

# Public Document Pack

## **Late information for Scrutiny Board (Citizens and Communities) on 14 September 2015**

Pages 1-2: Agenda item 6 – To consider a request for scrutiny submitted by Councillor M Robinson in relation to immigration, refugees and asylum seekers in Leeds.

Pages 3-16: Agenda item 11 – To receive the following draft terms of reference for approval:

- Universal credit
- The development of community hubs
- The development of community committees.

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**Councillor Matthew Robinson**  
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Our ref: MR/KM  
Date: 11th September 2015

Dear Cllr Anderson,

I am writing to you to request that the Citizens and Communities Scrutiny Board agree to look at the matters related to Leeds on immigration, refugees and asylum seekers.

Earlier this year I requested that the board look at immigration to Leeds (including housing, people trafficking, language barriers, and asylum seekers) and the board decided to not take this matter forward at that stage and requested more specific areas to examine.

I believe that this matter cannot wait given the crisis in the Middle East and Mediterranean and the Prime Ministers announcement that the UK will look to support 20,000 people coming to Britain. I would ask that the scrutiny board look again to bring this forward with urgency and a wide remit to look into migration and asylum, as well as supporting those coming to the city and ensuring Leeds is best placed to cope with any challenges. I intend to raise this at Monday's (14th September) meeting and hope for the support of the Board. I believe a broad remit is necessary as often the status of people can change, it avoids limiting any investigation (which some may see as not fully examining the challenges faced), and can challenge any misconceptions around these areas.

Leeds has a rich history of welcoming people from across the world with open arms and we must ensure that the City is in a position to support those coming to Leeds and that any myths are de-bunked around what is available to those seeking a safe haven away from violence and threat to life.

Yours sincerely



**Councillor Matthew Robinson**  
Harewood Ward

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## SCRUTINY BOARD (CITIZENS AND COMMUNITIES)

### UNIVERSAL CREDIT

#### TERMS OF REFERENCE

#### 1.0 Introduction

1.1 Universal Credit is the new Department for Work and Pensions (DWP) benefit which is designed to support people who are on a low income or out of work. Universal Credit will replace six existing benefits:

- Income based Jobseekers Allowance
- Income based Employment and Support Allowance
- Income Support
- Working Tax Credit
- Child Tax Credit
- Housing Benefit

1.2 The roll out of Universal Credit has been slower than initially planned both in terms of the geographical roll out and the types of people who can claim Universal Credit.

1.3 On 29<sup>th</sup> September 2014, the Government announced the national roll out of Universal Credit starting in early 2015 and becoming available in all parts of the country by May 2016. The national rollout will take place in “tranches” with Leeds being placed in the final tranche 4, due to take place between December 2015 to March 2016. However, the national rollout remains very limited in terms of who can claim Universal Credit and is restricted to people who are:

- Single
- Aged 18 – 60 and 6 months
- Without children and not have a child living with them some or all of the time
- Fit for work
- Have no mortgage
- Not be living in temporary accommodation or supported accommodation
- Have a bank account, building society, credit union or Post Office card account
- Be making a new claim for what would have been Jobseekers Allowance

1.4 At its July meeting, the Citizens and Communities Scrutiny Board learned that the numbers expected to move onto Universal Credit in Leeds in the first year are between 5,000 and 10,000 with many of these being non-householders and with no rent liabilities. As such, the impact of this limited rollout is not expected to be significant but still

warrants clarity of roles and resources between the Council and DWP to enable a smooth transition to Universal Credit for this particular cohort.

- 1.5 It is anticipated that future phases of the Universal Credit rollout (the 'transition' phase and 'migration' phase) will be more complex and hugely impactful on customers and services. Although the timescales linked to these future phases have not yet been confirmed, the Scrutiny Board acknowledges the need for greater understanding now of the potential impacts surrounding these particular phases so that appropriate measures can be considered and put in place beforehand. Such preparation work will assist in fully delivering this new benefit system effectively in Leeds.
- 1.6 The Scrutiny Board therefore aims to work in conjunction with the Citizens and Communities directorate in liaising directly with DWP and other key stakeholders to clarify roles and expectations; to facilitate effective information sharing; to evaluate the functionality of existing systems linked to Universal Credit and to inform early preparations for the delivery of the transition and migration phases of Universal Credit in Leeds. As part of this, the Board will also explore lessons from other local authority areas where Universal Credit is already being rolled out.

## **2.0 Scope of the inquiry**

- 2.1 The purpose of the Inquiry is to make an assessment of and, where appropriate, make recommendations on the following:
  - Clarity and understanding of impact of Universal Credit on different groups of residents (taking into account recent welfare reform announcements)
  - The level of clarity surrounding the role of DWP in delivering Universal Credit;
  - The level of clarity surrounding the expected role of the Council in line with services to be commissioned and resourced by DWP (including Personal Budgeting Support);
  - The potential impact of Universal Credit on other Council services not commissioned by DWP;
  - The functionality of existing systems (to include both automated systems and manual administration processes) in fully delivering Universal Credit in Leeds;
  - Information exchange mechanisms currently in place between DWP and local authorities and whether these are fit for purpose to help inform preparations and aid ongoing monitoring of Universal Credit;
  - The level of clarity surrounding eligibility and the administration of intended safeguarding mechanisms linked to Universal Credit for vulnerable claimants (i.e. New Claim Advance and Discretionary Housing Payments);
  - The training needs of relevant front line staff across the Council in preparation for Universal Credit;

- The engagement needs of other stakeholders in preparation for Universal Credit (with a particular focus on housing associations and landlords).

### **3.0 Desired Outcomes and Measures of Success**

3.1 It is important to consider how the Scrutiny Board will deem if their inquiry has been successful in making a difference to local people. Some measures of success may be obvious and others may become apparent as the inquiry progresses and discussions take place. The key outcomes linked to this inquiry are reflected in paragraph 1.6 above. As Universal Credit continues to be developed, this inquiry may also result in recommendations for the scope of work that could be commissioned from councils around Universal Credit.

### **4.0 Comments of the relevant Director and Executive Member**

4.1 In line with Scrutiny Board Procedure Rule 12.1 where a Scrutiny Board undertakes an Inquiry the Scrutiny Board shall consult with any relevant Director and Executive Member on the terms of reference.

### **5.0 Timetable for the inquiry**

5.1 The Inquiry will take place over a number of sessions. These sessions will also involve working group meetings with stakeholders, which will provide flexibility for the Board to gather and consider evidence.

5.2 The length of the Inquiry is subject to change. However it is anticipated that a final report will be produced in January 2016.

### **6.0 Submission of evidence**

#### **6.1 Session one – October 2015**

To consider and evaluate the following:

- Clarity and understanding of impact of Universal Credit on different groups of residents (taking into account recent welfare reform announcements)
- The level of clarity surrounding the role of DWP in delivering Universal Credit;
- The level of clarity surrounding the expected role of the Council in line with services to be commissioned and resourced by DWP (including Personal Budgeting Support);
- The potential impact of Universal Credit on other Council services not commissioned by DWP.

## 6.2 **Session two – October 2015**

To consider the engagement needs of other stakeholders in preparation for Universal Credit (with a particular focus on housing associations and landlords).

## 6.3 **Session three – November 2015**

To consider and evaluate the following:

- The level of clarity surrounding eligibility and the administration of intended safeguarding mechanisms linked to Universal Credit for vulnerable claimants (i.e. New Claim Advance and Discretionary Housing Payments);
- The training needs of relevant front line staff across the Council in preparation for Universal Credit.

## 6.4 **Session four – November 2015**

To consider and evaluate the following:

- The functionality of existing systems (to include both automated systems and manual administration processes) in fully delivering Universal Credit in Leeds;
- Information exchange mechanisms currently in place between DWP and local authorities and whether these are fit for purpose to help inform preparations and aid ongoing monitoring of Universal Credit.

## 6.5 **Session five – December 2015**

To consider the findings and potential recommendations arising from this inquiry.

## 7.0 **Witnesses**

7.1 The following have been identified as possible contributors to the inquiry, however others may be identified during the course of the inquiry:

- Assistant Chief Executive (Citizens and Communities)
- Chief Officer Welfare and Benefits
- Executive Board Member for Communities
- Childrens Services Directorate representation
- Adult Social Care Directorate representation
- Environment and Housing Directorate representation
- Jobcentre Plus representation
- Leeds Citizens Advice Bureau representation
- Tameside Citizens Advice Bureau representation
- Leeds Landlords Accreditation Scheme representation
- National Landlords Association (North West region) representation



## **8.0 Equality and Diversity / Cohesion and Integration**

- 8.1 The Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the council to achieve it's ambition to be the best City in the UK and ensure that as a city work takes place to reduce disadvantage, discrimination and inequalities of opportunity.
- 8.2 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities.
- 8.3 The Scrutiny Board may engage and involve interested groups and individuals (both internal and external to the council) to inform recommendations.
- 8.4 Where an impact has been identified this will be reflected in the final inquiry report, post inquiry. Where a Scrutiny Board recommendation is agreed the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, conducting impact assessments where it is deemed appropriate.

## **9.0 Post inquiry report monitoring arrangements**

- 9.1 Following the completion of the Scrutiny inquiry and the publication of the final inquiry report and recommendations, the implementation of the agreed recommendations will be monitored.
- 9.2 The final inquiry report will include information on the detailed arrangements for how the implementation of recommendations will be monitored.

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## **SCRUTINY BOARD (CITIZENS AND COMMUNITIES)**

### **THE DEVELOPEMNT OF COMMUNITY HUBS**

#### **TERMS OF REFERENCE**

##### **1.0 Introduction**

- 1.1 Under the banner of Citizens@Leeds, the Citizens and Communities directorate continues to lead on delivering the community hub approach across the city. This is in line with the Council's ambition to deliver local solutions within communities that integrate more council and partner services, with the aim of dealing with increasingly more complex issues affecting individuals and their families at the first point of contact.
- 1.2 Phase 1 of this approach involved the development of three pathfinder community hubs which have now been in operation since April 2014. Future phases will see the development of the Community Hub approach into 3 'types' of provision (Community Hub Extra; Community Hub Local; and Community Hub Mobile). Phase 2 involves proposals for a further 12 community hub sites during the next 12 months and proposals for Phase 3 will also be developed to extend the provision of community hubs across the whole city over the next 18-24 months.
- 1.3 The Citizens and Communities Scrutiny Board recognises that the Phase 1 work still continues to be central in providing a 'blueprint' for the future development of the hub network across the city. As such, the Scrutiny Board's inquiry will evaluate the strengths and weaknesses of the pathfinder community hubs from a buildings and infrastructure perspective. As part of this, the Board will consult with existing 'front of house' staff and service user representatives. The findings from this inquiry will then help inform the business case for Phase 2 in terms of identifying minimum requirements for proposed future provisions.
- 1.4 The Board will also be considering the flexibility of the model in engaging other partner services in the community hub approach, with a particular focus on health sector partners. By exploring existing good practice, the Board will engage with primary care commissioners and providers to help promote the vision of the model and the mutual benefits to be gained by closer integration of services.

## **2.0 Scope of the inquiry**

2.1 The purpose of the Inquiry is to make an assessment of and, where appropriate, make recommendations on the following areas:

- The level of clarity surrounding the future approach for the community hub network based on the 3 'types' of provision.
- The current infrastructure of the three pathfinder community hubs and the views of existing 'front of house' staff in relation to this model delivering a more integrated service (identifying any ongoing challenges)
- Service user feedback in terms of the model delivering a more integrated service.
- Community hub building standards and any minimum requirements for future proposed sites.
- The flexibility of the community hub model in encouraging closer integration with partner services.
- Opportunities for strengthening integration with health sector partner services, exploring existing good practice to demonstrate the mutual benefits to be gained.

## **3.0 Desired Outcomes and Measures of Success**

3.1 It is important to consider how the Scrutiny Board will deem if their inquiry has been successful in making a difference to local people. Some measures of success may be obvious and others may become apparent as the inquiry progresses and discussions take place.

3.2 The main objective of this inquiry is to assist the Citizens and Communities directorate in evaluating the strengths and weaknesses of the three pathfinder community hubs as part of the ongoing development of the community hub network. In particular, the Scrutiny Board's findings will help to inform the business case for Phase 2 in terms of identifying minimum requirements for proposed future provisions.

## **4.0 Comments of the relevant Director and Executive Member**

4.1 In line with Scrutiny Board Procedure Rule 12.1 where a Scrutiny Board undertakes an Inquiry the Scrutiny Board shall consult with any relevant Director and Executive Member on the terms of reference.

## **5.0 Timetable for the inquiry**

5.1 The Inquiry will take place over a number of sessions. These sessions will also involve working group meetings with stakeholders, which will provide flexibility for the Board to gather and consider evidence.

5.2 The length of the Inquiry is subject to change. However it is anticipated that a final report will be produced by February/March 2016.

## **6.0 Submission of evidence**

### **6.1 Session one – November 2015**

To consider evidence in relation to the following:

- The level of clarity surrounding the future approach for the community hub network based on the 3 'types' of provision.
- The current infrastructure of the three pathfinder community hubs and the views of existing 'front of house' staff in relation to this model delivering a more integrated service (identifying any ongoing challenges)

### **6.2 Session two – November/December 2015**

Undertaking site visits to the three pathfinder community hubs and obtaining service user feedback in terms of the model delivering a more integrated service.

### **6.3 Session three – December 2015**

To consider evidence in relation to the following:

- Community hub building standards and any minimum requirements for future proposed sites.
- The flexibility of the community hub model in encouraging closer integration with partner services.

### **6.4 Session four – January 2016**

To explore opportunities for strengthening integration with health sector partner services, exploring existing good practice to demonstrate the mutual benefits to be gained.

### **6.5 Session five – February 2016**

To consider the findings and potential recommendations arising from this inquiry.

## **7.0 Witnesses**

7.1 The following have been identified as possible contributors to the inquiry, however others may be identified during the course of the inquiry:

- Assistant Chief Executive (Citizens and Communities)
- Chief Officer Customer Access
- Head of Customer Contact
- Executive Board Member for Communities

- Staff representation from the pathfinder community hubs
- Service user representation
- Clinical Commissioning Groups and primary care provider representation.

## **8.0 Equality and Diversity / Cohesion and Integration**

- 8.1 The Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the council to achieve it's ambition to be the best City in the UK and ensure that as a city work takes place to reduce disadvantage, discrimination and inequalities of opportunity.
- 8.2 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities.
- 8.3 The Scrutiny Board may engage and involve interested groups and individuals (both internal and external to the council) to inform recommendations.
- 8.4 Where an impact has been identified this will be reflected in the final inquiry report, post inquiry. Where a Scrutiny Board recommendation is agreed the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, conducting impact assessments where it is deemed appropriate.

## **9.0 Post inquiry report monitoring arrangements**

- 9.1 Following the completion of the Scrutiny inquiry and the publication of the final inquiry report and recommendations, the implementation of the agreed recommendations will be monitored.
- 9.2 The final inquiry report will include information on the detailed arrangements for how the implementation of recommendations will be monitored.

## **SCRUTINY BOARD (CITIZENS AND COMMUNITIES)**

### **THE DEVELOPEMNT OF COMMUNITY COMMITTEES**

#### **TERMS OF REFERENCE**

##### **1.0 Introduction**

- 1.1 In December 2013, the Executive Board endorsed the “Responsive to the needs of local communities” proposition, including the proposed development of a new approach to build on the work of Area Committees, to improve local democratic leadership of local areas, as well as providing a more meaningful way of involving local people in decisions that affect their local neighbourhoods. Linked to this, Community Committees were introduced with the expressed aim to be more locally responsive, more accountable to local members and local people and to improve locality outcomes.
- 1.2 As part of the ongoing development process, the Scrutiny Board agreed to assist the Citizens and Communities directorate in evaluating the extent to which the Community Committee model is enabling local elected members to look at key local issues, local needs and aspirations, as well as genuinely involving the communities they represent in the decisions that affect them.

##### **2.0 Scope of the inquiry**

- 2.1 The purpose of the Inquiry is to make an assessment of and, where appropriate, make recommendations on the following areas:
- Clarity surrounding the role and capacity levels of Community Committees and their respective Area Support Teams.
  - The role of Community Committee Champions.
  - Administration and accountability arrangements for funding allocated to Community Committees.
  - Examples of good practice across the Community Committees and mechanisms for sharing such practice.
  - Performance management frameworks linked to the work of Community Committees (particularly in demonstrating community engagement)
  - The extent to which Community Committees are engaging with other established community forums/partnerships (i.e. Cluster Partnerships; Parish and Town Councils; CCGs)

##### **3.0 Desired Outcomes and Measures of Success**

- 3.1 It is important to consider how the Scrutiny Board will deem if their inquiry has been successful in making a difference to local people. Some measures of success may be obvious and others may become apparent as the inquiry progresses and discussions take place.

#### **4.0 Comments of the relevant Director and Executive Member**

4.1 In line with Scrutiny Board Procedure Rule 12.1 where a Scrutiny Board undertakes an Inquiry the Scrutiny Board shall consult with any relevant Director and Executive Member on the terms of reference.

#### **5.0 Timetable for the inquiry**

5.1 The Inquiry will take place over a number of sessions. These sessions will also involve working group meetings with stakeholders, which will provide flexibility for the Board to gather and consider evidence.

5.2 The length of the Inquiry is subject to change. However it is anticipated that a final report will be produced by April 2016.

#### **6.0 Submission of evidence**

##### **6.1 Session one – January 2016**

To consider evidence in relation to the following:

- Clarity surrounding the role and capacity levels of Community Committees and their respective Area Support Teams.
- The role of Community Committee Champions.
- Examples of good practice across the Community Committees and mechanisms for sharing such practice.

##### **6.2 Session two – January/February 2016**

To consider the administration and accountability arrangements for funding allocated to Community Committees.

##### **6.3 Session three – February 2016**

To consider evidence in relation to the following:

- Performance management frameworks linked to the work of Community Committees (particularly in demonstrating community engagement)
- The extent to which Community Committees are engaging with other established community forums/partnerships (i.e. Cluster Partnerships; Parish and Town Councils; CCGs)

##### **6.4 Session four – March 2016**

To consider the findings and potential recommendations arising from this inquiry.



## **7.0 Witnesses**

7.1 The following have been identified as possible contributors to the inquiry, however others may be identified during the course of the inquiry:

- Assistant Chief Executive (Citizens and Communities)
- Acting Chief Officer for Communities
- Executive Board Member for Communities
- Area Leaders
- Community Committee Chairs
- Community Committee Champions
- Senior representation across relevant directorates
- Community forum/partnership representations

## **8.0 Equality and Diversity / Cohesion and Integration**

8.1 The Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the council to achieve its ambition to be the best City in the UK and ensure that as a city work takes place to reduce disadvantage, discrimination and inequalities of opportunity.

8.2 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities.

8.3 The Scrutiny Board may engage and involve interested groups and individuals (both internal and external to the council) to inform recommendations.

8.4 Where an impact has been identified this will be reflected in the final inquiry report, post inquiry. Where a Scrutiny Board recommendation is agreed the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, conducting impact assessments where it is deemed appropriate.

## **9.0 Post inquiry report monitoring arrangements**

9.1 Following the completion of the Scrutiny inquiry and the publication of the final inquiry report and recommendations, the implementation of the agreed recommendations will be monitored.

9.2 The final inquiry report will include information on the detailed arrangements for how the implementation of recommendations will be monitored.

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