

# Strategic Policy and Resources Committee

Friday, 7th December, 2018

## SPECIAL MEETING OF STRATEGIC POLICY AND RESOURCES COMMITTEE

Members present: Alderman Rodgers (Chairperson);  
Aldermen Convery and Haire;  
Councillors Beattie, Campbell, Carson,  
Garrett, Hutchinson, and Long.

Also Attended: Councillors Corr and Heading.

In attendance: Mrs S. Wylie, Chief Executive;  
Mr. R. Cregan, Director of Finance and Resources;  
Mr. J. Tully, Director of City and Organisational Strategy;  
Mr. N. Grimshaw, Strategic Director of City and  
Neighbourhood Services;  
Mr. J. Greer, Director of Economic Development;  
Mr. S. McCrory, Democratic Services Manager; and  
Mr. J. Hanna, Senior Democratic Services Officer.

### **Apologies**

Apologies for inability attend were reported from Alderman Browne and Councillors Attwood, Craig, McAteer, Reynolds and Walsh.

### **Declarations of Interest**

No declarations of interest were recorded.

### **Belfast Agenda - Progress Briefing**

The Director of City and Organisational Strategy, the Strategic Director of City and Neighbourhood Services and the Director of Economic Development provided a presentation on the progress of the Belfast Agenda.

The presentation reviewed the role of the Council, the statutory partners involved, the envisioned outcomes, the ambitions and the focus over the next four years. The Director of City and Organisational Strategy outlined the Boards which had been established to drive action, which were the Grow the Economy Board, the Living Here Board, the City Development Board and the Working and Learning Board. He highlighted the areas for attention under each for the next three till nine months and in the next six till twelve months.

The Strategic Director of City and Neighbourhood Services then provided a detailed presentation on the areas to be progressed under the Living Here Board which were Drugs, Alcohol and Mental Health; Preventing Avoidable Winter Deaths; Area Workings; and Housing.

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The Director of Economic Development then highlighted the areas which would be developed under the Working and Learning Board, including the Belfast Pathway Model; the Harnessing our Collective Recruitment powers; and Educational Inequalities.

The Director of City and Organisational Strategy then concluded by outlining the next steps which were as follows:

1. Continue to drive action
  - Growing the Economy
  - City Development
2. Strengthen Partnership Working
3. Strengthening Community Voluntary Sector and Business Representation
  - Ongoing engagement January 2019
  - Final solution workshops February 2019
4. Embed inclusive growth
5. Focus on outcomes

During the presentation, the Directors answered a number of questions from the Members, following which the Committee noted the details of the presentation.

**Community and Voluntary Sector and Private Sector  
Representation in Community Planning**

The Director of City and Organisational Strategy submitted for the Committee's consideration the following report:

**“1.0 Purpose of Report or Summary of main Issues**

**1.1 This report is to update Members on proposals to strengthen representation of the community and voluntary, and business sectors in community planning.**

**2.0 Recommendations**

**2.1 Members are asked to:**

- a) Agree the proposed approach to strengthen community and voluntary sector representation via the development of a CVS Forum, including upcoming engagement with stakeholders;
- b) Agree the proposed next steps for strengthening business sector representation;
- c) Note the update on work to develop a Community Planning Partnership engagement strategy to ensure wider citizen involvement/civic voice in community planning.

**3.0 Main report**

**Background**

**3.1** The Community Planning Partnership has a duty to involve the community in community planning. The Statutory Guidance for Operation of Community Planning (DoE, 2015) highlights that this can take the form of representation of community and voluntary sectors, and also more broadly in terms of seeking views of citizens in relation to community planning objectives and actions.

**3.2** At the Community Planning Partnership meeting in February 2018, partners and Elected Members present highlighted the importance of ensuring the views of communities are heard via both forms of involvement referred to above, and it was agreed that the Partnership would progress work to consider how best to address these areas going forward. A background paper summarising a review of current practice and work undertaken to date was subsequently tabled at the Community Planning Partnership meeting on 9th October 2018. This highlighted the need for further work to develop:

- Wider engagement strategy, harnessing innovative tools and methods to facilitate wider input from citizens across the Belfast Agenda;
- Proposals for community and voluntary sector representation in community planning.

**Community and voluntary sector representation in community planning**

**3.3** To ensure an effective approach to CVS representation in community planning the following issues need to be considered:

- Improving information sharing within the CVS, and between it and community planning.
- Reflecting and taking account of the rich diversity of the CVS in the Belfast City Council area (communities of geography, interest & practice).
- Ensure representation is reviewed and refreshed at appropriate intervals.
- Provide transparency and accountability between the agreed reps and the wider sector.
- Ensure sustainability.

**3.4** Furthermore it is important that we consider how our approach reflects the diversity of CVS in Belfast:

- There are over 1,600 organisations operating across communities of interest, communities of identity, and communities of geography; and
- existing representation and participation mechanisms across other city partnerships that also feed in to the Belfast Agenda

**3.5** Alongside these broad issues, a number of specific considerations are emerging from Belfast City Council's own perspective, particularly in relation to corporate changes towards neighbourhood working within City and Neighbourhood Services Department. These include:

- Ensuring locality based representation
- Council funding and support for community development/capacity development
- Future role of BAPs and relationship with Department for Communities
- Area governance/planning frameworks incl, role of Neighbourhood Management

**Emerging proposal – Community and Voluntary Sector Forum**

**3.6** Notwithstanding the considerations above, building on previous engagement with the sector in Belfast during 2016, the emerging model (which is similar that which exists elsewhere in Northern Ireland) suggests a Community Forum or Panel. At this time it is proposed that the forum would be comprised of CVS organisations across communities of interest (thematic), communities of identity (s75 groups), and communities of geography (area based). The forum (or panel) would then provide a smaller number of representatives to sit on the Community Planning Partnership and other structures (e.g. Boards) as required.

**3.7** As outlined above there are a some technical considerations that need to be fully worked through this includes:

- Options for populating a forum or panel could include an open call, nominations or election; views on these methods were sought from the sector in 2016 however no definitive preferred view was identified at that time.
- Effective communication mechanisms for ensuring effective representation of views across the sector, and for disseminating information from the CPP are vital to successful implementation. The panel would therefore

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**need to deploy macro communication methods such as annual conferences and sectoral events.**

- 3.8 Now that the Belfast Agenda has been published and community planning structures are beginning to establish, it is timely to further develop the model.**

**CVS Representation next steps**

- 3.9 Next steps for development of the forum, including engagement with CVS stakeholders are outlined the following table. Note that it is proposed that the Forum will be established in the 2nd quarter of 2019.**

<b>Internal engagement to scope related BCC issues and interrelated dependencies</b>	<b>Dec 2018 – Jan 2019</b>
<b>Ongoing engagement with CP Partners and CVS to refine approach</b>	<b>Jan – Feb 2019</b>
<b>CVS Stakeholder engagement workshops (N, S, E &amp; W) to test options and inform final proposals</b>	<b>March 2019</b>
<b>Proposal to CPP to agree model</b>	<b>Spring 2019</b>

**Wider civic voice/engagement strategy development**

- 3.10 Alongside this timeline, development of a wider engagement strategy to include proposals for wider community involvement will be progressed. A further update on this work will be brought to committee and the CPP in early 2019.**

**Private sector (business) representation in community planning**

- 3.11 It is also necessary to consider the arrangements for how the private/business sector is represented and involved in the process.**
- 3.12 To date, representation from this sector to the Community Planning partnership has included the Belfast Chamber of Commerce and CBI (NI), and also various engagements with organisations such as the NI Chamber of Commerce Trade and Industry, Institute of Directors and others. However the current model does not provide a fully robust mechanism for representation of views/communication across this sector.**
- 3.13 In 2018, an Economic Forum was established, involving a wider range of business stakeholders to input views on economy related issues in respect of the Belfast Agenda.**
- 3.14 To ensure a balanced and equitable approach to representation in the community planning process it is**

proposed to refresh the current private sector representation arrangements. Officers will work with the Economic Forum and through the CPP partnership in the coming months to further develop this model - at all times we will seek to ensure equality of representation between the CVS and the business sector in terms of CPP representation.

#### Financial & Resource Implications

- 3.15 The proposed engagement workshops referred to above will utilise independent facilitation /expert support to ensure delivery of required workshop outcomes. Costs for this support along with other event costs are anticipated to be in the region of £4,000, however this will be met within existing budgets.

#### Equality or Good Relations Implications/Rural Needs Assessment

- 3.16 There are no equality or good relations implications as a result of this report, however the proposals contained within the report will support enhanced consideration of equality and good relations issues by ensuring more robust community involvement via strengthened representation in the community planning process.”

The Committee adopted the recommendations.

#### Inclusive Growth Update

The Committee considered the undernoted report:

##### **1.0 Purpose of Report or Summary of Main Issues**

- 1.1 Members have expressed their desire to embed inclusive growth within the decision-making process of Council. As a result, the draft Corporate Plan 2017-21 includes a commitment to work to drive inclusive growth through the development and adoption of an inclusive growth decision making framework for the council.
- 1.2 This report provides Committee with a draft framework for discussion and outlines the next steps in refining and implementing the framework into the Council's decision making processes.

##### **2.0 Recommendations**

- 2.1 Strategic Policy & Resources Committee are asked to:

- Note the working draft Inclusive Growth Decision Making Framework;
- Agree that in the first instance that the ongoing development of the framework will focus on the four inclusive growth cohorts outlined in para 3.13; and
- Note the next steps in developing the framework.

### 3.0 Main Report

#### Agreed steps to developing a framework

3.1 At SP&R Committee on 20th April 2018, members agreed to a five step approach in developing an inclusive growth framework for the city:

1. Defining inclusive growth for Belfast. It is vital that there is an agreed, and Belfast specific, definition of inclusive growth. To do this we must use data and evidence to determine challenges facing the city, and its population, and collectively develop a common narrative about the vision for change. Doing this will ensure a common framework is in place for all policy and decision makers.
2. Developing and adopting a Belfast City Council bespoke framework. Following the agreement of a specific definition of inclusive growth for Belfast, we will develop an inclusive growth framework to ensure that inclusive growth is placed at the heart of policy, capital and programme decisions. This will ensure that the Council has a practical and simple framework to use in future decision making to quantify the inclusive growth benefits of investments and interventions.
3. Assessing current interventions. This step will involve an assessment of whether the Council's and the actions of other agencies / partners are sufficient, along with the development of a plan to address deficiencies or build on strengths.
4. Measuring our progress. Members will be aware the Community Planning and Smart Cities teams are currently working with Community Planning Partners to pilot a City Dashboard; it is proposed that the agreed measurements of inclusive growth form part of this dashboard. This will enable Members to assess progress.
5. Ensuring Delivery. The Director of City and Organisational Strategy, via the Council's newly established Strategic Hub, will oversee the successful implementation and delivery of the Council's inclusive growth framework.

- 3.2 Metro Dynamics were appointed to assist with steps one and two. Following a series of one to one interviews with Party Group Leaders, Committee Chairs, Chief Officers and an all member workshop, as well as a detailed analysis of the data available in Belfast, a definition has been drafted and noted at SP&R Committee on 17th August (see Appendix One). Since August, Officers from the Strategic Hub and Metro Dynamics have been developing the decision making framework.

#### The Framework

- 3.3 The framework is a tool to support Members and officers in decision making. It provides a consistent set of questions which start to look at the 'how' and 'who' will benefit from economic growth investments. There are many different models for project appraisal and for how places develop strategy and policy. This framework aims to bridge this gap with other models and embed inclusive growth in both policy appraisals and strategy and policy development.
- 3.4 The aim of the framework is to have a practical tool that will help budget holders determine if their decisions to invest or intervene will have a positive effect on predefined inclusive growth cohorts (ie those who do not currently benefit from economic growth).
- 3.5 Not only does the framework determine that there will be a positive impact, it also quantifies what this impact will be i.e., which cohorts will benefit and how many individuals, enabling corporate monitoring and reporting of inclusive growth impact.
- 3.6 Furthermore, if the framework does not identify any positive contribution, it provides the opportunity for the proposal to be re-scoped to make it beneficial to inclusive growth cohorts.
- 3.7 There are two tools to be considered within the framework:
- Strategic Case Tool to determine whether the intervention or investment (IoI) supports inclusive growth.
  - Operational Considerations to apply to all projects. This means that even if a project is not designed to deliver economic growth, officers can start to think about inclusive growth benefits.
- 3.8 The Strategic Case Tool poses a set of waterfall questions to help assess whether an IoI will directly and substantively



improve the economic well-being of underserved and/or low-earning populations. It is based on a qualitative assessment with a sliding scale in the worksheet, designed to create a dialogue with the applicant as opposed to a yes/no finite assessment.

- 3.9 **The Operational Considerations** provides a series of questions to apply to projects to challenge whether they can be managed in a way that ensures inclusive growth principles are supported. An example of a project type which could be assessed through this lens include community investments to address health inequalities.
- 3.10 If the assessment tool indicates that an investment, as currently constituted, does not support inclusive growth, further consideration may be given to restructuring the project to ensure the benefits of the project are shared more widely, or by the identified target groups.
- 3.11 It should be noted that this framework is not a replacement for the decision making processes that currently exist. It is an additional tool that complements the existing decision making processes and should be used alongside existing assessment frameworks.

**Inclusive growth cohorts**

- 3.12 Our inclusive growth targets are focused on the narrative of the tale of two cities within Belfast's economy, and have been determined based on a review of the evidence and the consultation carried out with Members. They also align with the Belfast Agenda ambitions and priorities to ensure that these are complementary.
- 3.13 It is recommended that the following four cohorts are the target inclusive growth groups for Belfast City Council, in the first instance:
1. Workless residents
  2. Residents with low skill levels
  3. In work, low earning individuals
  4. Young people not in education, employment or training (NEET)
- 3.14 The following table summarises the number of people in the recommended inclusive growth target groups in Belfast. Some residents will fall into one or more groups – this is important to consider as to avoid double counting.

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Target group/sub-groups		No. in Belfast	Proportion in:		
			Belfast	Northern Ireland	UK
<b>Workless residents</b>	Unemployed residents	8,070	3.6%	2.7%	1.2%
	Economically inactive residents	57,378	26.2%	26.0%	22.3%
<b>Residents with low skill levels</b>	Working age residents with qualifications below NVQ Level 2	71,175	32.5%	29.0%	25.8%
<b>In work, low earning residents</b>	Residents earning below the Living Wage	42,000	18.1%	26.6%	22.7%
<b>Young people not in education employment or training</b>	Young people not in education, employment or training	230	6.7%	4.0%	6.0% <sup>1</sup>

**Setting targets and report on our performance**

**3.15 As we move forward and embed inclusive growth, there are a number of ways in which we can sustain and promote our endeavours. This includes creating clear inclusive growth targets, publishing yearly impact statements and ensuring that the City Dashboard incorporates inclusive growth measures.**

**Next steps**

**3.16 Should SP&R agree to the continued development of the Framework, in order to operationalise it the following steps are recommended:**

- **December 2018 - February 2019 - Staff engagement to share the framework and to work through the practical considerations as to how it could successfully be implemented;**
- **February 2019 - Refine IG Framework and develop implementation plan based on feedback from staff engagement.**
- **March 2019 – Bring revised framework to SP&R Committee for approval**
- **April 2019 – Commence public consultation period**
- **June 2019 – Bring final framework to new SP&R Committee for approval**

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<sup>1</sup> This figure is for England, not the UK.

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- **August 2019** – Operationalise framework in pilot area(s) for one year.

**Financial & Resource Implications**

- 3.17 There are no additional financial or resource allocations contained within this report.

**Equality or Good Relations Implications/Rural Needs Assessment**

- 3.18 There are no equality, good relations or rural needs implications contained within this report. However, the framework, once refined will be screened to test its implications against these requirements.”

The Committee adopted the recommendations.

**Monitoring and Reporting for Community Planning**

The Director of City and Organisational Strategy submitted for the Committee’s consideration the undernoted report:

**“1.0 Purpose of Report or Summary of main Issues**

- 1.1 This report provides an update for Members on requirements for the Community Planning Partnership to make arrangements for monitoring and reporting, including publication of a Statement of Progress in November 2019, and application of Outcomes Based Accountability approaches in development of the performance framework for the Partnership.

**2.0 Recommendations**

**2.1 Members are asked to:**

- a) note the statutory requirements for the CPP to make arrangements for monitoring and reporting, including publication of a Statement of Progress in November 2019;
- b) agree to apply a pragmatic approach that focuses application of Outcomes Based Accountability to the priority areas for attention/collaborative action as identified by the CPP and the relevant delivery boards; and
- c) note that a proposal confirming this approach will be brought to the Community Planning Partnership meeting in February 2019 for agreement.

**3.0 Main report**

**Key Issues**

- 3.1** The Local Government Act (NI) 2014 requires the council and its community planning partners to make arrangements to monitor progress against meeting the objectives of community plans and the effectiveness of the actions taken in aiming to achieve these objectives. The legislation also requires council to publish a statement of progress on progress towards the outcomes, and actions taken every two years.
- 3.2** The Department for Communities will shortly issue new guidance (expected by early December 2018) focused on the practical requirements for councils and their CP Partnerships to report on progress made on community planning. The guidance will cover two distinct aspects:
- a) The expectation that the CPP arrangements for monitoring and reporting on community planning outcomes and actions should follow an outcomes based approach (particular reference is made to use of Outcomes Based Accountability); and
  - b) What should be contained within the first Statement of Progress that CP Partnership must publish by 30 November 2019.
- 3.3** The general move in both local and central government in NI, wider GB and beyond is to use an outcomes based approach, in particular to drive performance improvement and efficient use of resources towards the achievement of tangible outcomes and impact for citizens.
- 3.4** The approach taken by the NI Executive in development of the draft Programme for Government and associated monitoring has been based specifically on Mark Friedman's Outcomes Based Accountability™ (OBA) model. As a result, NI Departments and their delivery bodies, many of which are Community Planning Partners (e.g. Public Health Agency, Education Authority) are also now using, or beginning to use, the OBA methodology to frame their corporate planning, monitoring and reporting on the effectiveness and impact of services and activity.
- 3.5** It is therefore unsurprising that DfC's guidance recommends that councils and community planning partners adopt the OBA performance framework.

- 3.6 The use of OBA is not unfamiliar to council. The undernoted notice of motion was moved by Alderman Convery (and seconded by Councillor Attwood) at council on 03 January 2017:

*'Belfast City Council notes that the Programme for Government has been developed under the Outcome Based Accountability (OBA) principles. Belfast City Council notes that two Outcome Based Accountability (OBA) pilots have been taken forward in Whiterock and Inner East, as part of the Belfast Agenda. Belfast City Council agrees to embed the OBA principles in all Council decision making processes in the Council to make sure we achieve outcomes which show measurable improvements for people and communities in every part of the city.'*

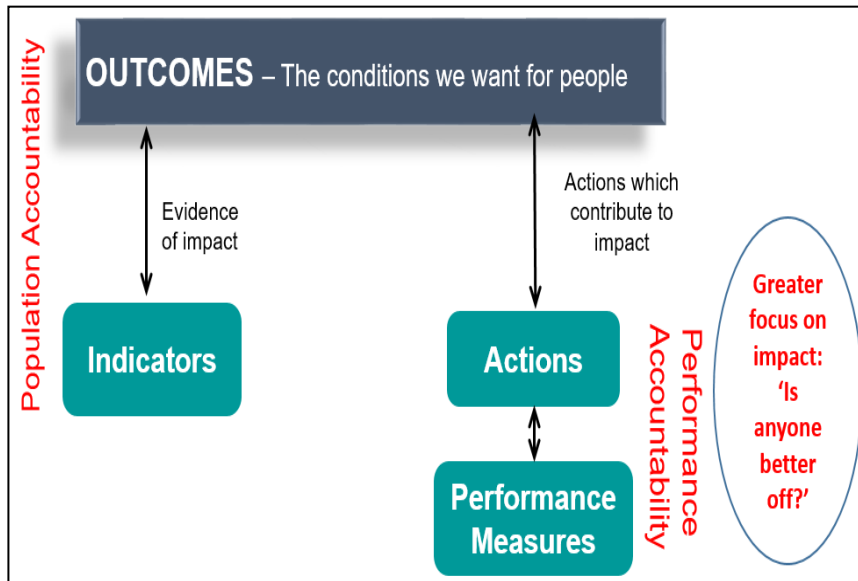
- 3.7 The Council has been using the OBA methodology with partners in a variety of ways as follows:

- Workshop facilitated by Mark Friedman (developer of the OBA methodology) with Members and partners (September 2014);
- OBA Capacity building training programme with officers and partners (Spring 2015);
- Briefings for Area Working Groups on the OBA approach and discussion of outcomes for local areas as part of AWG workshops (November 2015 and January 2016);
- Belfast Agenda: development of a long-term citywide outcomes framework seeking to improve the quality of life over the next 20 years and align with Programme for Government population outcomes and indicators.
- Locality planning: testing the use of OBA across the city in locality settings with communities and partners to help local people shape targeted interventions;
- A number of Council service delivery areas (which are funded by central government) have developed (or are in process of developing) frameworks that apply OBA concepts for monitoring impact including:
  - (D)PCSP Action Plans - DoJ;
  - Community Festivals Funding framework (in development) - DfC;
  - Peace IV programme monitoring – SEPUB.
- As a result, monitoring and reporting arrangements for a small number of service delivery areas could be considered to align to the OBA performance management framework highlighted in the NI Audit Office Good Practice guide for performance management for outcomes.

**Implications for the Belfast Community Planning Partnership**

- 3.8** The next meeting of the Community Planning Partnership is scheduled for February 2019. At this meeting we plan to bring a paper to partners outlining the ‘monitoring and reporting’ considerations and suggested practical arrangements that the CPP should adopt for monitoring and reporting and production of the first Statement of Progress (due by November 2019). This paper will include suggested arrangements to adopt the Performance Monitoring framework outlined in the DfC guidance document and the Northern Ireland Audit Office’s good practice guide.
- 3.9** It is important to note that officer feedback to DfC (during development of the guidance) highlighted concerns that to fully implement OBA monitoring and reporting approaches across the entire Community Plan (Belfast Agenda) would immediately create an administrative heavy approach. It is also unlikely that there would capacity within the Partnership to robustly implement this across the entire Belfast Agenda within the next 2 years.
- 3.10** Accordingly, the proposal to the CPP will be to implement a more pragmatic approach in the first instance, that embeds the principles of the new guidance (OBA approach) within the small number of priority areas of work/actions identified as areas for collaborative focus of the CPP and its delivery Boards. In practice this will mean that Action leads and key partners will need to identify, monitor and report on performance measures that identify:
- a. How much did we do? (quantity of effort)
  - b. How well did we do it? (quality of effort)
  - c. Is anyone better off? (quantity and quality of effect/impact)

*Summary of key elements of Outcomes Based Accountability™*



- 3.11 As the Living Here Board (and shortly the Working & Learning Board) are already progressing detailed action planning and delivery in a number of focused areas, we will work with the Action leads/ key partners to ensure the detailed action plans consider and utilise the OBA approach where appropriate. This will seek to identify appropriate performance measures that more clearly demonstrate the contribution to Belfast Agenda outcomes as a result of actions taken by the Partnership.

#### Proposed Next Steps

- 3.12 To ensure the CPP's responsibilities relating to monitoring and reporting are addressed, the following next steps and indicative timeframes are proposed:
- Dec – Feb 2019 (and ongoing thereafter): Support Boards and relevant Task groups in development of Action plans to apply OBA principles for monitoring and reporting of their impact
  - Feb 2019, Paper to CPP on new DfC guidance and implications – CPP to agree to apply to the small number priority areas of focus
  - Spring 2019 Develop appropriate monitoring and reporting framework for CPP going forward
  - Spring/Summer 2019 - Development of reporting systems and tools for partnership reporting
  - November 2019 – Publish Statement of Progress

**Financial & Resource Implications**

- 3.13 There are no additional resource implications as a result of this report. Alignment of resources to the delivery of the Belfast Agenda is part of the ongoing organisational and financial planning processes.

**Equality or Good Relations Implications/Rural Needs Assessment**

- 3.14 The Belfast Agenda has been subject to an Equality Impact Assessment at a strategic level and a Rural Needs impact statement at the time of its publication. Application of an outcomes based approach, particularly in relation to monitoring of outcomes at a population level, impacts on s75 groups, along with more emphasis on monitoring of impact of actions taken by the Partnership will assist future equality assessments and strategic planning/decision making.”

The Committee adopted the recommendations.

Chairperson