



**Belfast Strategic  
Partnership**

supported by

**Belfast Health Development Unit**

# Targeted Employability Initiative for Belfast

Research Paper

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**LOCUS**

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## 1.0 Introduction

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A 2013 NI Assembly paper on Belfast<sup>1</sup> highlights that the spatial distribution of deprivation in Belfast has not experienced major changes over the last decade. *“The same areas that were identified as being socially deprived in 1991 usually remained in roughly the same relative position by 2011, despite a succession of area-based policies by government through the 1970s, 1980s, 1990s, and 2000s that aspired to address their problems. The risk of being in the most deprived decile is about four times higher in the city than in Northern Ireland as a whole. These wards are also the most segregated; their populations have among the lowest life expectancy; have high morbidity characteristics; low levels of labour market participation and poor educational attainment”*.

In 2005 an Equality Impact Assessment (EIA) on a Neighbourhood Renewal Implementation Plan for Belfast<sup>2</sup> highlights the wards in Belfast falling within the 10% most deprived wards in Northern Ireland, using the Noble index of Deprivation. Table 1 lists these wards and shows ward ranking 5 years later in 2010 using the NI Multiple Deprivation Measure. The table confirms the NI Assembly paper and shows that the same wards are featuring amongst the 10% most deprived areas in Northern Ireland.

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<sup>1</sup> New and Shifting Population Changes in Belfast: Analysis and Impact, NI Assembly Knowledge Exchange Seminar Series

<sup>2</sup> DSD July 2005

**Table 1: Multiple Deprivation in Belfast District Council Area at Ward Level  
2005 and 2010**

Ward	Rank Order on the 2005 Noble Index	Ward	Rank Order on the NIMDM 2010
Crumlin	1	Whiterock	1
Falls	2	Falls	2
Whiterock	3	New Lodge	3
St Annes	4	Shankill	4
Ballymacarrett	5	Crumlin	6
Woodvale	7	Clonard	7
New Lodge	8	Ardoyne	9
The Mount	9	Twinbrook <sup>3</sup>	10
Shankill	10	Upper Springfield	11
Upper Springfield	11	Collin Glen <sup>4</sup>	13
Ardoyne	12	Duncairn	14
Shaftsbury	14	Water Works	16
Water Works	16	Ballymacarrett	18
Duncairn	19	Woodvale	19
Clonard	20	Shaftsbury	22
Woodstock	26	The Mount	25
Beechmount	29	Glencairn	31
Blackstaff	32	Glencolin	33
Glencairn	35	Beechmount	34
Island	37	Woodstock	39
Glencolin	48	Blackstaff	42
		Glen Road	43

Back in 2005 DSD's EIA report presents the rationale for a targeted urban regeneration initiative that would address the deprivation being experienced in the most deprived wards in Belfast. The report states, *"Reviews commissioned in recent years by the Department, together with similar research and data produced locally and nationally over the last 30 years, suggest that problems of this nature and scale do not go away on their own accord; rather they tend to become cumulatively worse and inter- generational. The need for comprehensive and integrated regeneration initiatives to tackle concentrations of multiple deprivation and social exclusion in our society has never been greater. The evidence points to two basic needs in terms of urban regeneration policy. The first is for area-based regeneration policies to improve the environment and the physical characteristic of socially excluded areas so that they become attractive places to live and invest in. The second is for initiatives to help mainstream public service providers to focus and target their resources on people and areas most in need, so that the vicious cycle of relative decline can be broken."*

<sup>3</sup> Will be part of Belfast LGD in 2015

<sup>4</sup> Will be part of Belfast LGD in 2015

This research exercise has been commissioned in recognition of the persistent issues of spatial deprivation in Belfast and its impact re health inequalities. The issues will become even greater with Local Government Reform, when Belfast will increase in size with the inclusion of 23 new wards, including Colin Glen and Twinbrook which rank amongst the most deprived wards in Northern Ireland.

This paper presents the findings of research commissioned by Belfast Strategic Partnership's (BSP) Lifelong Learning Working Group to help in the formulation of a business case for a targeted employability initiative for Belfast. It is believed that by addressing the skills and employability needs of the population through a targeted, focused and collaborative approach that the BSP can make an impact upon the health inequalities that are being experienced by a significant proportion of the Belfast population.

The methodology for this assignment has included;

- a) Analysis of baseline data at a ward level to determine the scale of the issues and needs
- b) Analysis of local policy to identify relevant policy objectives that impact upon employability and skills
- c) Analysis of the City Strategies in the UK and the lessons learned from such approaches
- d) A visit to Glasgow Works to review the Glasgow Works model in terms of the governance, management resourcing and operational delivery of their activities
- e) Feedback to the Lifelong Learning Working Group of research findings and follow up discussion with members of the working group to review the learning from the research and the implications for a Belfast model

This paper presents;

- evidence from the baseline data analysis that reinforce the need for a targeted and focused approach that will address the skills, employability and health inequality issues that are at a concerning level in some areas across Belfast;
- references to a variety of strategic policies that reinforce the work of BSP in terms of the role of employability and skills in addressing health inequalities;
- a proposed model for consideration by BSP, drawing upon the lessons learned from the City Strategies and Glasgow Works model.

## 2.0 Baseline Data Analysis

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A recent OECD report on Employment and Skills Strategies in Northern Ireland<sup>5</sup> highlights that while Belfast plays a significant role in the economic activity of Northern Ireland, labour market and employment outcomes tend to be worse than the regional average for Northern Ireland (see Table 2).

**Table 2: Key Labour Market Data for Belfast and Northern Ireland, 2011**

	Belfast %	NI %
Employment rate (16-64)	62.3	67.1
Economic Inactivity rate (16-64)	31.0	27.5
Unemployment rate	8.1	7.1

The report makes reference to a number of issues facing Belfast that impact upon economic performance. For example;

- the number of wards across Belfast suffering from high levels of disadvantage which is closely linked to the level of skills and qualifications of the labour force
- In the recent Centre for Cities report 2013 on the economic performance of UK cities, Belfast ranked 58th out of 64 UK cities in terms of Job Seekers' Allowance claimant count.
- Belfast also has a relatively polarised labour market in terms of qualifications of residents. While 34% of residents have high qualifications (NVQ Level 4 and above), placing it in the top 20 UK cities, it also has the highest proportion of residents with no qualifications (19.8%) of any of the 64 UK cities (Centre for Cities, 2013).

These findings are supported by the research conducted on behalf of BSP which has shown that;

- The 2012 Labour Force Survey shows the working age employment rate in Belfast was 60.5% compared to the NI average of 67%
- There are 10,981 households with dependent children and no adult in employment in Belfast
- There are 8,832 lone parent households with dependent children where the lone parent is unemployed
- 11,760 people are economically inactive looking after the home or family
- 22,941 are economically inactive long term sick or disabled

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<sup>5</sup> OECD (2014), *Employment and Skills Strategies in Northern Ireland, United Kingdom*, OECD Reviews on Local Job Creation

- In 2013 there were 16,130 JSA claimants, 15,550 ESA claimants and 18,560 income support claimants
- In 2011 there were 9,000 NEET young people (26% compared to a NI rate of 20% and a UK rate of 18%)

Analysis of the extent of the issues at a local level has been undertaken to determine the nature of the problem in Belfast at a ward level. The wards included in the baseline mapping include the current 51 Belfast LGD wards as well as an additional 23 wards (presently in Castlereagh, Lisburn and North Down), that will make up the new Belfast council area in 2015 as a result of Local Government Reform. Future reference to Belfast therefore refers to the new Belfast LGD post 2015. Unless otherwise stated data has been sourced from NISRA and NINIS.

## 2.1 Deprivation

Analysis of the 71 new wards using the NI Multiple Deprivation Measure, 2010 shows that 31% (23) of the new Council wards are ranked within the 10% most deprived wards in Northern Ireland in respect to multiple deprivation<sup>6</sup>. 8 of these wards are within the 10 most deprived wards in NI. One third of Belfast's population live in the 10% most deprived wards in NI. A further 9 wards in Belfast are within the 20% most deprived wards in Northern Ireland. A further 11.6% of the population live in these wards. Thus approximately 45% of Belfast's population live in the 20% most deprived wards in NI.

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<sup>6</sup> There are 582 wards in Northern Ireland

**Table 3: Belfast Multiple Deprivation Wards in 10% and 20% Most Deprived Wards in NI**

Wards	Rank of MDM Score <sup>7</sup>	MDM Score	Wards	Rank of MDM Score	MDM Score
Whiterock	1	83.33	Glencairn	31	52.89
Falls	2	82.82	Glencolin	33	51.76
New Lodge	3	78.86	Beechmount	34	51.73
Shankill	4	77.20	Woodstock	39	49.40
Crumlin	6	72.59	Blackstaff	42	48.03
Clonard	7	70.66	Glen Road	43	48.01
Ardoyne	9	68.57	Legoniel	56	44.90
Twinbrook	10	68.43	Kilwee	59	44.38
Upper Springfield	11	68.03	Cliftonville	64	43.16
Colin Glen	13	67.23	Highfield	78	40.24
Duncairn	14	66.70	Poleglass	80	39.28
Water Works	16	62.91	Minnowburn	82	38.33
Ballymacarrett	18	62.23	Island	92	36.45
Woodvale	19	61.58	Falls Park	101	34.67
Shaftesbury	22	60.34	Tullycarnet	109	33.82
The Mount	25	59.68	Cregagh	116	33.13

	10% most deprived wards in NI
	11-20% most deprived wards in NI

## 2.2 Qualifications

The OECD report on Employment and Skills Strategies in Northern Ireland acknowledges that Belfast has the highest proportion of residents with no qualifications (19.8%) of any of the 64 UK cities that were part of the Centre for Cities, 2013 study. When the new Belfast LGD wards are included 29.6% of the population aged 16+ has no qualifications. The NI average is 29%. However when results are analysed at a ward level the statistics show that these rates are even higher as shown in table 4. 42 wards (57%) have a higher than average proportion of residents aged 16+ with no qualifications.

<sup>7</sup> Where 1 is the most deprived



**Table 4: % of the Population Aged 16+ with No Qualifications**

Ward	% of the Pop aged 16+	Ward	% of the Pop aged 16+
Crumlin	57%	Glencolin	36%
Shankill	56%	Andersonstown	36%
New Lodge	53%	Ballysillan	36%
Woodvale	51%	Shaftesbury	35%
Whiterock	51%	Blackstaff	35%
Falls	50%	Glen Road	35%
Upper Springfield	49%	Legoniel	35%
Ardoyne	49%	Island	34%
Glencairn	48%	Woodstock	34%
Ballymacarrett	47%	Falls Park	33%
Twinbrook	46%	Lisnasharragh	33%
Clonard	42%	Seymour Hill	33%
Duncairn	41%	Cliftonville	33%
Cregagh	40%	Sydenham	32%
Colin Glen	39%	Castleview	32%
Water Works	39%	Ladybrook	31%
The Mount	39%	Lower Braniel	31%
Beechmount	38%	Poleglass	30%
Tullycarnet	38%	Fortwilliam	30%
Highfield	38%	Bellevue	30%
Minnowburn	37%	Kilwee	30%

When low level qualifications attainment is factored into the analysis i.e. the highest qualification is at Level 1, then 22 wards have 50% or more of the population aged 16+ with no or low levels of qualifications. The highest ward is Crumlin with 70% of the 16+ population.

In respect to skills and access to employment, Belfast City Council's recent Integrated Economic Strategy states that *“the greatest challenge is to provide outreach into deprived communities, supporting those at level 1 and 2 to upskill, thereby improving the city’s competitiveness. ....The IES must ensure that better linkages are made across the city, between those areas offering employment, which are typically in the city centre and deprived neighbourhoods.”*

## 2.3 Economic Inactivity

Northern Ireland has had a consistently high rate of economic inactivity in comparison to other regions of the UK – currently 27.4% of the working age population, as opposed to the UK average of 22.2%. The Enabling Success strategy acknowledges that *“This longstanding feature of our labour market reflects a greater*

*proportion of our population being disengaged from working life, which can have negative impacts on social inclusion, skills development and the overall productivity of the local economy”.*

The goal for the Economic Inactivity Strategy is to contribute towards a stable and competitive employment rate of over 70% by 2023 through a reduction in the proportion of the working age population classified as economically inactive. The target groups of the strategy include individuals who would benefit from entry into the labour market, but are unable to do so at the current time, either due to health conditions or disabilities that limit their ability to work, or family commitments that leave many dependent on out-of-work benefits. Analysis of data indicates that the NI Economic Inactivity rate in 2011 for these target groups was 4.45% for people looking after the home or family and 7.27% for long term sick or disabled. When economic inactivity is analysed at a ward level there are areas where the inactivity rate is double or almost three times higher than the NI average.

**Table 5: Wards With a Higher Than Average Incidence of Economic Inactivity**

	Looking after home or family: Aged 16-74 years (%)	Long-term sick or disabled: Aged 16-74 years (%)		Looking after home or family: Aged 16-74 years (%)	Long-term sick or disabled: Aged 16-74 years (%)
<b>NI</b>	4.45	7.27			
<b>Whiterock</b>	8.78	20.48	<b>Glencolin</b>	4.92	13.10
<b>Falls</b>	8.09	20.68	<b>Glencairn</b>	5.82	11.76
<b>Colin Glen</b>	11.06	17.15	<b>Andersonstown</b>	4.43	12.51
<b>Crumlin</b>	8.43	19.55	<b>Glen Road</b>	5.26	11.65
<b>New Lodge</b>	7.31	19.43	<b>Woodstock</b>	6.07	10.32
<b>Ardoyne</b>	8.71	17.93	<b>Legoniel</b>	6.09	10.21
<b>Shankill</b>	8.76	17.48	<b>Cliftonville</b>	5.94	10.19
<b>Upper Springfield</b>	7.78	18.17	<b>Tullycarnet</b>	5.32	9.95
<b>Clonard</b>	7.58	17.38	<b>Island</b>	5.21	9.96
<b>Ballymacarrett</b>	7.67	16.07	<b>Falls Park</b>	4.49	10.53
<b>Twinbrook</b>	7.57	15.84	<b>Ladybrook</b>	5.21	9.71
<b>Water Works</b>	6.89	15.36	<b>Cregagh</b>	4.74	10.16
<b>Beechmount</b>	6.80	13.89	<b>Highfield</b>	4.78	9.93
<b>Duncairn</b>	5.70	14.95	<b>Blackstaff</b>	4.60	10.06
<b>The Mount</b>	6.37	12.82	<b>Ballysillan</b>	4.44	9.53
<b>Poleglass</b>	6.84	12.02	<b>Chichester Park</b>	4.23	9.15
<b>Shaftesbury</b>	5.48	13.17	<b>Upper Malone</b>	4.78	7.72
<b>Kilwee</b>	4.71	13.39			

## 2.4 Claimant Count Annual Average

The Claimant Count records the number of people claiming unemployment-related benefits – Jobseeker's Allowance (JSA). Claimant Count Unemployment rates are expressed as a percentage of the working age population and are calculated by expressing the numbers of claimants at that time as a percentage of the resident working age population (16-64). The 'working age' definition, used in the calculation of claimant count rates, includes those aged from 16 to 64 for both men and women.

In 2013 the NI average claimant count was 5.4% of the working age population and the Belfast rate was 7.4%. Table 6 shows the 45 wards in the new Belfast LGD area where the claimant count average was above the NI rate. In 19 wards the claimant count is more than double the NI average and in Water Works and Duncairn it is three times the NI average.

**Table 6: Belfast Claimant Count Annual Average, 2013**

Ward	Claimant Count Annual Averages	Claimant Count Annual Averages (%)	Ward	Claimant Count Annual Averages	Claimant Count Annual Averages (%)
Water Works	639	17.3	Beechmount	326	8.7
Duncairn	400	16.7	Glencolin	389	8.7
The Mount	433	13.9	Bellevue	250	8.5
Shankill	304	13.8	Glen Road	291	8.4
Clonard	366	13.6	Tullycarnet	127	8.1
New Lodge	428	13.5	Bloomfield	284	8.0
Falls	408	13.0	Ladybrook	316	7.7
Blackstaff	316	12.6	Highfield	271	7.6
Woodvale	316	12.6	Falls Park	250	7.4
Ardoyne	461	12.5	Poleglass	210	7.4
Crumlin	300	12.3	Kilwee	160	7.0
Twinbrook	196	11.7	Ballysillan	260	6.9
Ballymacarrett	336	11.2	Cregagh	88	6.9
Upper Springfield	375	10.9	Castleview	199	6.7
Whiterock	356	10.8	Ballynafeigh	250	6.6
Glencairn	217	10.3	Botanic	489	6.5
Shaftesbury	440	10.2	Andersonstown	208	6.4
Cliftonville	321	10.1	Derryaghy	330	6.4
Colin Glen	414	10.1	Seymour Hill	96	6.3
Woodstock	322	9.7	Sydenham	196	6.2
Island	270	9.2	Fortwilliam	164	5.8
Chichester Park	292	9.0	Minnowburn	69	5.8
Legoniel	307	8.9			

## 2.5 Long Term Claimant Count Annual Average

In 2013 the NI average long term unemployed (LTU) claimant count was 29.5% and the Belfast rate was 33.1%. Table 7 shows the 52 wards in Belfast where the long term unemployed claimant count average was above the NI rate. Local Government Reform will see the inclusion of Twinbrook, Poleglass and Colin Glen in Belfast LGD and as shown in table 9 the incidence of long term unemployment in these areas is a major issue.

**Table 7: Belfast Long Term Unemployed Claimant Count Annual Average, 2013**

Ward	LTU Claimant Count Annual Averages	LTU Claimant Count Annual Averages (%)	Ward	LTU Claimant Count Annual Averages	LTU Claimant Count Annual Averages (%)
Twinbrook	80	41.9	Water Works	215	33.9
Poleglass	85	41.4	Ballysillan	85	33.4
New Lodge	175	41.0	Bloomfield	90	33.2
Colin Glen	165	40.7	Glencairn	70	33.2
Ardoyne	180	39.6	Galwally	10	33.1
Glencolin	150	38.9	Rosetta	50	33.0
Ladybrook	120	38.0	Beechmount	105	32.9
Falls	150	37.4	Tullycarnet	40	32.9
Knock	45	36.7	Beechill	35	32.9
Dunmurry	50	36.7	Woodstock	105	32.6
Ballymacarrett	120	36.4	Downshire	20	32.4
Upper Springfield	135	36.4	Cliftonville	100	32.1
Glen Road	105	35.8	Lower Braniel	25	31.9
Kilwee	55	35.8	Island	85	31.7
Clonard	130	35.7	Lisnasharragh	15	31.6
Falls Park	85	35.1	Shaftesbury	135	31.2
Andersonstown	70	35.0	Duncairn	125	30.9
Crumlin	105	34.7	Ballynafeigh	75	30.8
Whiterock	125	34.5	Castleview	60	30.6
Fortwilliam	55	34.4	Orangefield	35	30.6
Legoniel	105	34.3	Derryaghy	100	30.6
Shankill	105	34.3	Woodvale	95	30.5
Blackstaff	110	34.2	Musgrave	45	30.2
The Mount	145	34.1	Highfield	80	29.9
Upper Braniel	10	34.1	Loughview	25	29.9
Chichester Park	100	34.0	Cavehill	30	29.8

## 2.6 Child Poverty

In Feb 2013 it was reported that West Belfast has the second highest level of child poverty in the UK, according to a report from the End Child Poverty campaign<sup>8</sup>. The research reported that out of the UK's 650 parliamentary constituencies, only Manchester Central recorded a higher level of deprivation. The survey found that 43% of children grow up in poverty in West Belfast. To inform the study, children are classified as being in poverty if they live in families in receipt of out of work benefits or in receipt of in-work tax credits where their reported income is less than 60 per cent of median income.

When local authorities across the UK were analysed Belfast council was placed fifth, with rates of child poverty at 34%. The UK average was 30%. Table 8 illustrates the NI parliamentary constituency rates.

**Table 8: Child Poverty in NI by Parliamentary Constituency**

Parliamentary Constituency	Rate of Child Poverty (%)	Parliamentary Constituency	Rate of Child Poverty (%)
<b>Belfast West</b>	43	<b>South Down</b>	19
<b>Belfast North</b>	36	<b>North Antrim</b>	19
<b>Foyle</b>	36	<b>Belfast South</b>	18
<b>West Tyrone</b>	26	<b>Fermanagh/S Tyrone</b>	18
<b>East Londonderry</b>	23	<b>East Antrim</b>	15
<b>Newry/Armagh</b>	23	<b>Strangford</b>	15
<b>Belfast East</b>	21	<b>South Antrim</b>	14
<b>Mid Ulster</b>	20	<b>North Down</b>	13
<b>Upper Bann</b>	20	<b>Lagan Valley</b>	13

The study also provided a ward analysis which shows that in some areas the figures are concerning. Table 9 shows those wards experiencing the highest levels of child poverty. In Colin Glen and Falls almost two thirds of children are estimated to be living in poverty

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<sup>8</sup> The End Child Poverty campaign is a coalition of over 100 charities committed to ending child poverty in the UK

**Table 9: Belfast Child Poverty by Ward**

Ward	% of Children in Poverty	Ward	% of Children in Poverty
Colin Glen	68%	Blackstaff	42%
Falls	64%	Poleglass	40%
Whiterock	61%	Cliftonville	39%
Ardoyne	60%	Tullycarnet	38%
Crumlin	59%	Legoniel	38%
New Lodge	58%	Kilwee	36%
Shaftesbury	57%	Glencolin	35%
Shankill	56%	Ladybrook	33%
Clonard	56%	Minnowburn	33%
Water Works	54%	Glen Road	32%
Upper Springfield	54%	Bellevue	30%
Twinbrook	53%	Ballysillan	30%
Woodvale	53%	Chichester Park	30%
The Mount	52%	Highfield	30%
Ballymacarrett	52%	Cregagh	28%
Duncairn	48%	Bloomfield	27%
Botanic	46%	Ballynafeigh	26%
Beechmount	45%	Andersonstown	26%
Woodstock	44%	Falls Park	26%
Glencairn	43%	Derryaghy	25%
Island	43%		

The End Child Poverty report highlights that;

- Poverty damages children's experiences of childhood
- Poverty shortens their life
- A child from a poorer family is more likely to show a poorer level of attainment than a child from a better off family
- Children growing up in poverty are more likely to leave school at 16 with fewer qualifications.

The 2011 census shows that in the new Belfast LGD there was a total of 8,832 lone parent households with dependent children where the lone parent was unemployed. Table 10 shows the number of lone parent households with dependent children by ward where the lone parent is unemployed. The highest number of households are in the wards of Colin Glen, Ardoyne, Whiterock and Falls, which corresponds to the End Child Poverty report in respect to the four wards with the highest incidence of child poverty.

**Table 10: Lone Parent Households With Dependent Children, Lone Parent Not in Employment, 2011**

Ward	Nos of lone parent households with dependent children: Lone Parent not in employment	Ward	Nos of lone parent households with dependent children: Lone Parent not in employment
Colin Glen	482	Castleview	79
Ardoyne	423	Upper Malone	78
Whiterock	357	Sydenham	75
Falls	289	Tullycarnet	75
Clonard	257	Ballynafeigh	74
New Lodge	253	Belmont	74
Water Works	247	Fortwilliam	68
Upper Springfield	242	Ballyhackamore	56
Crumlin	238	Ravenhill	51
Ballymacarrett	236	Rosetta	50
Beechmount	227	Loughview	48
Ladybrook	223	Cregagh	45
The Mount	219	Dunmurry	43
Cliftonville	216	Musgrave	42
Shaftesbury	212	Minnowburn	42
Glencolin	207	Knock	41
Woodstock	206	Windsor	40
Legoniel	205	Beechill	39
Shankill	201	Cherryvalley	36
Duncairn	194	Orangefield	35
Derryaghy	191	Lisnasharragh	33
Poleglass	185	Newtownbreda	32
Woodvale	182	Seymour Hill	31
Highfield	159	Cavehill	28
Glen Road	146	Lower Braniel	28
Island	146	Finaghy	24
Glencairn	144	Malone	23
Ballysillan	139	Downshire	19
Chichester Park	131	Upper Braniel	19
Twinbrook	127	Stormont	18
Botanic	124	Stranmillis	18
Bellevue	123	Wynchurch	16
Bloomfield	102	Ballyhanwood	14
Blackstaff	100	Galwally	10
Falls Park	97	Drumbo	9
Kilwee	90	Hillfoot	7
Andersonstown	87	Gilnahirk	5

## 2.7 Life Expectancy

Sir Michael Marmott's review 'Fair Society Healthy Lives' highlights the relationship between employability and health inequalities. Specifically the report concluded that;

- a) There is a social gradient in health – the lower a person's social position, the worse his or her health.
- b) To reduce the steepness of the social gradient in health, actions must be universal, but with a scale and intensity that is proportionate to the level of disadvantage
- c) Reducing health inequalities will require action on six policy objectives of which three are relevant to this paper:
  - Give every child the best start in life
  - Enable all children, young people and adults to maximise their capabilities and have control over their lives
  - Create fair employment and good work for all

One measure of inequality in health is the gap in life expectancy between those living in affluent areas and those in disadvantaged areas. Life expectancy refers to the expected years of life at birth based on the mortality rates of the period in question. DHSSPS has provided data on life expectancy for the current Belfast LGD wards<sup>9</sup>. Table 11 indicates the wards in the third of areas with the lowest life expectancy in Belfast LGD. Those coloured red indicate that both the male and female life expectancies are in the third of areas with the lowest life expectancy in Belfast LGD, those coloured blue indicate that only the male life expectancy is in the third of areas with the lowest male life expectancy, pink indicates that only the female life expectancy is in the third of areas with the lowest female life expectancy, and orange indicates that neither female life expectancy or male life expectancy is in the third of areas with the lowest life expectancy in Belfast LGD.

Those areas where male and / or female life expectancy is lowest correlates to the previous data analysis tables for poverty, deprivation, educational attainment and economic activity.

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<sup>9</sup> Due to the small numbers involved at ward level, life expectancy estimates are subject to an element of statistical error and therefore figures cannot be presented at this level.



**Table 11: Belfast LGD Life Expectancy at Ward Level**

Ward	Life Expectancy	Ward	Life Expectancy
Andersonstown		Glencolin	
Ardoyne		Highfield	
Ballyhackamore		Island	
Ballymacarrett		Knock	
Ballynafeigh		Ladybrook	
Ballysillan		Legoniel	
Beechmount		Malone	
Bellevue		Musgrave	
Belmont		New Lodge	
Blackstaff		Orangefield	
Bloomfield		Ravenhill	
Botanic		Rosetta	
Castleview		Shaftesbury	
Cavehill		Shankill	
Cherryvalley		Stormont	
Chichester Park		Stranmillis	
Cliftonville		Sydenham	
Clonard		The Mount	
Crumlin		Upper Malone	
Duncairn		Upper Springfield	
Falls		Water Works	
Falls Park		Whiterock	
Finaghy		Windsor	
Fortwilliam		Woodstock	
Glen Road		Woodvale	
Glencairn			

Source: Northern Ireland Health & Social Care Monitoring System, IAD, DHSSPS

**Key:**

	Both Male & Female Life Expectancies in the bottom third of ranking
	Male Life Expectancy in the bottom third of ranking
	Female Life Expectancy in the bottom third of ranking
	Neither Male or Female Life Expectancies in the bottom third of ranking

## 2.8 Conclusion

The data analysis to inform the rationale for a more targeted employability initiative for Belfast presents a compelling case for a need to do something to address the significant issues being experienced in specific areas. Belfast city faces particular challenges moving forward, none more important than the need to redress spatial deprivation and in particular the large number of neighbourhoods with high concentrations of worklessness. One of the most important indicators of a regions economic performance is the percentage of working age population in employment. Belfast continues to lag behind NI and UK average in this particular measure. Local Government Reform provides Belfast City Council with additional resources and powers (Community Planning) to tackle these issues ‘head-on’, through better coordination of existing resources and better targeting of resources where needed. The chronic problems associated with spatial deprivation including poor health, educational attainment levels, life expectancy etc. are too important to ignore.

It is worth reminding policy makers and key influencers of DSD’s Equality Impact Assessment for Neighbourhood Renewal, the concerns expressed back then that *“problems of this nature and scale do not go away on their own accord; rather they tend to become cumulatively worse and inter- generational. The need for comprehensive and integrated regeneration initiatives to tackle concentrations of multiple deprivation and social exclusion in our society has never been greater”* are still equally relevant today.

## 3.0 Strategic Context

A review of strategy shows that there are many local policies and strategies that impact upon a potential targeted employability initiative for Belfast. The Life Long Learning sub group believe that there is a need for better collaboration and co-operation at a strategic level, across policies and in partnership with other stakeholders to improve the targeting of resources to areas and groups of greatest need and thus improve outcomes collectively. Relevant policies are outlined in table 12 below.

**Table 12: NI Strategic Policy**

Policy	Strategic Relevance for BSP
<b>NI Programme For Government 2011 - 2015</b>	The current PfG includes 82 commitments including those focused on job creation, economic inactivity, educational attainment, upskilling, poverty & social inclusion. The economy is the single greatest priority established in the PfG. Belfast is critically important as the 'economic driver' of the region. The NI economy will not prosper without a successful city economy. One key contributor to economic growth in the city region will be to increase the employment rate. A targeted employability model can contribute towards achieving this strategic goal. Creation of a new PfG beyond 2015 provides an opportunity for BSP to influence a more targeted approach to Belfast as the economic driver for the region.
<b>Northern Ireland Economic Strategy (DETI) 2012</b>	The Economic Strategy sets out the future roadmap for the economy in NI and is important because it includes specific targets for job creation, skills enhancement and training opportunities. Belfast Works must provide its services in the overall context of up-skilling and moving people into employment as included within the Economic Strategy.
<b>Northern Ireland Skills Strategy – Transforming Futures (DEL) 2011</b>	The NI Skills Strategy highlights that those entering the labour market will need to have higher level skills to compete for the type of job which will be provided in the future. Those with no or little skills / qualifications are going to find it increasingly hard to compete in the labour market. As evidenced by the ward analysis of qualifications there are many wards with significant levels of people with no or low levels of qualifications. This is a challenge that needs to be addressed.
<b>A Strategy to tackle Economic Inactivity in Northern Ireland: Baseline Study (DEL) 2013</b>	Increasing overall employment is crucial to enhancing the competitiveness and productivity of Belfast. The new welfare reforms will seek to remove disincentives that prevent individuals in the target inactive groups from taking up work. However, as evidenced in the statistical analysis large chunks of Belfast have a disproportionate number of residents in receipt of benefits, and the likelihood is that they have been on benefits for 5 years plus. These individuals are likely to require greater support and assistance to move them into unsubsidised employment. A Belfast model should consider focusing on these clients.

<b>ESF Investment for Growth &amp; Jobs Programme for Northern Ireland (DEL) 2013</b>	Belfast has benefited from a considerable amount of ESF funding in the past 7 years. There are over 60 ESF projects in the city. It has also suffered from lack of strategic coordination, duplication and competition at a local level. DEL is proposing to organise roadshows in the summer to promote ESF and to encourage alignment with council area strategic skills and employability needs. This presents a great opportunity for BSP to take a lead in respect to a coordinated, strategic Belfast wide ESF Programme.
<b>Pathways to Success (DEL) 2012</b>	Pathways to Success is the key government policy to tackle youth unemployment. The rate of NEET young people in Belfast is 26% compared to the NI rate of 20% and the UK rate of 18%. Youth unemployment is disproportionately high in areas of greatest economic deprivation. As the focus on NEETs evolves it is important that at a strategic level there is coordination and collaboration to ensure that resource allocation to NEET support interventions is achieving impact.
<b>Lifetime Opportunities - Anti Poverty &amp; Social Inclusion Strategy (OFMDFM)</b>	Lifetime Opportunities is structured around a number of general challenges which have become the priorities for policy and action. These include eliminating poverty, eliminating social exclusion and tackling area based deprivation, health inequalities and cycles of deprivation. A targeted Belfast model would be closely aligned to the Government's aim to reduce poverty and social exclusion by 2020.
<b>Ten year strategy for children and young people in Northern Ireland 2006-2016 (OFMDFM)</b>	<p>The ten year strategy acknowledges that there is evidence that despite significant investment by government over many years, there is insufficient progress being made to improve the lives of our most marginalised and disadvantaged children and young people. The strategy is focused upon improving outcomes for children and young people and narrowing the gap through targeted responses that address need.</p> <p>A coordinated and targeted Belfast employability model would be focused upon addressing the cycle of intergenerational poverty and social exclusion and the needs within this of children and young people.</p>
<b>Improving Children's Life Chances - Child Poverty Strategy (OFMDFM)</b>	<p>This strategy acknowledges the need to break the cycle of poverty by raising children's aspirations and achievement, increasing access to opportunities through education, supporting parents into work, and, providing the necessary support to those most in need such as children with disabilities, lone parents and others.</p> <p>As baseline data shows there are parts of Belfast experiencing the worst levels of child poverty in the UK which need to be addressed strategically through a targeted and focused approach to collaborative interventions.</p>
<b>A Healthier Future – a Twenty Year Vision for Health and Wellbeing in NI 2005-2025 (DHSSPS)</b>	A Healthier Future acknowledges that NI has a legacy of poor physical and mental health and a lack of social wellbeing in comparison to the rest of the UK and other EU countries. This in turn has resulted in both a lower life expectancy and poorer quality of life for people here. The role of employment, skills, education and a focus upon neighbourhood deprivation and poverty are all acknowledged for their contribution to the health and wellbeing of the population.

<b>Fit and Well Changing Lives 2012 – 2022</b>	<p>Supporting vulnerable people and communities is a focus of the new Public Health strategy and it is acknowledged that more focused effort will be required to reduce the health inequalities experienced by vulnerable people within the Northern Ireland population. Relevant outcomes proposed include that;</p> <ul style="list-style-type: none"> <li>• Children and young people will increase their educational attainment</li> <li>• Young adults will have access to training or employment opportunities and are equipped for work or further education,</li> <li>• Adults have access to opportunities for good employment</li> </ul>
<b>Delivering Social Change</b>	<p>Delivering Social Change is a comprehensive new delivery framework that seeks to co-ordinate key actions across Government Departments to take forward work on priority social policy areas. It aims to deliver;</p> <ul style="list-style-type: none"> <li>• a sustained reduction in poverty and associated issues, across all ages</li> <li>• an improvement in children and young people’s health, wellbeing and life opportunities thereby breaking the long-term cycle of multigenerational problems.</li> </ul> <p>The Programme’s longer term objective is to lay the basis for sustained social improvement for children and young people with a reduction in intergenerational poverty</p>
<b>People and Place – A Strategy for Neighbourhood Renewal</b>	<p>The purpose of the Neighbourhood Renewal Programme is to reduce the social and economic inequalities which characterise the most deprived areas. It does so by making a long term commitment to communities to work in partnership with them to identify and prioritise needs and co-ordinate interventions designed to address the underlying causes of poverty.</p> <p>12 neighbourhoods in Belfast City Council area have been engaged in Neighbourhood Renewal since 2003. Two of the four objectives of the strategy are most relevant - the economic and social renewal objectives, with specific priorities to make sure that people living in the most deprived neighbourhoods have the skills they need to participate in the labour market; help people from the most deprived neighbourhoods to get into higher and further education and help schools that serve the most disadvantaged areas to improve educational attainment</p>

## 4.0 A Targeted Employability Initiative for Belfast

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Desk based research has highlighted that there are significant spatial challenges across Belfast in respect to;

- Skills and educational attainment
- Unemployment
- Economic inactivity
- Child poverty
- Deprivation
- Health inequality

Despite the many regeneration initiatives over the years there is still a serious and significant gap between some areas and little evidence to show that the intergenerational and cyclical nature of poverty is being impacted upon by such initiatives. Belfast Strategic Partnership's Lifelong Learning Working (LLL) Group believe that it is now time to look at more efficient and effective working at a strategic level to address the issues at a local level.

To help inform alternative ways of working a visit to Glasgow Works was organised, attended by two LOCUS staff and 6 representatives from BSP LLL working Group. The lessons learned from this two day visit have helped to inform a proposed model for Belfast.

### 4.1 City Deals

A central plan of the UK Coalition Government's regeneration policy is for localism, providing local regions and cities with greater autonomy and responsibility to develop local responses to local needs. One important component of this policy is the UK City Deals programme which is delivered through the Deputy Prime Minister's Office. The policy context was set through 'Giving more power back to cities through City Deals' (Deputy PM Office). City Deals cover much more than skills and employability, albeit that skills and employability are key to all city deals initiatives.

Issues identified within the policy document included:

- Cities and their surrounding areas are home to 74% of our population and 78% of our jobs, making them important to the long-term growth and economic success of England.

- The country needs more business and employment opportunities to grow the economy. We believe that transferring powers from government to cities will make it easier for cities to achieve economic growth.

City Deals are agreements between government and a city that give the city control to:

- take charge and responsibility of decisions that affect their area
- do what they think is best to help businesses grow
- create economic growth
- decide how public money should be spent

The first wave of City Deals are with the 8 largest cities outside of London, known as the Core Cities. City Deals - Wave 2 involves 20 cities - the next 14 largest cities outside of London and their wider areas and the 6 cities with the highest population growth during 2001 to 2010.

Examples of Bristol City Deal initiatives include;

- a) **Growth Incentive Proposition**, the headline proposition in the Bristol Deal, creates a genuine incentive for the city region to invest in economic growth and job creation. The West of England authorities will be allowed to keep 100% of the growth in business rates raised in the city region's network of Enterprise Areas, over a 25 year period. This income will be used, in combination with other funding sources, to create an Economic Development Fund for the West of England worth £1 billion over 25 years. Income will also be used to manage local demographic and service pressures arising from economic growth. The Fund will deliver an investment programme designed to maximise economic returns in all the Enterprise Areas including the Temple Quarter Enterprise Zone. In addition, the Government will commit to a review of the scope for rolling out a growth incentive scheme across the West of England at the next Spending Review.
- b) The **Transport Devolution Agreement** will ensure that the necessary powers are devolved alongside the investment in major transport schemes and the Greater Bristol Metro. This includes: a 10 year transport funding allocation from the post 2014 national Major Transport Scheme Budget to enable delivery of the Greater Bristol Metro; programme flexibility for the delivery of the Bus Rapid Transit network enabling the West of England to recycle savings locally; and new powers over rail planning and delivery.
- c) The **People & Skills Programme** is focussed firmly on giving the business community real influence over skills provision in the city region, particularly over the £114 million of Skills Funding Agency funding for Further Education colleges for post-16 provision, with governance provided by the LEP Skills Group. In addition, an

investment programme initially worth £5 million for employability and employee-ownership of skills pilots will be closely aligned with our spatial priorities in the form of the Economic Development Fund.

- d) The **City Growth Hub** will provide an enhanced inward investment service that will pool expertise and capacity across the West of England and provide additional support for inward investors to help grow their businesses and find the right skills locally to match their needs. The Hub will be located in the Temple Quarter Enterprise Zone, a shop-front location for the investment opportunities in the West of England. UKTI will work closely with the inward investment service to enhance the capability of the West of England to attract investment and boost trade. Similarly, DWP will work closely with the West of England to deliver an effective employment and skills pilot in the Enterprise Zone.
- e) The **Bristol Public Property Board** comprising all relevant Government departments and Bristol City Council will manage up to £1 billion of Bristol City Council assets and an estimated 180 land and property assets in the ownership of a range of other public sector partners. Integrated management of the portfolio will help to unlock more land for economic growth or housing, use assets to lever in other public and private sector investment and generate operational efficiencies by co-locating services.

## 4.2 Glasgow Works

In the late 1990s the Glasgow Welfare to Work Forum was established in response to the challenges posed by the levels of worklessness in the city and the many organisations that were working to address the issues, with little effect. The success of the Forum was that it;

- a) Brought the key players together to consider how they could jointly tackle the shared problem of worklessness and in doing so it provided a platform for strategic discussion and action.
- b) Connected the employability, health and care agendas in what was then an innovative insight into both the problems and the potential solutions to them.
- c) Improved the partners' collective intelligence by commissioning research which improved their understanding of the problem. Key amongst these were studies of the workless population profile and a mapping study of the city's employability services which identified approximately 400 different organisations delivering employability services.

In 2007 the Glasgow Works partnership evolved from the Forum and was established with representation from the following service commissioner organisations, under the Chair of a high profile local businessman;

- Glasgow City Council



- Scottish Enterprise Glasgow
- Greater Glasgow Argyll & Clyde NHS
- Glasgow Employers Coalition
- Glasgow Chamber of Commerce
- Glasgow Community Planning Partnership
- Jobcentre Plus

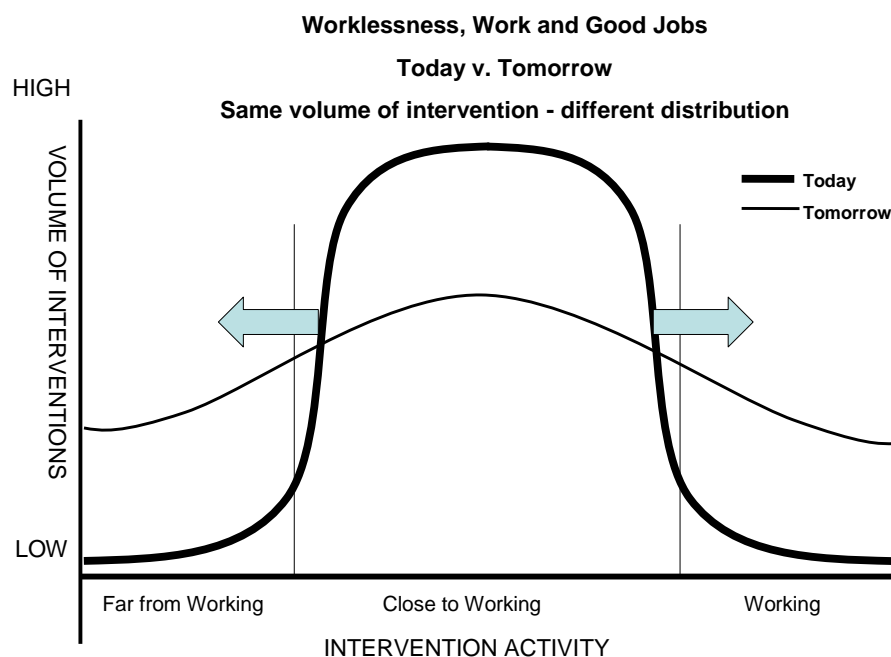
A Memorandum of Understanding (MOU) was developed (not a legally binding document) that represents a formal expression of the partnership's aims, objectives and modus operandum. The Agreement set out the basis upon which the Partners would act jointly to deliver Glasgow Works and included responsibility for;

- a) Strategy development in line with particular themes in the Community Plan.
- b) Leading the employability part of the Working Glasgow goal in the City Community Plan 2005-2010.
- c) Leading employability work in A Step Change for Glasgow: Glasgow's Ten Year Economic Development Strategy<sup>10</sup>, developed by the Glasgow Economic Forum.
- d) Providing strategic leadership and co-ordination of the Scottish Executive's Workforce Plus Initiative and NEET Strategy, "More Choices, More Chances".

In advance of Glasgow Works a mapping exercise identified that too much employability activity was focussed upon the job entry point and not enough in front end engagement and aftercare. The diagram below shows the distribution of funds at that time and the proposed flatter curve that Glasgow wanted to achieve to address all of the worklessness issues. This is still a model today that Glasgow Works is focused upon.

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<sup>10</sup> City Strategy to move citizens from welfare into work and increase the numbers and rate of economically active in the City



In response to the above, Glasgow Works developed a skills and employability pipeline which focuses their work and includes;



The objectives of Glasgow Works were;

1. To reduce the number of workless residents – (IB claimants, over 50s, lone parents, ethnic minorities, NEETs)
2. To simplify strategic structures for employability decision making and align funding
3. To develop services to employers through an employer engagement strategy, job brokering and in work support activity
4. To work towards new commissioning arrangements for service delivery with a health and social care focus and based upon the employment and skills pathway

For the period 2008 to 2010 Glasgow Works had a budget of approximately £29 million. As a City Strategy Pathfinder area Glasgow Works was in receipt of DWP funding and as a subsidiary of the Community Planning Partnership they were also in receipt of Fairer Scotland Funding for disadvantaged areas. Glasgow Works also bid for £11 million ESF funding as the Scottish Government wanted a more localised / city focus rather than a national focus. In 2011 the funding landscape for Glasgow Works changed significantly. The City Strategy Pathfinder initiative came to an end

and for the period 2011 to 2014 Glasgow Works managed a pipeline of approximately 16 ESF projects and had a budget of approximately £18 million.

Consultation with Glasgow Works staff, members and sub contractor projects has indicated that Glasgow Works has been extremely successful and effective in Glasgow. Since 2007 Glasgow Works has engaged with 33,687 people and has supported 7,423 people into employment.

Consultations have stressed that the model has been innovative in that it has introduced a new way of working that has necessitated a cultural and change management approach in many partner organisations. The strategic collaboration has;

- Been the catalyst for facilitating high level partner engagement and collaboration
- Enabled a more strategic employability focus
- Enhanced awareness of employability resources
- Influenced the way in which partners assign resources – aligning to a collective strategy and one which is focused on the entire employment and skills pathway
- Improved links between health and social care and employability interventions
- Introduced a targeted and outcomes based model
- Realigned resources across the employability pathway
- Influenced a cultural change in organisations
- Achieved targets re. client groups, employability ETE outcomes

### 4.3 A Proposed Belfast Model

The LLL Working Group of BSP believe that Belfast would benefit from a similar strategic approach to that which has been adopted in Glasgow. Other recent studies have also promoted the need for a new approach. Belfast City Council's Integrated Economic Strategy recognises that Belfast City Council is unable to tackle the skills and employability problems in isolation of others. The strategy proposes a new approach and states. *"The IES proposes a new type of partnership which brings together central and local government with private partners and community stakeholder organisations. We believe the current UK City Deal model provides a vehicle which could be tailored and replicated in Belfast. We also propose that council takes an influential role in respect to the ESF Programme 2014-2020 by coordinating a new programme across the city based on UK models, of which Glasgow Works is a prominent example. The 60 plus ESF projects currently being delivered across the city is unsustainable and hinders a more strategic approach to service delivery. A Belfast ESF Programme would provide a better integration of employability and skills services, a more strategic city wide focus and help to avoid duplication and competition between local service providers which is currently the case."*

The OECD report on Employment and Skills Strategies in Northern Ireland made a number of recommendations which include the following which are relevant to this work for BSP.

***Recommendation: Continue to examine ways to ensure there is sufficient local flexibility in the management of employment programmes and policies, while also ensuring sufficient capacity is built and supported at the local level***

Flexibility in employment policies refers to the degree to which local employment service providers are able to input into policies and programmes, decide how to spend their budgets locally, choose who is eligible for policies and programmes, negotiate performance targets, and outsource services (Giguère and Froy, 2009). Whatever the degree of cooperation between local stakeholders, they have limited ability to produce change if organisations do not have the flexibility to adapt their policies and programmes to meet agreed priorities. It is not just the mandates held by individual institutions that are important but the flexibility which exists in their management systems.

***Recommendation: Examine local governance mechanisms to ensure integrated actions are being taken across employment, training and economic development portfolios***

In Northern Ireland, there appears to be a robust network of partnerships at the local level involved in a number of employment, training, economic and community development initiatives. The large number of partnerships may hinder their effectiveness therefore there is an opportunity to review these structures to ensure local activities are effectively co-ordinated across the broad spectrum of employment, training, and economic development portfolios. It is also critical that these partnerships are given a stronger role in designing local strategies for job creation and employment. There is an opportunity to look at what local governance mechanisms and forums could be used to support greater policy co-ordination and integration.

***Recommendation: Promote the provision of area-based approaches through the community and third sectors and ensure that they are co-ordinated and supported by mainstream employment and training services. This will ensure that vulnerable individuals (long-term unemployed and economically inactive) receive tailored support to help them re-enter the labour market***

There is clearly a need for greater co-ordination and integration between the services and programmes provided at the local level. Stronger links between local initiatives and mainstream programmes, and for greater input at community level to the mainstream programmes, has the potential to not only enhance the impact of what is on offer from both the public and third sectors, but also to more effectively leverage the resources available to meet the needs of individuals and communities in specific areas.

#### 4.4 Belfast Works

It is proposed that Belfast would adopt a similar strategic partnership arrangement with key stakeholders with the aim of **rebalancing the local labour market**.

BSP already has a membership of over 40 organisations and therefore it is proposed that a partnership model would be drawn from BSP membership and would also include private sector representation. The role of the partnership would be to;

- a) **Establish targets** for Belfast that are aligned with other Central Government and strategy targets. At a local level Belfast City Council has recently commissioned an Integrated Economic Strategy and there would need to be alignment with their targets when agreed. Also the Centre for Economic and Social Inclusion and LOCUS previously facilitated an Employability and Skills strategy for Belfast on behalf of Belfast City Council. At the time of the strategy it had been identified that in order to achieve an employment rate of 73% by 2012 there was a need for net gains of an additional 2,540 more residents moving into employment per year. The model also enabled targets to be set for specific client groups. This or a similar model should be introduced to enable a new partnership to establish targets for Belfast. Specific target groups will include those furthest from the labour market, the economically inactive, people in low paid / low hours / at risk work and young people.
- b) **Realign service planning** to ensure effective and efficient service delivery that is targeting the most vulnerable groups and areas that need support and is maximising the emerging economic opportunities in terms of sectoral growth and job opportunities. While city wide targets will be set it is important that there is service realignment to ensure the attainment of local outcomes, addressing the significant issues locally across the city as highlighted in the baseline analysis. This will potentially necessitate flexibility amongst stakeholders and a willingness to work collaboratively towards agreed outcomes and targets for Belfast. There will be no expectation of the realignment of budgets but rather the better targeting of resources to areas in greatest need and to the opportunities that can help to enhance economic activity and reduce health inequalities at a local level.
- c) Enhance **employer engagement** activity. Collaboration and partnership working needs to include the private sector to ensure that the current and future skills needs of employers are being met and that employers are actively engaged in the design and delivery of a targeted employability initiative for Belfast. It will be important also to ensure that SMEs are aware of and accessing the employment and skills supports available, creating opportunities for those seeking work but also benefitting the productivity of their business.
- d) **Monitor and evaluate** targets. One of the lessons from Glasgow Works was the importance of a good Management Information System. A new partnership would present an opportunity to monitor the success of employability activity across the city, identifying good practice, what works, where the gaps are, target

attainment and the impact of the support interventions. This will help to inform future decision making at a strategic level in respect to employability and skills support interventions that are needed in Belfast.

The proposed model is not advocating for a radical new structure but rather is promoting the need for **collaboration at a strategic level** to ensure a better, more effective and efficient way of planning and monitoring service delivery that breaks the persistent cycle of poverty and health inequality in specific targeted areas across Belfast. There is evidence of the need to do something as per the data analysis at a ward level which exposes significant challenges. However these are not new and have persisted for decades. The issue for BSP as a partnership established to tackle life inequalities is what is the impact of not doing something?