



**Poverty in Belfast: What can the
Council Do?
Belfast City Council's Framework
to Tackle Poverty and Reduce
Inequalities**

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Introduction

One of Belfast City Council's corporate objectives is to contribute to reducing inequalities in Belfast. This Framework describes the role our services can play in raising awareness of poverty and inequalities in Belfast and in contributing to tackling poverty and inequalities in Belfast. It is not in the Council's power to end poverty in Belfast, but we can make our services more accessible and effective. The Council will play a key leadership role by promoting a model of urban competitiveness that balances economic development and social inclusion.

Purpose of the Framework

The purpose of the Framework is:

- To raise awareness of poverty and inequalities in Belfast;
- To improve access to, and delivery of, councils services;
- To better target existing council resources to contribute to tackling poverty and inequalities in Belfast; and
- To use the council's statistical and performance management systems to monitor the levels of poverty across the city and in neighbourhoods and the council's achievements following implementation of the Framework.

The Framework defines clear and concrete actions the council is already taking and will take over the next 5 years.

Poverty in Belfast

Poverty remains one of the most persistent and significant issues facing Northern Ireland with the population in Belfast being particularly affected. The city has eight of the 10 most deprived wards¹ in the region and nearly half (48%) of the population in the Belfast local government district live in the most deprived Super Output Areas (SOAs) in Northern Ireland. The most recent deprivation measures from 2010 show that 57% of the most deprived SOAs in Northern Ireland are in Belfast.

In 2008 the council commissioned some exploratory research² from Dr Mike Morrissey into the issue of poverty in Belfast to assess the scale of the issue and its complexity. Some of the findings include:

- Around 20% of people in Belfast live in poverty which is higher than the Northern Ireland average of 18% and the EU average of 16%;
- 37.6% of children live in workless households – NI average is 21%;
- 11% of lone parents are in poverty compared to 8% for NI;
- Those groups who in poverty or who are most at risk of poverty include:
 - Older people
 - Children in workless households
 - Lone parents
 - People from minority ethnic communities
 - People with disabilities.

The NI Executive defines a household in poverty³ as having one that has an income that is 60% or less than that of the median household income in the year. This is equal to £115 per week for a single adult with no dependent children or £195 per week for a single adult with two dependent children under 14.

¹ <http://www.ninis.nisra.gov.uk/>

² M. Morrissey, "Research on Poverty in Belfast", 2008

³ www.niassembly.gov.uk

At a presentation to Council in February 2011, Dr Mike Morrissey noted that Belfast struggles with persistent poverty. The 20 most deprived wards in Belfast under the Robson Index in 1991 were the same under the Noble Multiple Deprivation Index in 2010⁴.

Most Deprived Wards in Belfast (Common to Both)	
Robson 1991	Noble 2010
Ardoyne	Ardoyne
Ballymacarett	Ballymacarrett
Beechmount	Beechmount
Blackstaff	Blackstaff
Clonard	Clonard
Crumlin	Crumlin
Duncairn	Duncairn
Falls	Falls
Glencairn	Glencairn
Glencolin	Glencolin
New Lodge	New Lodge
Shaftesbury	Shaftesbury
Shankill	Shankill
The Mount	The Mount
Upper Springfield	Upper Springfield
Whiterock	Whiterock
Woodstock	Woodstock
Woodvale	Woodvale

The EU defines relative poverty as:

'People are said to be living in poverty if their income and resources are so inadequate as to preclude them from having a standard of living considered acceptable in the society in which they live.

They may experience multiple disadvantages through unemployment, low income, poor housing, inadequate health care and barriers to lifelong learning, culture, sport and recreation. They are often excluded and marginalised from participating in activities (economic, social and cultural) that are the norm for other people and their access to fundamental rights may be restricted.⁵

The council has limited powers in terms of increasing income. However, we can have some impact on the disadvantages listed above that create poverty and inequalities. The Framework therefore adopts the EU definition of relative poverty and focuses on these wider determinants.

What can a local authority do?

Northern Ireland district councils do not have a direct statutory remit to tackle poverty and we recognise that we can't provide an additional income to households at risk of poverty. However, we can contribute to tackling poverty and

⁴ Presentation from Dr Mike Morrissey to Belfast City Council on the 3rd February 2011.

⁵ From The European Anti-Poverty Network's website (www.eapn.org/) and adapted from, Joint Report on Social Inclusion, European Commission, 2004

inequalities by raising awareness, making services more accessible and better target our resources. Given the large number of services that we deliver at a local level, there are opportunities for the council to have a direct and positive impact.

For example, we offer a range of programmes at our leisure centres and in our community facilities. Decisions around the design of such programmes, their pricing, opening times and promotion will all affect how easy it is for those in poverty to get access to them. We can be more inclusive in our service delivery, focus on where the needs are and ensure that the resources we have are used in the best way and with high social impact to serve all citizens in Belfast.

The council also delivers economic development programmes and works with small and micro businesses to help them grow and build their capacity in obtaining contracts from the public sector. The work of our procurement and economic development work clearly demonstrates that small actions can make a big difference in providing opportunities for micro businesses or social economy enterprises. A full list of council's activities and services that have an impact on people in poverty is in **Appendix 1**.

These interventions reflect the Council's key leadership role at a city level. Macro-level policy development and interventions are the role of national and regional governments, but there is a need for city level action. This Framework and action plan outlines Belfast City Council's unique role in exercising leadership, developing services and delivering interventions that will tackle poverty and inequalities.

Why create a Framework now?

Belfast City Council has decided to develop this Framework in order to:

- 1) Improve Belfast's urban competitiveness and encourage sustainable economic growth by addressing persistent social inequalities. Belfast can only become the leading world city if economic growth is supported by a decrease in social inequalities.
- 2) Align the council to the emerging regional and national policies in the area of poverty and social inclusion, including but not limited to OFMDFM's Lifetime Opportunities and its current work on developing a regional Child Poverty Strategy.
- 3) Ensure that through joint working we achieve economies of scale and integrate people and place based approaches 'doing more for less'.
- 4) Reduce the cost to the economy (and to the council): Recent research⁶ estimated that child poverty costs £25 billion each year in costs to the Exchequer and reduced GDP. This research from the Joseph Rowntree Foundation found that child poverty represents 71% of social services spend across the UK.
- 5) Raise the council's profile as a key city wide local service provider supporting citizens across the city.
- 6) Fulfil our existing obligation under the Corporate Plan: A Framework for tackling poverty and reducing inequalities will make a substantial contribution to fulfilling our strategic objective to reduce inequalities under the 'Better Support for People and Communities'.
- 7) Support communities to deal with the legacies of the conflict - The most deprived areas within Belfast are those areas that suffered most during the recent conflict and are also the areas where there are disproportionate levels of poor health, educational opportunities, job opportunities and

⁶ Joseph Rowntree Foundation: 'What can we do to tackle child poverty?', 2009

social opportunities. These legacies need to be tackled in a coordinated manner in order to reduce overall poverty and inequality.

- 8) Build on the 2010 European Year of Social Exclusion: This is the European year against poverty and exclusion. The key objectives were to raise public awareness about these issues and renew the political commitment of the EU and its Member States to combat poverty and social exclusion.

How does the Framework support the Council's corporate objectives?

The Corporate Plan sets out six strategic themes for the organisation (NOTE: Once new corporate plan is developed, these themes and goals will need to be revisited). These are based on our analysis of need in the city, the views of the public and future challenges and opportunities.

Below we describe how the Framework supports each themes:

1. City leadership - strong, fair, together

This is about 'place-shaping' and being ambitious for Belfast and its people through advocacy, partnership working and leading by practical example.

Related poverty aims:

- Improve poverty and inequalities knowledge base and awareness;
- Influence regional and national poverty and inequalities policy; and
- Enhance the council's role in reducing poverty and tackling inequalities in Belfast.

2. Better opportunities for success across the city

This is about wealth creation – supporting business, developing key growth sectors and securing investment within the city by supporting opportunity, skills, innovation and regeneration.

Related poverty aims:

- Increase the use of the council's assets to support employment and job creation; and
- Increase the growth of social economy projects.
- Reduce worklessness and improve skills

3. Better care for Belfast's environment

The council supports a clean, green city now and for the future by securing the long term viability of the city and its environment by creating a cleaner, greener and healthier environment and through education and protection.

Related poverty aims:

- Contribute to waste reduction; and
- Reduce fuel poverty.

4. Better support for people and communities

This is about finding ways to better connect with local people; building capacity to influence and address local issues, tackling inequalities and improving relationships; making the best use of local services to address the issues facing the city and its neighbourhoods and enhancing the city by making it safer, healthier, more inclusive, welcoming and enjoyable.

Related poverty aims:

- Improve the quality of life of people in or at risk of poverty;

- Effectively engage people in or at risk of poverty, particularly in areas in and around interfaces where the legacies of conflict are most stark; and
- Provide advice services for people at risk of poverty.

5. Better services

Making the best use of our resources to provide a range of services which best meet local need and improve quality of life; providing services to a high standard that are easy to access and that maximise their value for money and effectiveness.

Related poverty aims:

- Improve our service delivery to provide a better access for people in poverty.

6. Better value for money

Ensuring resources are fully aligned to our priorities; that our services deliver value for money; that we attract people who will work to deliver the best services and develop the organisation and lead the organisation through the RPA.

Related poverty aims:

- Maximise social impact of our procurement, project and regeneration spend.

To achieve the goals we have developed a detailed Framework that brings together many existing contributory strands of council work with a number of new initiatives which have been proposed by the relevant council services.

How will we achieve these goals?

Framework

Key

New Initiatives	
Existing Initiatives	

Theme	Initiative	Outcome (linked to goals)	Council lead	Potential partners	Year 1	Year 2	Year 3	Year 4	Year 5	Budget
City leadership	Develop an online resource for sharing information on poverty and social exclusion for all partners <ul style="list-style-type: none"> Set up a website and gather information Administer the portal Monitor its success 	Improvement in poverty & inequalities knowledge base	Development (PBDU)	Community and Voluntary sector, Academia	✓	✓	✓			£500 (PBDU)
	Integrate the new equality framework in corporate planning <ul style="list-style-type: none"> Work closely with Good Relations Unit to develop a new Equality Screening Tool Undertake an audit of inequalities in the council Prepare improvement plans 	Enhanced role in reducing poverty and tackling inequalities	Good relations	Equality Commission						Existing
	Ensure up to date poverty & inequalities data included in CityStats info <ul style="list-style-type: none"> Include poverty & inequalities related indicators in profiles Share profiles with external partners Use the information to influence decision making 	Improvement in poverty & inequalities knowledge base	Development	NISRA	✓	✓	✓	✓	✓	Staff time

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<p>Maximise investment and funding streams to support Council work on poverty & inequalities</p>	<p>Enhanced role in reducing poverty and tackling inequalities</p>	<p>Development</p>	<p>Other local authorities, COMET, EU</p>	<p>Staff time</p>				
<ul style="list-style-type: none"> Undertake the BIG lottery community planning project 		<p>HES/Belfast Health Development Unit EU/PBDU</p>	✓	✓	<p>£100,000 from the Big Lottery</p>			
<ul style="list-style-type: none"> Secure EU and other funding to deliver on P&I related projects 			✓	✓				
<ul style="list-style-type: none"> Continue influencing at a European level for funding streams to tackle inequalities 			✓	✓	✓	✓	✓	
<p>Exchange best practise with European and national partners</p>	<p>Aligned regional/national poverty & inequalities policy</p>	<p>Development/H ES</p>	<p>Eurocities, Urbact</p>	<p>Existing</p>				
<ul style="list-style-type: none"> Actively participate at relevant events, seminars and meetings 		<p>Support from EU Unit</p>	✓	✓	✓	✓	✓	
<ul style="list-style-type: none"> Continue participation in Belfast in Europe group and contribute to joint projects 					✓	✓	✓	
<ul style="list-style-type: none"> Showcase Belfast case studies through portals and newsletters 					✓	✓	✓	
<ul style="list-style-type: none"> Use the relevant best practise examples in the poverty Framework delivery 						✓	✓	
<ul style="list-style-type: none"> Undertake one lead project at a European level 						✓		
<p>Undertake any necessary research with external partners – aim is to monitor social impact of policy environment</p>	<p>Improvement in poverty & inequalities knowledge base</p>	<p>Development</p>					<p>£20,000 (Dev PBDU)</p>	
<ul style="list-style-type: none"> Contribute to and support research on inequalities and overcoming barriers to participation 		<p>HES/PBDU</p>	✓					
<p>Develop partnerships and build political legacy</p>	<p>Aligned regional/national poverty & inequalities policy</p>	<p>Chief Executive's</p>	<p>All</p>	<p>N/A</p>				
<ul style="list-style-type: none"> Contribute to development of NI Child Poverty Framework 					✓	✓	✓	✓
<ul style="list-style-type: none"> Annual inequalities briefing for Members 		<p>PBDU/HES</p>				✓		

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Better opportunities for success	Utilising council assets and facilities to reach marginalised groups (community, open spaces and leisure venues)	Increased use of the council's assets to support employment and job creation;	Development (EDU & Com Serv), Parks and leisure	DEL						Existing
	<ul style="list-style-type: none"> Support delivery of employability and skills programmes 					✓	✓			
	Raising skills and reducing worklessness	Reduce worklessness and improve skills with our partners								Existing and seeking ESF
	<ul style="list-style-type: none"> Completion of year 3 of the HARTE programme 		Development (EDU)	DEL	✓					
	<ul style="list-style-type: none"> Establishment of TQ partnership to maximise job opportunities 			DEL	✓	✓	✓			
	<ul style="list-style-type: none"> Identify joint initiatives with Belfast Employment and Skills Board to address employment challenges of target groups 			BESB		✓	✓	✓		
	<ul style="list-style-type: none"> Roll-out of Step up to Work initiative 									
	Actively support development of social economy projects	Increase the growth of social economy projects.	Development (EDU)/ Property and Projects							Existing
	<ul style="list-style-type: none"> Provide advice and guidance to social economy enterprises who wish to apply for council's tenders Continue delivery of meet the buyer events Set up a social economy enterprise database Assign a dedicate member of staff who will be the first point of contact for the social enterprises 					✓	✓	✓	✓	
						✓				
						✓				
	Develop community tourism enterprises	Increased growth of social economy projects.	Development (CA&T)	NITB						Existing
	<ul style="list-style-type: none"> Evaluate current tourism infrastructure along the relevant tourism corridors (via Integrated tourism Framework) 					✓				

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<ul style="list-style-type: none"> Engage the communities in relevant areas in order to raise awareness and potentials of social economy enterprises Arrange necessary training and advice provision Contribute in setting up at least one social economy enterprise per tourism hub in the city 	<p>Reduce worklessness and improve skills with our partners</p>	<p>Finance and resources</p>	<p>DEL</p>	✓	✓	✓	✓	Existing (DEL)	
<p>Through Disability Framework ensure people with disability have full access to employment opportunities</p>				✓	✓			Existing (DEL)	
<ul style="list-style-type: none"> Undertake a pilot project Monitor and evaluate Extend the partnership and expand the initiative of resettlement of ex-offenders 				✓		✓			
<p>Provide support to older people who seek employment opportunities</p>				✓	✓	✓	✓	✓	Existing (thematic)
<ul style="list-style-type: none"> Monitor and enhance volunteering opportunities for older people 		<p>HES/Community Services</p>		✓	✓	✓	✓	✓	Existing (thematic)
<p>Extend a cultural and arts skills development programme for marginalised</p>	<p>Reduce worklessness and improve skills with our partners</p>	<p>Development (CA&T)</p>						Existing	
<ul style="list-style-type: none"> Extend development and outreach of the culture and arts programmes 				✓	✓				
<p><i>Better care for Belfast's environment</i></p>									
<p>Assist in development of a regional food scheme to provide people in poverty with healthy food</p>	<p>Contribution to reduced waste</p>	<p>HES/ Dev PBDU support</p>		✓					TBC
<ul style="list-style-type: none"> Assess the extent of possible support 				✓					

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	<ul style="list-style-type: none"> Prepare a business case for the council Disseminate information about the project and processes internally and externally Commence project delivery (if feasible) 					✓	✓				
	Fuel poverty	Reduced fuel poverty		HES/Dev PBDU support				✓			Existing
	<ul style="list-style-type: none"> Undertake a study of the implications of the emerging Housing Bill (energy efficiency) on the council Explore the need for the regulatory framework for oil, solid fuel and LPG and work with the partners accordingly Explore funding opportunities for delivery of new energy efficiency powers 					✓					
	Participation in Smart Cities										Potential EU money
	<ul style="list-style-type: none"> Through the Eurocities Knowledge Society Forum explore the possibility of participation in the project 					✓	✓				
	Continue fuel stamp initiative and aim to extend it to all households in need	Fewer people in fuel poverty	HES	DSD							Staff time
	<ul style="list-style-type: none"> Extend the scheme to the most vulnerable Evaluate the scheme 						✓			✓	
Better support for people and communities	Ensure maximum delivery of NR commitments	Improved quality of life of people in or at risk of poverty;		Development (SNAP)	All relevant agencies						Staff time
	<ul style="list-style-type: none"> Continue coordination and monitoring of the council's delivery of NR commitments 	People in poverty engaged in decision making									
							✓	✓	✓		

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<p>Increase access to cultural development and outreach initiatives across the city</p>	<p>Improve the quality of life of people in or at risk of poverty;</p>	<p>Development (CA&T)</p>	<p>Arts Council</p>	<p>✓</p>	<p>Existing/Staff time</p>				
<ul style="list-style-type: none"> Extend the pilot outreach programme to children and young people 									
<p>Develop community gardens in the areas of need</p>	<p>Improve the quality of life of people in or at risk of poverty;</p>	<p>Parks and Leisure</p>		<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>Existing/Staff time</p>	
<ul style="list-style-type: none"> Deliver four pilot projects Evaluate the scheme Develop new initiatives 									
<p>Support & fund advice provision infrastructure in Belfast</p>	<p>Provide advice services for people at risk of poverty Improved quality of life</p>	<p>Development (Com Serv)</p>	<p>CAB, Advice NI & Law Centre</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>DSD</p>
<ul style="list-style-type: none"> Continue providing £800,000 in funding Ensure capacity building of the advice providers Maximise the uptake of the rate relief (esp. by older people) Support extended outreach activity of the advice providers 				<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	
<p>Community Support Development Programme with our partners</p>	<p>Improve the quality of life of people in or at risk of poverty;</p>	<p>Parks and Leisure</p>	<p>Sport NI, DSD, Public Health Agency</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>PHA</p>
<ul style="list-style-type: none"> Develop Active communities programme Targeting Neighbourhood Renewal Areas Deliver of the programme by community network (Belfast Community Sports Development Network) 					<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	
<p>Develop capacity building through Community Development Framework</p>		<p>Community across the council</p>		<p>✓</p>					<p>Existing/Staff time</p>
<ul style="list-style-type: none"> Develop CD Framework Implement CD Framework 					<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	

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Better services	Explore feasibility of a Belfast Pass at a reduced rate for people on low incomes	Improved access of people in poverty	Development	NITB					Existing
	<ul style="list-style-type: none"> Undertake a feasibility study Prepare a business case 		PBDU, CA&T		✓			✓	
	In partnership with the Public Health Agency provide free access to leisure facilities in the most deprived wards in Belfast	Improved access of people in poverty							PHA
	<ul style="list-style-type: none"> Target 200 people in the most deprived areas 								
	Ensure all children have access to parks and playgrounds	Improved access of people in poverty	SNAP to support P&L						Staff time
	<ul style="list-style-type: none"> Undertake a mapping exercise of provision 				✓			✓	
Better value for money	Explore development of 'social clauses' in our procurement, project and regeneration spend	Maximised social impact of our spend	Properties and Projects (PBDU to support research)	Central Procurement Directorate, EC					£20,000 (Dev PBDU)
	<ul style="list-style-type: none"> Set up a Task and Finish team 				✓				
	<ul style="list-style-type: none"> Undertake research and Provide best practise case examples 				✓				
	<ul style="list-style-type: none"> Undertake a feasibility study 				✓				
	<ul style="list-style-type: none"> Prepare a business case for the council 							✓	
	<ul style="list-style-type: none"> Implement a pilot project 							✓	
	<ul style="list-style-type: none"> Undertake evaluation of the pilot project 							✓	
	<ul style="list-style-type: none"> If successful roll-out across the council 						✓	✓	
	Develop indicators to measure the impact of regeneration on health and poverty in Belfast (linked to health)	Maximised social impact of our regeneration projects	HES	Belfast Healthy Cities					URBACT
	<ul style="list-style-type: none"> Agree the indicators 				✓				
	<ul style="list-style-type: none"> Pilot the indicators and methodology 		HES					✓	
	<ul style="list-style-type: none"> Identify target audience and provide training on the use of the tool 		HES					✓	✓

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<p>Ensure a maximum social impact of our regeneration projects</p>	<p>Maximised social impact of our regeneration projects</p>	<p>Development</p>						<p>Existing. Staff time</p>
<ul style="list-style-type: none"> Explore the potential of setting up GEMS for North Foreshore, Titanic and Northern Fringe at Gasworks 		<p>PBDU/EI</p>	<p>✓</p>					
<ul style="list-style-type: none"> Develop evaluation and monitoring system that measures social impact 		<p>PBDU/EI</p>		<p>✓</p>				
<ul style="list-style-type: none"> Link it to the indicators on the regeneration impact 		<p>PBDU/EI</p>		<p>✓</p>				
<p>Regularly monitor, report, evaluate and improve the Framework</p>	<p>Impact on Framework increased as a result of learning</p>	<p>Development</p>	<p>Chief Executive's</p>				<p>£20,000 (2 independent evaluations) – Dev PBDU</p>	
<ul style="list-style-type: none"> Undertake a study of available performance indicators 		<p>PBDU</p>	<p>✓</p>					
<ul style="list-style-type: none"> Prepare a performance Framework 			<p>✓</p>					
<ul style="list-style-type: none"> Monitor Framework on an annual basis 			<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	
<ul style="list-style-type: none"> Report every 6 months to COMT 		<p>PBDU</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	
<ul style="list-style-type: none"> Annual report to Committee 		<p>PBDU, POG</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	<p>✓</p>	
<ul style="list-style-type: none"> Undertake and undertake independent evaluation every 2 years 		<p>PBDU, POG</p>		<p>✓</p>			<p>✓</p>	
<ul style="list-style-type: none"> Review and improve the Framework every 2 years 		<p>PBDU, POG</p>		<p>✓</p>			<p>✓</p>	
<ul style="list-style-type: none"> Undertake final evaluation of the process and Framework 		<p>PBDU, POG – commission externally</p>					<p>✓</p>	

How will we measure the success?

Over the past few years the council has placed much greater emphasis on creating effective performance management systems that allows it to better to measure the impact of our services on the city.

The poverty Framework will utilise the approaches and data gathering techniques emerging from these systems to assist with measuring the impact of the Framework on poverty in the city.

With the design of the Framework we have attempted to describe the clear linkages between:

- the measurable reality of poverty in Belfast
- the many inter-connected factors that contribute to it
- the subset of these factors which the council can have a positive impact on
- the strands of council work which can contribute to this impact

Impact of the Framework

We will use a number of ways to measure the success of this Framework. These will measure both the specific outputs from the Framework and a more indirect measure of impact based on the longitudinal tracking of a core set of key indicators.

External indicators

The external indicators we have chosen are based on a number of characteristics including that they are:

- taking into account levels of poverty across the most deprived areas within the city
- relevant to the corporate themes
- direct, unambiguous measures of progress
- available across different socioeconomic groups, geographies and over time
- have a direct link with interventions
- consistent with the decision-making cycle
- easy and inexpensive to collate
- understandable
- politically agreed

We have identified four sets of such indicators classified under the following headings:

- **Low income & employment**
- **Children and young people**
- **Communities**
- **Adult wellbeing**

Details of each indicator are listed in **Appendix Two**.

Quality of life matrix

The council's Health Development Unit is developing a Quality of Life matrix which will include a set of indicators to measure economic, social and environmental impact of council's policies and projects. Once developed, we will put it on the

council's poverty page at www.belfastcity.gov.uk/poverty and use it to monitor the impact of larger projects in the Framework.

Monitoring

The monitoring process will track progress over time. In the context of this Framework, this will involve a longitudinal assessment of poverty and should involve the following activities:

- **Agreeing indicators** to measure progress of the poverty Framework (*see previous section*).
- **Setting targets** to provide benchmarks against which performance can be assessed.
- **Identifying a system(s)** that will house the data.
- **Regular collation, analysis, review and response** in relation to the future indicator data.

Internal indicators

There are a number of internal indicators which while not directly measuring the impact of our work on poverty, will contribute to the direct measurement of the performance of the Frameworks' various initiatives. These include:

Corporate theme	Proposed Performance indicator	Frequency
City leadership	<ul style="list-style-type: none"> • Total amount of leveraged money targeted at social inclusion projects • Number of people using the web portal 	Quarterly
Better opportunities for success across the city	<ul style="list-style-type: none"> • Number of young people long-term unemployed who went through council's programmes (HR) • Percentage of jobs through regeneration projects that are given to local people • Number of set up social economy enterprises 	Annually
Better care for Belfast's environment	<ul style="list-style-type: none"> • Percentage of all housing stock in fuel poverty • The number of people through environmental projects (food scheme, community gardens) 	Annually
Better support for people and communities	<ul style="list-style-type: none"> • Total amount of claw-back benefits drawn by the advice services • Percentage of people who feel the council's work helps them play a bigger role in decision-making 	Quarterly Annually
Better services	<ul style="list-style-type: none"> • Percentage of people satisfied with council's services 	Biennially
Better value for money	<ul style="list-style-type: none"> • Percentage of the council's contracts with at least 5% of spend towards social clause 	Annually

There are a number of additional indicators that will offer complementary qualitative data:

Ongoing citizen engagement

While developing this Framework we have established partnerships with a number of anti-poverty NGOs whose beneficiaries are people experiencing poverty (a full

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list of these organisations is in **Appendix Three**). We aim to utilise these partnerships and enhance dialogue with people in poverty in order to ensure their ongoing engagement.

How will we report the progress?

The Policy & Business Development Unit in the Development Department will monitor the day-to-day progress of the Framework. It will prepare and/or commission the monitoring and evaluation reports.

The actions within the Framework fall under three categories:

- 1) Existing initiatives - continuation and expansion
- 2) Existing initiatives - new ways of working, internal integration
- 3) New initiatives and projects

The following table illustrates the reporting mechanisms depending on the type of action:

Action in the Framework	Where is it recorded?	Who will collect it?	Where will it be reported?
Existing initiative – continuation or expansion	Thematic	Thematic Coordinator	Thematic reports
	Individual business plans	Development/PBDU	Poverty monitoring report
Existing initiative – new ways of working, internal integration	Thematic	Development/PBDU	Thematic reports
	Individual business plans	Development/PBDU	Poverty monitoring report
New initiatives or projects	It will need to be put in individual business plans	Development/PBDU	Poverty monitoring report

The Poverty Monitoring Report will be brought to the Health and Well-being Work Group which will act as the main internal reference group for the Framework. They will receive overarching results of progress on the Framework. The Framework will be a standing item on the agenda. The HWB group will provide advice on possible areas for improvements.

Formal reports on the progress of the Framework will be brought to COMT every quarter by the Chair of the Health and Well-being Work Group (Andrew Hassard, Director Parks & Leisure). A formal report on the progress of the Framework will be brought to Strategic Policy & Resources Committee annually by the Chair of the Health and Well-being Work Group (Andrew Hassard, Director Parks & Leisure).

In terms of progressing the work in the Framework, additional mechanisms may be used.

Internal mechanisms

- **Policy Officers Group** – regular updates will be provided to POG.
- **Internal Task and finish groups** – for larger projects we will set up Task and Finish groups with responsibility to lead and produce interim progress reports on specific projects.

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- **Business Unit** - All the actions from the poverty Framework will be incorporated into different units' business plans and the progress will be reported at team and service management meetings.
- **Intercom and interlink** – we will utilise council's internal website and magazine to report on progress for all the staff.
- **Belfast Citystats** – we will use Local Information System and Data Observatory to monitor and report on all relevant poverty indicators mapped across Belfast areas, against council's service delivery. This will be updated annually and will provide us with a direction of travel reference.

External reporting mechanisms

We will use two main methods to report our progress externally: the council's poverty website and biennial events for our partners.

- As part of the Framework we will set up a poverty section on the council's public website that is open to all internal and external partners which will have all the statistical information, maps, research documents and information on all relevant organisations and projects. This will be a live and interactive forum for exchange of information and seeking partners.
- Every two years we will organise 'progress events' for all stakeholders which will be used to communicate the progress, seek new ideas, exchange views and find new innovative ways of working together on this important issue.

Biennial review

As with any other Framework this is a flexible and fluid process which depends on the progress, milestones and other external circumstances which might have an impact on it. Thus, every two years we are planning to undertake an internal review of the Framework, identify its successes and areas for improvements to be addressed. This will also include equality screening to ensure that equality of opportunity is fully promoted through the course of the Framework.

Final process evaluation

Considering the unique approach in developing and implementing this Framework, we are planning to commission an independent evaluation of the overall process to help us understand what went well and what needs to be improved in development of future corporate strategies.

What happens next?

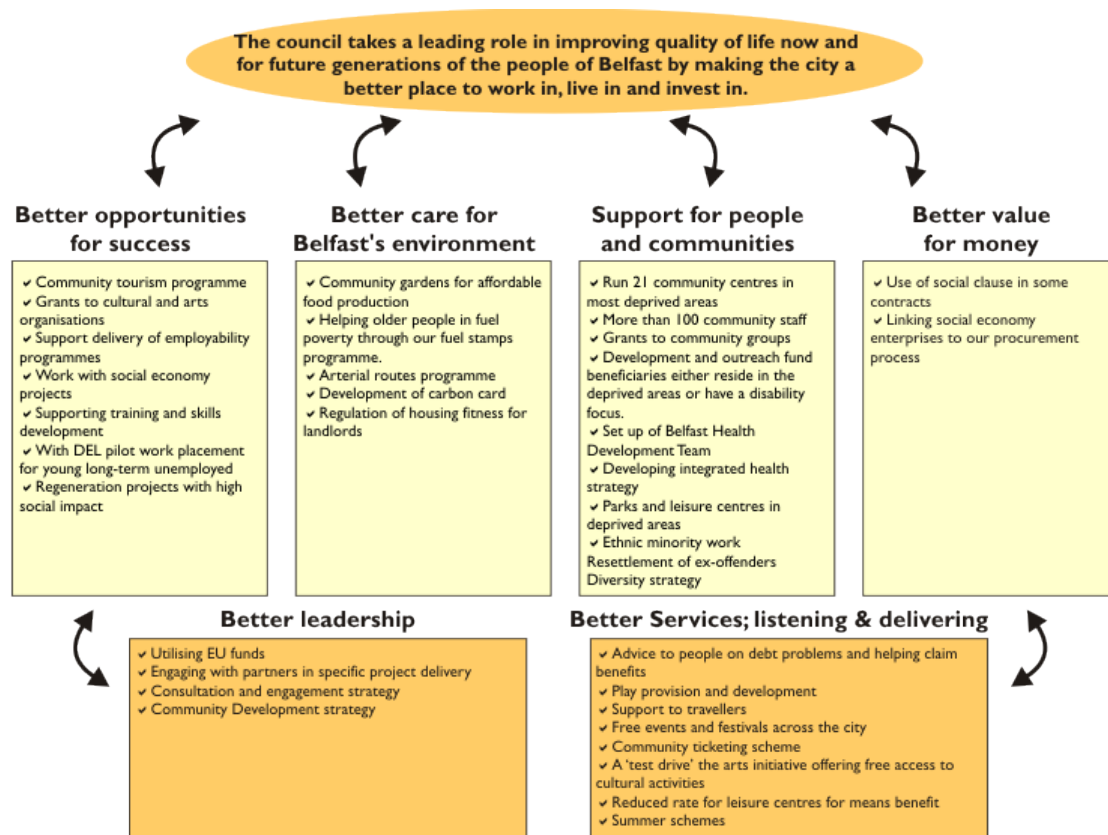
This is a draft document that needs input from all our stakeholders – the more people and organisations we engage the more meaningful and effective this Framework will be. Thus we are planning a series of phases before we launch the final document:

- Draft Framework to Development Committee in November 2010
- Presentation from Dr Mike Morrissey February 2011
- Final Draft Framework to Development Committee in March 2011
- Public consultation April 2011 – June 2011
- Feedback analysis and redrafting of the document in July 2011
- Final Framework to go through council internal decision making processes in August 2011
- Publication on the final Framework in September 2011
- An event for our stakeholders to disseminate the final Framework in September 2011
- Process of incorporating it into units' business plans September – November 2011

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- Set up of Task and Finish groups December 2011 – February 2012
- Implementation to commence in April 2012
- First monitoring report to COMT in October 2012

Appendix 1: What is the council currently doing?



Appendix 2: Selection of detailed indicators

Risk of being in low income groups of individuals by various family and household characteristics			
Percentage of Individuals			
Local govt district (3 year average 2004-2007)	Before housing costs Below median 60%	After housing costs Below median 60%	All individuals (thousands)
Belfast	21	22	236.8
All individuals NI (thousands= 100%	19	19	1,712.9
Percentage of children			
Belfast	25	28	53
All Children NI	22	23	430.2
Percentage of pensioners			
Belfast	23	15	41.7
All pensioners NI	28	21	269.9

Low income & employment	Low income	Percentage of households in Relative Poverty, unequivalised ⁷
		Percentage of households in Relative Poverty, equivalised ⁸
		Children in low-income households ⁹
	Income inequality	Pay inequalities between men and women ¹⁰
	Repossessions	Mortgage cases received and disposed ¹¹
	Worklessness	Percentage of working-age adults unemployed ¹²

Children and young people	Economic circumstances	Children in workless households ¹³
	Education	16 year olds not obtaining 5 GCSEs ¹⁴
		19-year-olds without a basic qualification ¹⁵
	Child health	Rate of infant mortality ¹⁶
		Teenage birth-rate ¹⁷
	16 to 19 year olds not in education, employment or training ¹⁸	
	Source: Small Area Income Measures (2003-2005)	
	Source: Small Area Income Measures (2003-2005)	
	Source: Labour Force Survey Local Area Database (2000-2008)	
	Source: Annual Survey of Hours and Earnings (2004-2008)	
Source: Mortgage cases received and disposed working-age employed ²⁰		
Source: Labour Force Survey Local Area Database (2000-2008)		
Source: Labour Force Survey Local Area Database (2000-2008)		
Source: Labour Force Survey Local Area Database (2000-2008)		
Source: Deaths (1999-2008)		

¹⁴ Source: School leavers' survey (2005-2009)

¹⁵ Source: School leavers' survey (2005-2009)

¹⁶ Source: Demography Methodology Branch (2001-2009)

¹⁷ Source: Demography Methodology Branch (2001-2009)

¹⁸ Source: School leavers' survey (2005-2009)

¹⁹ Source: Labour Force Survey Local Area Database (2000-2008)

²⁰ Source: Labour Force Survey Local Area Database (2000-2008)

²¹ Source: Census (1991, 2001)

²² Source: Deaths (1999-2008)

		Standard Mortality Rate for all ages ²³
		Percentages of households with limiting long-term illness ²⁴
	Access to services	Percentage of older people claiming at least one of the main benefits ²⁵
		Percentage of pensioners with no income other than Pension Credit ²⁶

Communities	Place	Percentage of households in fuel poverty ²⁷
		Concentrations of benefit recipients ²⁸
	Housing	Number of presenters that are Full Duty Applicant ²⁹ (FDA) ³⁰
		Percentage of dwelling tenure through Housing Association ³¹
		Percentage of affordable houses ³²
	Ability to travel	Percentage of households with access to a car ³³
	Crime	Violent crimes rate per 10,000 population ³⁴
Percentage of persons 'worry about crime and personal safety' ³⁵		

²³ **Source:** Standardised Mortality Rates (1999-2008)

²⁴ **Source:** Census (1991, 2001)

²⁵ **Source:** Client Group Analysis Claimants (2002-2009)

²⁶ **Source:** State Pension Credit Claimants (2004-2009)

²⁷ **Source:** Northern Ireland House Condition Survey (2004 – 2009)

²⁸ **Source:** Client Group Analysis Claimants (2002-2009)

²⁹ **Full Duty Applicant (FDA):** this means the applicant is either homeless; eligible for assistance; in priority need or; unintentionally homeless.

³⁰ **Source:** Homelessness Statistics, Council for the Homeless NI (2005-2007)

³¹ **Source:** House Condition Survey (2001-2006)

³² **Source:** Affordability (2001-2006)

³³ **Source:** Travel Survey for Northern Ireland (2003-2008)

³⁴ **Source:** Recorded violent crime (2005-2009)

³⁵ **Source:** Perceptions of crime (2005-2008)

Appendix 3: Who have we engaged with?

Internal council stakeholders

- Members
- Health and Wellbeing group
- Chief Officers Management Team
- Policy Officers Group
- Departmental managers
- Head of Service
- Various officers

External stakeholders

- Age NI (Provided advice)
- Barnardos (Facilitated 8 research events with young people who are affected by poverty or disability)
- Equality Commission (Provided advice)
- Joseph Rowntree Foundation
- NICVA (provided advice)
- Northern Ireland Anti-Poverty Network (Facilitated 6 research events with people affected across the city)
- OFMDFM (Provided direction)
- Save the Children (Provided advice)
- Women Support Network (Facilitated 6 research events with women in poverty)