs. In general, the whole area of discretionary payments was confusing for most respondents and many were convinced that they were not getting their full entitlements. It was a common cause of complaint and frustration that some people would receive a particular payment, but that others whose circumstances seemed similar, would be turned down. The proportions of respondents who had experienced difficulties in obtaining social welfare payments is shown in the table below.

Table 5.11: Difficulties in Obtaining Social Welfare Payments [DCDG, 1996]

Frequency of Difficulty	Respondents (%)
Frequent difficulty	16
Occasional difficulty	27
No difficulties	48
No payment received	8

Almost half of those in receipt of social welfare benefits for unemployment had experienced difficulties in obtaining payment either frequently or occasionally. When asked where they would go for advice concerning social welfare around one quarter didn't know, while most of the rest divided between unemployed groups and the state departments concerned. Several of those who said they would go to the state departments, however, expressed doubts about whether they would receive effective and impartial advice from these sources. A few of the respondents mentioned a local T.D. as a source of assistance and one said she would call Marian Finucane. The table below shows the sources from which people would seek assistance.

Table 5.12: Sources of Advice on Social Welfare Problems [DCDG, 1996]

Source of Advice	Respondents (%)
Department of Social Welfare	19
Community Welfare Officer	8
Labour Exchange	3
Donnycarney Unemployment Action Group	22
Unemployed Centres-	19
Other	8
Don't Know	22

The fact that DUAG was selected by more of the unemployed than any other single source of advice must be encouraging to the group, particularly in the light of the

difficulties it has been experiencing in establishing a regular and accessible venue for advice work. The awareness of unemployed groups and centres in general, indicates the value placed on them as a source of independent advice and support. The relatively high profile of DUAG was further indicated by the fact that 73% of respondents had previously heard of the group and were aware of its activities, and in particular its newsletter, *Hard Times*. By contrast, only 5% of respondents had heard of Contact Point, the Northside Partnership's local employment service, and only one person had used its services.

The majority of those interviewed were quite pessimistic about their chances of obtaining work in the immediate future. The table below shows the responses to a question which asked them to assess their chances of obtaining suitable employment in the next year.

Table 5.13: Expectations of Finding Employment [PCDG, 1996]

Assessment of Finding Employment within One Year	Respondents (%)
Very Likely	13
Quite Likely	11
Not Very Likely	35
Very Unlikely	41

The expectation of finding suitable employment was clearly linked to a number of related characteristics, of which the most important were duration of unemployment, age and level of skill. Of those who thought it very likely that they would find employment within the next year, all but one had been unemployed for under one year, most had specific, marketable skills and they had an average age of 27. Of those who thought it very unlikely that they would find a job within one year, all had been unemployed for more than one year, in general they had lower levels of skill and education, and an average age of 44. As already noted, many of the older male unemployed took the view that they were unlikely to ever be in secure, full-time employment again. While such views are common enough among the long-term unemployed, it was striking that they were often expressed by men who, in other times, would have had half their working life still ahead of them.

The questions about training brought a mixed response. By no means all of those interviewed took the view that their prospects could be significantly enhanced through training. Several expressed views similar to those above, that they were too old to re-train. Several others, mainly skilled manual workers, objected to the idea that they should be offered training, and maintained that they were already adequately skilled - what they needed were jobs, not courses. Of those who did express an interest in training, the largest number opted for training in computers, followed by building trades, starting up in business, clerical/secretarial and community work. It

seemed, from responses to this and other questions, that the provision of training in the local area was an important factor for many of the unemployed.

There was a wide range of suggestions as to how local initiatives could benefit the unemployed in the area. There was a particular concern on the part of many of the older unemployed, including those who saw little prospect for themselves, that action should be taken to support and assist young people who were unemployed. The most frequently mentioned suggestions were as follows:

1. Locally-based training programmes, including youth training.
2. A community resource centre to meet the needs of the unemployed, women and young people in particular.
3. Local job creation initiatives, including community work.
4. Welfare rights information.

With over one quarter of the labour force of the area unemployed, and with further significant numbers engaged in state-sponsored training or employment programmes, or employed in temporary and/or part-time work with little security, unemployment remains a major problem in the area. There has been a reduction in the levels of youth unemployment from the very high levels recorded in the 1991 Census to a figure just above the average rate of unemployment for all age-groups. This probably reflects the greater ability of young workers, without dependants, to avail of employment opportunities at the lowest end of the labour market, generated by increased economic activity. The older unemployed, especially those who are long-term unemployed and/or have low levels of skill and/or education, have experienced little if any enhancement of their job opportunities. The overall rate of unemployment for women has, surprisingly, shown little reduction, and the rate of unemployment for women aged forty-five or over is extremely high, although the absolute numbers are of course quite low due to the lower rate of labour market participation by women in this age group. Prime-age workers, those aged between 25 and 44, however, constitute the largest group of unemployed in absolute numbers.

Chapter 6: Socio-Economic Disadvantage

There is no single measurement which can be used to characterise a particular area or community as 'disadvantaged', rather there are a number of social and economic indicators which taken together can be used to establish the extent of disadvantage in an area or community.

This chapter makes a comparative analysis of the level of socio-economic disadvantage in the Donnycarney area using a range of relevant indicators derived from the 1991 Census figures. In the first section comparisons are made between Donnycarney, the Northside Partnership Area as a whole and the Dublin County

Borough. In the second section Donnycarney is compared with the rest of the area which was incorporated into the Northside Partnership Area in 1994.

This chapter therefore concentrates on the relative, rather than the absolute, levels of a range of criteria indicative of disadvantage. This is a reasonable procedure as the concept of disadvantage is, to a large extent, a relative concept. When we talk about an area having a high level of unemployment, for example, we are usually making a more or less conscious comparison with other areas where the level of unemployment is lower. At the same time we need to view such comparisons with a degree of caution. The average level of any social problem is not, necessarily, an acceptable level. Taking the example of unemployment again, it is not the case that rates of unemployment slightly below the national or regional rates, are acceptable, because these average rates are themselves unacceptably high. Nor is it fair or reasonable to deny services or resources to individuals or families directly affected by disadvantage and marginalisation simply because they happen to live in an area with a more favourable socio-economic profile.

It is not, therefore, the intention of this section of the report to argue that resources should only be allocated to those areas experiencing the most extreme levels of disadvantage. Equally, however, it is quite legitimate to point to the relatively high levels of disadvantage, on a wide range of issues, which exist in the Donnycarney. This is particularly the case for two, related, reasons. First, that the extended area of the Northside Partnership, that is the area newly incorporated in 1994, which includes Donnycarney, is widely perceived to be, if not uniformly affluent, at least considerably less disadvantaged than the original area. Second, that in this context, the limited resources available for development will doubtless be carefully targeted, within the extended area of the Partnership, on those areas of greatest need.

It is the contention of this chapter, and indeed the finding of this report as a whole, that Donnycarney needs such resources as a matter of urgency and that the levels of need which exist in the area amply justify prioritising development in this area.

Key Indicators of Disadvantage (I)

The following tables compare a range of indicators of disadvantage including dependent population, unemployment, education and social class in Clontarf West B, the Northside Partnership Area and Dublin County Borough. All figures are from the 1991 Census.

Unemployment

	Male Unemployment Rate (%)
Clontarf West B	37.5
Northside Partnership	21.7
County Dublin	24.7

	Female Unemployment Rate (%)
Clontarf West B	25.3
Northside Partnership	16.8
County Dublin	17.4

The unemployment rate for both men and women is significantly higher than in either the Partnership area or the County Borough.

Population

	Percentage of Population Aged Under 15
Clontarf West B	20.5
Northside Partnership	25.0
County Dublin	19.8

	Percentage of Population Aged Under 20
Clontarf West B	28.5
Northside Partnership	36.6
County Dublin	29.0

	Percentage of Population Aged Over 65
Clontarf West B	19.3
Northside Partnership	6.6
County Dublin	12.8

	Age Dependent Population (%)
Clontarf West B	39.8
Northside Partnership	31.6
County Dublin	32.7

The youth population is similar to that of the County Borough but lower than that for the Partnership area. The difference is less for the under fifteen population than the under twenty population suggesting a degree of convergence. The elderly population is much higher than either the County Borough or the Partnership area, resulting in a significantly higher age dependent population. A high age dependent population, particularly in association with a high level of unemployment, indicates a serious degree of poverty.

Lone Parent Families

	Percentage of Lone Parent families (One or more children under age fifteen)
Clontarf West B	16.3
Northside Partnership	15.1
County Dublin	22.6

	Percentage of Lone Parent families (All children under age fifteen)
Clontarf West B	18.3
Northside Partnership	15.1
County Dublin	22.6

The proportion of lone parent families while lower than that for the County Borough is higher than for the Partnership area, particularly among younger families.

Education

	Education Completed Before Age 16 (%)
Clontarf West B	60.6
Northside Partnership	38.2
County Dublin	39.1

	Education Continued to Age 20+ (%)
Clontarf West B	2.4
Northside Partnership	4.8
County Dublin	8.7

	Percentage of Labour Force With Only Primary or Lower Secondary Education
Clontarf West B	63.0
Northside Partnership	50.1
County Dublin	45.8

The education statistics indicate a much higher level of educational disadvantage among the population as a whole and in the labour force, than in either the Partnership area or the Country Borough. This educational disadvantage is reflected in the social class composition of the population.

Social Class

	Percentage of Population in Higher Professional/Managerial Class
Clontarf West B	2.7
Northside Partnership	8.6
County Dublin	9.6

	Percentage of Population in Semi-Skilled & Unskilled Manual Class
Clontarf West B	35.5
Northside Partnership	25.7
County Dublin	25.2

Key Indicators of Disadvantage (II)

In 1994 the Northside Partnership Area was extended from its existing area, comprising ten District Electoral Divisions or wards, to include a further twenty wards taking in areas from Sutton in the North end of the area to Donnycarney in the South.

A recent report to the Northside partnership argued that:

‘Across every indicator that we have looked at it is apparent that the level and nature of disadvantage is greater within the existing area when compared to the extended area..’

(WRC, 1994)

This same report, however, acknowledges, that the newly incorporated area is far from homogeneous. Certainly it includes areas which are among the most affluent and privileged in the city, but equally it contains other areas where the levels of disadvantage are comparable to those in the original Partnership area. In addition, it should be noted that, statistics derived from wards, as the SAPS are have the potential to disguise pockets of extreme disadvantage. The location of the Casino Park estate in the Grace Park ward is a clear example of this.

This section assesses the position of Donnycarney relative to the other nineteen wards which joined the Partnership at the same time. Obviously with different indicators high or low figures may indicate disadvantage. To simplify the comparison between Donnycarney and the other areas each ward was ranked for each indicator, with 20th representing the most disadvantaged ward, and 1st the least disadvantaged ward in relation to that indicator. The ranking of Clontarf West B (Donnycarney) is shown for each indicator.

<u>Indicator</u>	<u>Rank</u>
(1) Unemployment Rate (Male)	20th
(2) Unemployment Rate (Female)	20th
(3) Economically Dependent Population	20th
(4) Old Age Dependent Population	19th
(5) Youth Dependent Population	9th
(6) Lone Parent Families one or more children under 15	19th

(7) Lone Parent Families all children under 15	19th
(8) Education completed at or before 15	20th
(9) Education continued to 20 or over	19th
(10) Persons in labour force with Third Level Education	19th
(11) Persons in labour force with Primary/Lower Secondary Only	20th
(12) Persons unemployed with Primary Only	20th
(13) Un-skilled/Semi-skilled Manual	19th
(14) Professional/Managerial	20th
(15) Car Ownership	20th
(16) Housing rented from Local Authority	20th
(17) Housing Owner Occupied	20th
(18) Housing with central heating	20th

Of the eighteen indicators considered above Clontarf West B, the largest section of Donnycarney, ranks as the most disadvantaged of the twenty new wards within the Partnership on eleven and the second most disadvantaged ward on a further six. The only respect in which the area is not the most disadvantaged or second most disadvantaged is in relation to its youth dependent population. In terms of the effect on income and poverty levels, however, the effect of a relatively smaller youth dependent population is more than compensated for by the high level of old age dependence.

Overall, it is clear that of the twenty new wards in the Northside Partnership area, Clontarf West B is the area with the greatest levels of disadvantage whatever criteria are used. As such it needs to be treated as a top priority for a wide range of measures as the Partnership's strategy for the extended area is implemented.

Chapter 7: Conclusions

1. Introduction

There is ample evidence, documented in this report, to support the view that Donnycarney constitutes one of the most disadvantaged areas within the Northside Partnership. Indicators for unemployment, social class, education, age dependency, housing and household structure, all compare unfavourably with the average levels of disadvantage across the Partnership area. In the context of the enlarged Partnership area, it is clear that on most single indicators, and certainly overall, Donnycarney is the most disadvantaged of the newly incorporated areas, and as such requires high priority within the overall plan for the social and economic development of the Northside area.

Most of the comparative figures used in this report are derived from the Census figures for Clontarf West B. The larger area with which this report is concerned shows some internal variation on most of the main indicators. Casino Park/Cherrymount shows even higher levels of disadvantage, a much higher population density and a considerably younger age profile. Old Donnycarney has a more favourable socio-economic profile, a slightly higher population density and a somewhat younger age profile. The survey area as a whole is, as a result, marginally better-off, particularly in terms of education and social class composition than Clontarf West B. At the same time, the survey area has a higher proportion of young people and pockets of extreme disadvantage. Even the least disadvantaged area, Old Donnycarney, has an unemployment rate equal to, or slightly above, that projected for the Partnership area as a whole. The level of variation in the scale of disadvantage between the sub-areas, and the consequent effects on the overall socio-economic profile of the survey area, do not justify treating them separately. Such distinctions would, in any case, seriously undermine the potential of a community development strategy for addressing the needs in the area.

Thus, the area described above and outlined in the map in Chapter 1 is the focus of these recommendations. It has already been noted that designating this area as Donnycarney has some potential for confusion, as it includes only half of Donnycarney Parish. It does, however, constitute that part of Donnycarney which is included within the Northside Partnership area and as such is the most viable unit in terms of economic and community development.

2. Recommendations

The task of developing specific plans and proposals for development in Donnycarney belongs with the people of the area, their community organisations and groups, and the voluntary and statutory bodies with responsibility for social and economic development. While many of the suggestions made by individuals and groups during the course of the research have been incorporated into these recommendations, they have not been adopted as the policy of any particular group and primarily reflect the

conclusions of the researcher. They are offered as a basis for discussion on what appear, from this study, to be the major issues facing the community. As such they obviously need to be subject to a process of clarification, development, amendment, and prioritisation.

It is tempting, when confronted with the scale of problems outlined above, to respond with what basically amounts to a shopping list of projects, programmes and initiatives. Such an approach, however, is not only unrealistic, but is incongruent with the organic nature of community development. The recommendations below are not, therefore, intended as complete and definitive solutions, but rather as the essential prerequisites to enable the process of local development to begin. The recommendations are grouped under particular Issues, but clearly many of them are directly relevant to the needs of several groups within the community, and ultimately to the needs of the community as a whole.

(a) Community Development

The main issues to be addressed are the capacity of the existing community groups to actively pursue a process of community development and the need to rectify the very poor community infrastructure.

The Donnycarney Community Development Group has initiated a process of community development by recognising the need for an analysis of the community and by commissioning and publishing this report. The group as presently constituted, however, is unlikely to be able to develop this process further. The resources of the member groups are too limited and their base too narrow to enable them to take on the scale of work required at this stage. Even the level of community development work undertaken to date has placed strains on the capacity of these groups to pursue their own, distinct objectives. In order to further develop the process, therefore, it will be necessary to increase both the membership and resources of the group.

The inadequacy of existing community facilities and the absence of most alternative venues for community activity has been discussed in the report. It is difficult to imagine that a viable community development strategy can be sustained without the establishment of a centre capable of accommodating existing groups, facilitating the formation of new community groups and offering services to the local community.

Recommendation 1.

That the DCDG convene a Community Forum representative of the widest possible range of organisations and interest groups, which will be used to outline the proposed community development strategy and to reconstitute the DCDG with representation from all organisations and interest groups. Given the limited range of existing community groups membership should initially be open to individuals to represent specific sections of the community.

Recommendation 2.

That a representative of DCDG be immediately co-opted to the Board of the Northside Partnership. That a representative of DCDG be immediately co-opted to the Community Development Sub-Group of the Northside Partnership.

Recommendation 3.

That the DCDG applies to the Northside Partnership for funding to employ and resource one full-time Community Worker for a minimum period of two years. On receipt of such funding the DCDG will establish a sub-group as a project management committee.

Recommendation 4.

That the role of the full-time Community Worker will be to support the DCDG in the implementation of a local development plan drawn up by the group in consultation with the local community and the Northside Partnership.

Recommendation 5.

That the priority objective of the DCDG within the local development plan, should be the provision of a Community Resource Centre in a central location. Funding should be sought from the Northside Partnership as a matter of urgency to engage suitably qualified consultants to advise the group on the following matters:

- The suitability and availability of existing premises for conversion to use as a Community Resource Centre.
- The alternative locations for a new purpose-built Community Resource Centre.
- The design of the Community Resource Centre.
- The funding options for the provision of the Community Resource Centre.
- The staffing options for the Community Resource Centre.

That on the basis of these recommendations the DCDG, with the support of the Northside Partnership, pursue the most viable option for the establishment of a Community Resource Centre.

(b) Unemployment

The priorities in relation to unemployment relate to the needs of the unemployed in the area and to the generally low level of economic activity in the immediate area. The peripheral location of Donnycarney in relation to the Northside Partnership area adds to the importance of the establishment of close links through the LES.

Recommendation 6.

That the Northside Partnership and DUAG pursue the establishment of a suitable venue for the Local Employment Service as a matter of urgency, given the unsuitability of DUAG's current location for this purpose. That the Partnership take an active role in securing premises to ensure that the LES opens within the first three months of 1997. That the LES ensures that local unemployed people have ready access to employment, training and educational opportunities within the wider Partnership area.

Recommendation 7.

That immediate priority be given by DUAG to identifying and promoting education, training and employment options for the long-term unemployed, particularly those over the age of thirty-five. This should include the exploration of options for Community Employment in activities related to the local development plan and, in particular, for activities relating to environmental improvements and services to the elderly.

Recommendation 8.

That in the short-term DUAG secure funding and premises for computer skills training programmes for the unemployed. That in the medium term priority be given to ensuring the location of a range of adult education and training provision within the Donnycarney area.

Recommendation 9.

That in the medium term priority be given to the establishment of a small Enterprise Centre in the Donnycarney area.

Recommendation 10.

That DUAG continue to produce the newsletter on a regular basis. That DUAG reestablish the welfare rights advice service as soon as possible in the new LES premises. That DUAG launch a major local campaign of information on discretionary welfare payments.

(c) Children and Young People

After many years of decline there are indications that the youth population is stabilised and increasing. The general lack of facilities for children and young people in the area affects all young people in the area. The most disadvantaged young people, who tend to leave school early with few if any qualifications, have very limited options in terms of jobs or training, and are particularly at risk of long periods

of unemployment and involvement in a range of anti-social activities including drug abuse. The Consolata Youth Project caters specifically for this group as well as supporting a range of voluntary, mainstream youth provision in the area. The Youth Project has effectively stimulated a high level of interest in youth activities among adult leaders and young people themselves in recent years, particularly through arts programmes and leadership training. The main obstacles to the continued development of youth service provision are the lack of suitable premises and venues -and the ongoing uncertainty about funding for the Youth Project.

Recommendation 11.

That the Youth Project's catchment area be defined as the area covered by this study.

Recommendation 12.

That the City of Dublin Youth Service Board recognise the high levels of disadvantage and the increase in the youth population of this area and undertake to maintain funding to the Consolata Youth Project on a five year basis.

Recommendation 13.

That the City of Dublin Youth Service Board recognise the need for the provision of quality premises in the area for youth activities and support the proposed development of a Community Resource Centre which would accommodate the Youth Project and cater for local voluntary youth groups.

Recommendation 14.

That the Youth Project develop a strategy for monitoring the extent of early school-leaving and tracking early school-leavers from Donnycarney, in conjunction with all the schools serving the area. That a system is introduced to facilitate initial contact with such young people and the provision of training, educational and social supports to them.

Recommendation 15.

That the Youth Project initiates and co-ordinates a joint response by youth groups, schools, health workers and other interested parties, to the increasing prevalence of drug use by young people in the area.

Recommendation 16.

That the Eastern Health Board ensure the regular availability of Drug Counselling Services at a local level and co-operates with local groups to publicise and facilitate access to this service.

Recommendation 17.

That DCDG with the assistance of the Northside Partnership, draws up a proposal for the development of suitable open spaces for use as children's playgrounds and sports facilities for young people. That the proposal is discussed within the local community and with local political representatives and submitted to Dublin Corporation.

(d) Women

It is anticipated that women and women's groups would be among the main beneficiaries of several of the initiatives proposed above, in particular, the development of the Community Resource Centre. As far as the specific needs of women are concerned it is important to note that the survey found women's unemployment to be almost as high as male unemployment, that large numbers of women were excluded from the labour force by domestic responsibilities and that lack of childcare facilities was a major problem, especially for women parenting alone.

Recommendation 18.

That DUAG/LES explore the scope for the creation of local employment in childcare and avail of the existing provision within the Northside Partnership, particularly the Childcare Bureau and opportunities for training in childcare.

Recommendation 19.

That in the absence of local women's groups, DCDG ensure adequate representation of women and establishes a Women's Sub-Group at the earliest possible stage of the group's development. That the needs of women are adequately catered for, particularly in terms of quality childcare provision, in any community facilities developed in the area.

Recommendation 20.

That DCDG make representations to the Eastern Health Board and local political representatives for the replacement of the Health Centre on Killester Avenue.

Many of the recommendations above require the active support of the Northside Partnership for their implementation. Many of them will link in with existing or proposed actions by the Partnership. Others will demand additional resources from a range of statutory bodies. And all will require further effort on the part of community activists within the area.

There has been an awareness of the level of need in Donnycarney since its incorporation into the Partnership area in 1994 and this has been further substantiated in this report. At the same time the area has been described as 'easy to ignore'. The task facing the Donnycarney Community Development Group and the people of the area, is to ensure that Donnycarney becomes less easy to ignore and that the services needed for the development of the area are provided.

Appendix: Research Objectives

The objectives of the research project are as follows:

1. To provide a detailed demographic analysis of the Donnycarney community.
2. To provide an accurate assessment of the levels of employment and unemployment and a detailed profile of the local labour force.
3. To identify the range of local services and resources and to provide details of these.
4. To identify the needs of the community and, in particular, the needs of marginalised groups.
5. To identify the specific needs of youth in the community.
6. To identify the concerns of the local community in relation to social problems in the area.
7. To identify options for development which could be undertaken or supported by DCDG which would help to meet the needs of the area and would attract support within the local community

Abbreviations

The following abbreviations are used in the report:

CWB	Clontarf West B	District Electoral Division (ward) corresponding to the Clans area of Donnycarney.
CE	Community Employment	Part-time employment scheme for the long-term unemployed.
CSO	Central Statistics Office	State agency which publishes data based on Census.
CYP	Consolata Youth Project	Community Youth Project in Donnycarney funded by the City of Dublin Youth Service Board and member of DCDG
DCDG	Donnycarney Community Development Group	Community Development Group which commissioned this study.
DUAG	Donnycarney Unemployment Action Group	Unemployed group based in Donnycarney, member of DCDG.
LFP	Labour force participation	Persons in employment or seeking employment.
SAPS	Small Area Population Statistics	Data from Census available from CSO.
Sonas	Sonas Housing Association	Housing Association for women and children made homeless as a result of domestic violence, member of DCDG.

References

The following publications, documents and reports were used as sources and/or are referred to in the report:

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