

Joint Report of Assistant Chief Executive (Citizens and Communities) and Director of City Development

Report to Executive Board

Date: 18th December 2013

Subject: **Citizens@Leeds: Developing a new approach to poverty and deprivation**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of the main issues

- Executive Board received a report in June 2013 on the issue of welfare, benefits and poverty. That report identified a number of challenges to be addressed in order to make a step change in tackling poverty and deprivation across the city. The key challenge identified in the earlier report was the need to deliver truly integrated and accessible services for people suffering hardship; develop whole packages of support for people which address a range of hardship issues; provide a real focus on supporting people into work; and, develop an effective campaign in response to the problems created by high cost lenders in the city.
- In response to these issues a new approach under the identity of Citizens@Leeds has been developed to ensure a focus on inclusive, locally provided citizen-based services delivered through a community hub approach. Three propositions have been developed that will help set out the building blocks for a city-wide response to tackling poverty and deprivation. The three propositions cover:
 - The need to **provide accessible and integrated services**;
 - The need to **help people out of financial hardship**, and;
 - The need to **help people into work**.
- A fourth proposition has been developed as part of the Citizens@Leeds proposals and whilst this proposition has a wider focus than just poverty and deprivation, it will make a significant contribution to our Citizens@Leeds aspirations. The fourth proposition is:
 - The need to be **responsive to the needs of local communities**.
- The propositions need to be seen as a 'whole system' approach to tackling poverty rather than four independent propositions. In November 2013, Members received a report covering the first two propositions as follows:

- **Accessible and Integrated Services** - Members agreed to introduce the concept of community hubs across the city that reach our citizens and provide the right mix of council and partner services each community needs in the most efficient manner. This will involve a more integrated approach to service delivery and maximise the use of the assets and service points that exist across the city e.g. joint service centres, one stop centres, housing management offices, libraries, children's centres etc. The new service will look to develop seamless delivery taking account of an individual's or family's wider needs at the first point of contact wherever possible. The community hubs will support the delivery of pop-up (e.g. in supermarkets and GP surgeries) and mobile provision to ensure that we can reach all priority communities across the city. We will also develop more on-line provision to enable those that wish to self-serve to be able to do so. This will free up time of our customer services officers to advise those most in need or those requiring more detailed or intense support. Members agreed that the first three community hubs would be developed in Harehills, Armley and Middleton.
 - **Tackling Financial Hardship** – Members agreed proposals to tackle financial hardship by redesigning the delivery of financial support schemes to provide an integrated system of benefits advice and personal service. Pathways of support are now being developed to help people achieve affordable renting, affordable fuel, financial inclusion, digital inclusion, live healthy lives and improve employability. Members also agreed further proposals to tackle high cost lenders and support the credit union to deliver its aim of becoming more accessible and competitive with high cost lenders.
5. This second report considers the third proposition, namely:
- **Helping people into work** - By using the Citizens@Leeds approach to provide easy access for citizens to training and employment advice and opportunities across the city; use the community hubs to improve, tailor and deliver training and employment advice services; use the integration of customer service officers and other front-of-house staff to offer advice, guidance and signposting to employment support services and skills programmes; target our employment activity at those most in need and those furthest from the labour market, and; use the council's position as a major employer to target jobs and opportunities to those most in need as well as influencing other employers in the city to do the same.
6. A separate report on this agenda covers the Citizens@Leeds - responsive to the needs of local communities proposition.
7. Together, the Citizens@Leeds approach is a step change in delivering an integrated, targeted and focussed approach by the council and its partners to meet the needs of citizens and their families, specifically those who are most impacted by the worst effects of poverty and deprivation and are facing significant hardship.

8. Recommendations

Members of Executive Board are recommended to:

- i. Endorse the “helping people into work” proposition as detailed at appendix 1;
- ii. Agree the areas of focus summarised in paragraph 3.5.5, and actions and initiatives detailed in paragraph 3.5.6, to support implementation of the helping people into work proposition and authorise the Assistant Chief Executive (Citizens and Communities), working with other Directors and partners, to take forward the agreed actions.

Main Report

1. Purpose of this report

- 1.1. This report builds on the report to the November 2013 Executive Board meeting. It outlines action being taken to tackle poverty and deprivation across the city and seeks approval to implement a range of new initiatives.
- 1.2. This report specifically seeks endorsement of the helping people into work proposition and the agreement of a range of specific actions and initiatives proposed as part of the Citizens@Leeds developments, building on the good work of the council's Employment and Skills service and the work of partners.

2. Background information

- 2.1. The Best Council Plan 2013-17 identifies three key outcomes that need to be achieved if we are to achieve our best council ambition. These cover the need to improve the quality of life for our residents, particularly those who are vulnerable or in poverty; the need to make it easier for people to do business with us, and; the need to achieve savings and efficiencies required to continue to deliver frontline services. The proposals in this paper are intended to make a significant contribution to the delivery of our best council outcomes and will help achieve a number of the stated objectives, with a particular focus on ensuring the provision of high quality public services; becoming an efficient and enterprising council and; promoting sustainable and inclusive economic growth.
- 2.2. Executive Board received a report in June 2013 on welfare, benefits and poverty that identified a number of challenges to be addressed in order to make a step change in tackling poverty and deprivation, including the growing problem of high cost lenders in the city. The key challenges identified were around the need to: create truly integrated and accessible services; develop wrap around packages of support for people in poverty and those facing deprivation; provide a focus on supporting people into work; and, develop an effective campaign in response to the problems created by high cost lenders in the city.
- 2.3. There are currently 64,510 benefit claimants aged 16 to 64 years in Leeds and over 1,600 young people aged 16 to 19 years old not in employment, education or training. There are also 2,465 unemployed 16-24 year olds who have been out of work for more than 6 months. Over 10% of the working age population in Leeds have no qualifications and 12.7% are only qualified to Level 2. There are many national, regional and locally delivered employment and skills interventions delivered by a number of organisations from across all sectors which do not always support effective or efficient use of providers or meet specific customer needs. Competition, complexity and nationally set eligibility criteria sometimes prohibit effective join-up and alignment of provision from across a number of Government Departments and agencies.
- 2.4. The council currently supports over 10,000 residents each year with information, advice and guidance and job brokerage services through its network of Jobshops located in joint service centres and one stop centres across the inner city. In addition, there is targeted support to over 7,000 residents each year with low skills levels to re-engage with learning, acquire new skills and qualifications that will support them into work. Over 1,000 courses are delivered at 200 venues through the Adult and Community Learning programmes delivered through a wide range of public, private and third sector deliverers. The majority of these jobseekers and learners are in receipt of an out-of-work benefit. The additional impetus now being provided by the Citizens@Leeds approach will look at

ways in which more support can be provided to those furthest away from the labour market, those individuals and families suffering financial hardship and groups who face particular barriers to securing employment.

- 2.5. The above provision is delivered alongside and is complimentary to the Department of Work and Pensions national main programmes – the Work Programme and Work Choice and services delivered through its local jobcentres; Skills Funding Agency provision targeted to the low skilled and out-of-work residents delivered by local colleges and commercial providers; and a range of largely publicly funded programmes and initiatives delivered by third sector organisations.
- 2.6. More generally, there are many initiatives currently taking place that are aimed at tackling poverty in the city. The Poverty Challenge is a partnership led initiative aimed at fully understanding the issue of poverty on the city's residents and identifying positive action to respond to such issues. The Poverty Challenge is at a critical point as it moves into its second phase and brings together citizens from across the city who are currently experiencing the real life impacts of poverty, along with key decision makers in the city. The aim being to better understand the issues of poverty and using this experience to develop actions that can make a difference.
- 2.7. Children's Services are leading initiatives such as the poverty outcomes group and the family's first agenda. The Child Poverty Outcomes Group oversees the delivery of the Child Poverty Strategy which is based around 6 priority outcomes. These include, amongst other things, providing clear routes into sustainable work, meeting families' housing needs quickly and effectively and maximising income for families in poverty and on low incomes. The propositions set out in this report and earlier reports support the delivery of these outcomes. A report will be taken to the Child Poverty Outcomes Group with the aim of reflecting within the Child Poverty Strategy the contribution that the Citizens@Leeds approach can make to helping deliver the priority outcomes and providing ongoing oversight of this contribution by the Child Poverty Outcomes Group.
- 2.8. The Health and Well-being Board are also taking forward a 'health without wealth' initiative and hosted an event on health poverty issues earlier in December. This event built on the new Joint Health and Wellbeing Strategy which has a very clear vision with a particular focus on the issue of health and poverty.
- 2.9. There is also good work being undertaken under the identity of Disrupting Poverty in Leeds that has been running for a couple of years and is independent and citizen led.
- 2.10. Collectively, all of this positive and proactive action, supported now by the proposals in this report, start to establish a coherent response to poverty in Leeds.

3. Main Issues

- 3.1 In response to the issues identified above a new approach under the identity of Citizens@Leeds has been developed to ensure a focus on inclusive, locally provided citizen-based services delivered through a community hub approach, which address an individual's and their families wider needs in a more integrated and focussed way.
- 3.2 Three key propositions have been prepared that set out the building blocks for a city-wide response to tackling poverty and deprivation. The three propositions cover:
 - The need to **provide accessible and integrated services**;
 - The need to **help people out of financial hardship**, and;

- The need to **help people into work**.

3.3 A fourth proposition has been developed as part of the Citizens@Leeds proposals and whilst this proposition has a wider focus than just poverty and deprivation, it will make a significant contribution to our Citizens@Leeds aspirations. The fourth proposition is:

- The need to be **responsive to the needs of local communities**.

3.4 This report recognises the need to develop practical solutions that are sustainable and scalable to meet the significant challenges faced by our citizens. There is also a recognition that this needs to be done in the context of the significant financial challenges facing the Council. A report to the November 2013 meeting of Executive Board introduced the first two propositions and Members agreed a number of proposals and initiatives to take forward. This report sets out the detail of the third proposition relating to helping people into work, whilst a separate report on this agenda responds to the issue of being responsive to the needs of local communities.

3.5 *Helping people into work*

3.5.1 The issue of helping people into work must feature in any attempt to tackle poverty and deprivation as work can be one of the main ways out of poverty. Helping people into work is a key objective within the Best Council Plan (e.g. the need to promote sustainable and inclusive economic growth) and our activities in this area will make a significant contribution to the best council outcome of improving the quality of life for our residents, particularly those who are vulnerable or in poverty.

3.5.2 The helping people into work proposition attached at appendix 1 is about how we can use the impetus and support behind the Citizens@Leeds initiatives to build on and improve the existing approach and help more people escape poverty through work. Work has already commenced to better understand the needs of specific localities and customer groups and ensure that partner provision is aligned to make best use of resources in meeting local needs. Avoiding duplication of provision is central to the local commissioning processes, however, further work is required to more effectively integrate employment support and learning provision across providers and within and across localities in the city in order for these key customer groups to improve and sustain outcomes for individuals.

3.5.3 The city council, working with the city region, has established a formal partnership with Joseph Rowntree Foundation (JRF), an independent charitable foundation based in York and working across the UK, to understand the impact economic growth does, or indeed could, have on helping to address poverty. It is a 4 year programme of research and development on cities, growth and poverty which aims to identify what can be done, by whom, at a city/city-region level to create more and better jobs that help lift people and places out of poverty. The research will concentrate on three key areas of focus:

- a) **Jobs** - What can cities do to be more effective in connecting growth and poverty?
- b) **Incentives** - Why should cities link growth and poverty?
- c) **Places** - Neighbourhoods: How does growth impact on poor neighbourhoods and can these neighbourhoods be more effectively connected to city growth?

3.5.4 We see the partnership with JRF as a very positive piece of work that can contribute to the development of our Citizens@Leeds agenda and will use the outcome of their

national research to develop local solutions in Leeds that help address the poverty challenge.

3.5.5 The following key areas of focus for the Citizens@Leeds helping people into work proposition are proposed:

- Joint working with partners and other agencies to share information, intelligence and data at a local level to maximise the use of existing resources and capacity through effective prioritisation and targeting of services to those furthest from work;
- Joint working between services and partners to develop a customer focused case work approach to ensure that barriers to accessing training and employment are removed or can be overcome, and;
- Joint working with the new Community Committees and through the new Community Hubs to develop specific and targeted activities at a local level to address gaps in provision to help people into work.

3.5.6 In progressing this proposition and responding to the key areas of focus identified above, the following proposals are made and will be progressed by a range of services across the council working closely with key partners:

- a) As part of the community hub developments outreach solutions will be developed as part of the proposed mobile and pop-up service provision to ensure we reach targeted communities with the offer of employment advice and support. This will be intelligence driven ensuring that we focus our resource and capacity on those most in need and/or furthest away from the labour market. Particular focus will be given to reaching local authority housing tenants, being aware that some of our social housing estates experience the greatest concentrations of worklessness.
- b) We will identify particular groups of people and communities who face more challenging barriers to getting into work and will develop solutions, working with our partners, which seek to remove such barriers.
- c) We will develop a pilot initiative with Jobcentre Plus to provide wrap around support and mentoring to help people move closer to employment. The pilot will be focused on a small group of people affected by the welfare changes and receiving additional support from the council but who have not secured employment through the Work Programme. The pilot will be based on the wrap around support provided in line with the Citizens@Leeds approach and is intended to gauge the effectiveness of this approach in helping long term unemployed into work compared to the more traditional approach.
- d) We will focus particular activity on individuals who are disabled, particularly those with mental ill-health and physical disabilities, developing actions and initiatives which support people with disabilities into employment. We will also ensure we build upon and enhance linkages with current work. For example, the Joint Health and Well Being strategy includes getting more people back into work as a priority with a particular emphasis on those with learning disabilities and those in contact with mental health services.

- e) We will also focus particular employment and skills related advice and activity on care leavers – this will link in with a similar focus under the financial hardship proposition as reported to Members in the November report.
- f) In developing the community hub concept we will build on existing good work with local secondary schools to identify what additional support could be provided through the hub approach to provide employment and skills advice and support for young people at risk of becoming NEET.
- g) We will build on the work currently undertaken in regard to volunteering, making stronger links with the volunteering centre, in order to maximise the use of volunteering to assist in people securing relevant skills and experience that will get them closer to the employment market.
- h) All community hubs will include some form of employment advice and skills provision and will also be a focal point for local employers to advertise vacancies and other job related opportunities.
- i) Officers will progress a more challenging dialogue with the Department for Work and Pensions, both at a local and national level, with a view to better influencing activities related to the commissioning of local employment and skills services.
- j) We will develop a joint initiative with Jobcentre Plus that focuses on support for council tenants in receipt of discretionary housing payments who have been through the work programme but remain unemployed.
- k) We will work with the Joseph Rowntree Foundation to find new ways to link economic growth and poverty reduction.
- l) We will also progress work which seeks to consider the issue of in-work poverty and what more can be done to support individuals suffering hardship through low pay. This will include actions to support the city's aspiration for a living wage economy as well as considering the contribution of zero hour contracts and part time contract arrangements on the issue of in-work poverty.
- m) We will build on the existing good work we do as one of the largest employers in Leeds through the Work@Leeds programme with opportunities for work experience placements, traineeships and apprenticeships targeted to those in most need and we will work with other large public and private sector employers in the city to also do more.
- n) We will continue to secure employment and skills opportunities for local residents by working with contractors and developers through our procurement and planning functions.
- o) We will take forward discussions with the Young Foundation around developing a new partnership which will co-design campaigns, projects, enterprises and institutions that have the potential to create a more sustainable city. This work will have an emphasis on community action and co-designing solutions with some of our most vulnerable communities.

- p) We will consider the need for a social contract approach to be adopted for some or all the above initiatives to ensure the issues of expectations and conditionality are clear to help deliver the best results from this work.

4. Corporate Considerations

4.1 Consultation and engagement

- 4.1.1 The report provides information on the progress with the Citizens@Leeds approach to tackling poverty and deprivation and does not require public consultation at this stage. The further development of specific initiatives set out in this report will be subject to engagement with communities and service users as required.
- 4.1.2 The proposals outlined in this report will be supported by a full process of engagement and communications with services, staff and trade unions. It is imperative that colleagues are fully involved in the design and delivery of this new approach to ensure ownership of the approach moving forward. This process has already started with senior managers through a number of governance groups and staff communications have been posted alongside the publication of the November Executive Board report. Further communications will be developed to support dissemination of the proposals within this further report.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 There are clear links between poverty and inequality of outcomes in relation to education, employment, health and life expectancy. The propositions focus on supporting citizens to improve outcomes by working closely with individuals to develop personalised packages of support and creating accessible and integrated service hubs that reflect the needs of an area and the communities within it.
- 4.2.2 The propositions focus on addressing inequality and it is intended that measures will be developed to gauge the extent to which they are positively impacting on poverty in the city.
- 4.2.3 An equality screening exercise has been completed which identifies the significant contribution the Citizens@Leeds proposals are expected to contribute to equality issues in the city – a copy of this is attached as appendix 2. Specific equality impact assessments will be undertaken on specific initiatives and decisions as required.

4.3 Council Policies and City Priorities

4.3.1 Addressing poverty and deprivation is a key priority for the Council. The Best Council Plan 2013-17 identifies three key outcomes that need to be achieved if we are to achieve our best council ambition. These cover the need to improve the quality of life for our residents, particularly those who are vulnerable or in poverty; the need to make it easier for people to do business with us, and; the need to achieve savings and efficiencies required to continue to deliver frontline services. The proposals in this paper are intended to make a significant contribution to the delivery of our best council outcomes and will help achieve a number of the stated objectives, with a particular focus on ensuring the provision of high quality public services; becoming an efficient and enterprising council and; promoting sustainable and inclusive economic growth. The activities set out in this report will also support the delivery of the Safer and Stronger Communities Plan, the Children's and Young People's Plan, the Child Poverty Action Plan and the Leeds Joint Health and Wellbeing Strategy all of which have a strong focus on addressing debt, maximising income and moving people and families out of poverty.

4.4 Resources and Value for Money

4.4.1 The proposals set out in this report look to provide longer-term solutions to issues created by the welfare change programme and the economic situation and are intended to reduce dependency on locally funded benefits and financial support schemes and increase community resilience by tapping into the potential within communities to deliver local solutions. Many of the specific proposals identified in this report can be funded from existing budgetary provision. Potential funding streams for this activity include the large casino related Social Inclusion Fund as well as using funding previously allocated to the Under-occupation Incentive Scheme – this scheme is currently suspended in light of the Housing Benefit changes relating to under-occupancy. Additional funding is likely to be required to deliver some of the more significant aspects of the propositions, but any additional funding requirements will be subject to the development of robust business cases and separate approval arrangements in accordance with the council's decision making processes.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no specific legal, access to information or call-in implications arising from this report at this point in time.

4.6 Risk Management

4.6.1 The main risk to the delivery and success of the Citizens@Leeds propositions that form the new approach for tackling poverty and deprivation relates to demand and capacity to meet demand. The report sets out proposals for initiatives that are limited and controlled in the first instance but which are intended to be scalable and which will help gauge capacity issues to roll out the initiatives further.

5. Conclusion

5.1. A new approach is needed if we are to make a difference in tackling poverty and deprivation in the city. The current delivery of services, whilst of a high quality and efficiently delivered, is not sufficiently integrated or accessible to deliver the support citizens require. There is a need to rethink the way we make services accessible, the way we package support around the needs of individuals and the way we engage and

work with communities to develop locally driven sustainable solutions. The proposition set out in this report recognises the need to move away from short-term fixes to support people in need and, instead, to recognise the benefits of developing longer-term approaches that ultimately remove or reduce the need for support. This will only be achieved by working differently as a council and engaging effectively with external partners.

6. Recommendations

6.1. Members of Executive Board are recommended to:

- i. Endorse the “helping people into work” proposition as detailed at appendix 1;
- ii. Agree the areas of focus summarised in paragraph 3.5.5, and actions and initiatives detailed in paragraph 3.5.6, to support implementation of the helping people into work proposition and authorise the Assistant Chief Executive (Citizens and Communities), working with other Directors and partners, to take forward the agreed actions.

7. Background documents¹

7.1. None.

¹ The background documents listed in this section are available to download from the Council’s website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Citizens@Leeds – The Vision for Helping People in to Work

Introduction

A key objective of Citizens@Leeds will be to ensure that those seeking employment and/or training have easy access to advice, support and awareness of, training and employment opportunities. One of main reasons for setting up the new Citizens and Communities directorate is to respond to the issues of welfare reform and increasing poverty. Helping people into work is one of the key ways out of poverty. This objective has very strong links with other Citizens@Leeds objectives relating to accessible services and financial inclusion.

There are many national, regional and locally delivered employment and skills interventions delivered by a number of organisations from across all sectors which do not always support effective, efficient use of resources and or meet specific customer needs. Competition, complexity and nationally set eligibility criteria sometimes prohibit effective join-up to provide a coherent offer and seamless delivery and this can be difficult for customers to understand and obtain the support they require.

If we are to help people into work as a means of escaping from poverty we will need to:-

- Challenge and support individuals to be motivated to seek work
- Ensure that individuals receive impartial advice and guidance and information on the current labour market opportunities and in demand job roles
- Support individuals to acquire the skills they need to secure an sustain work
- Create customer pathways of aligned skills and employment support services linked to in demand entry level job roles

There are many examples of successful work in each of these areas but we now need to identify how we can use the impetus and support behind the Citizens@Leeds initiatives to build on the existing approach and help more people escape from poverty through work.

Current Position

There are currently 64,510 benefit claimants aged 16 to 64 years in Leeds and over 1,600 young people aged 16 to 19 years old not in employment, education or training. There are also 2,465 unemployed 16-24 year olds who have been out of work for more than 6 months. Over 10% of the working age population in Leeds have no qualifications and 12.7% are only qualified to Level 2.

There are many national, regional and locally delivered employment and skills interventions delivered by a number of organisations from across all sectors which do not always support effective or efficient use of providers or meet specific customer needs. Competition, complexity and nationally set eligibility criteria sometimes prohibit effective join-up and alignment of provision from across a number of Government Departments and agencies.

The council currently supports over 10,000 residents each year with information, advice and guidance and job brokerage services through its network of Jobshops located in joint service centres and one stop centres across the inner city. In addition, there is targeted support to over 7,000 residents each year with low skills levels to re-engage with learning, acquire new skills and qualifications that will support them into work.

Over 1,000 courses are delivered at 200 venues through the Adult and Community Learning programmes delivered through a wide range of public, private and third sector deliverers. The majority of these jobseekers and learners are in receipt of an out-of-work benefit.

The above provision is delivered alongside and is complimentary to the Department of Work and Pensions national main programmes – the Work Programme and Work Choice and services delivered through its local jobcentres; Skills Funding Agency provision targeted to the low skilled and out-of-work

residents delivered by local colleges and commercial providers; and a range of largely publicly funded programmes and initiatives delivered by third sector organisations.

Working with the city region the council has established a formal partnership with Joseph Rowntree Foundation (JRF), an independent charitable foundation based in York and working across the UK, to understand the impact economic growth does, or indeed could, have on helping to address poverty. It is a 4 year programme of research and development on cities, growth and poverty which aims to identify what can be done, by whom, at a city/city-region level to create more and better jobs that help lift people and places out of poverty. The research will concentrate on three key areas of focus:

- Jobs - What can cities do to be more effective in connecting growth and poverty?
- Incentives - Why should cities link growth and poverty?
- Places - Neighbourhoods: How does growth impact on poor neighbourhoods and can these neighbourhoods be more effectively connected to city growth?

This detailed research can make a significant contribution to the development of the Citizens@Leeds agenda using the outcome of national research to develop local solutions in Leeds that help address the poverty challenge.

New Vision and Opportunities

The Citizens@Leeds programme provides an opportunity to work with colleagues and partners to identify where the new programme can contribute and assist the services already provided. It can be used as a catalyst to provide impetus and stimulation to develop much of the good work in progress. A number of areas for focus are outlined below.

Joint working with partners

There is an opportunity to use the Citizens@Leeds programme to encourage and develop the work with partners and agencies with better coordination and more effective alignment so that we can:

- Share information, intelligence and data at a local level
- Maximise the use of existing resources and capacity by avoiding overlap and duplication
- Further prioritise and target services for those furthest from work
- Embed a customer focused case work approach
- Work together to remove barriers to accessing training and employment
- Progress a more challenging dialogue with the Department for Work and Pensions at local and national level to influence activities related to the commissioning of local employment and skills services.
- Continue to monitor the universal credit pilot schemes and influence government for change which helps people to transition from benefits to work.
- Continuing the work with JRF to find new ways to link economic growth and poverty reduction.

Determining priorities and target areas

The challenging constraints on resources and the increasing demand for services means it is necessary to prioritise and target our efforts on those in most need and those who are furthest away from the labour market. We will identify particular groups of people and communities who face more challenging barriers to getting in to work and develop solutions with partners to remove those barriers. Some initial suggestions on those groups are:

- Working with Job Centre Plus to target those in long term receipt of Job Seekers Allowance in particular those leaving Work Programme provision
- Focus activity on individuals with mental health and physical disabilities
- Focus particular employment and skills related advice and activity on care leavers.
- Reaching local authority housing tenants as some of our social housing estates experience the greatest concentrations of worklessness

Using the community hubs

The developing ideas on providing services through community hubs gives opportunities to provide more joined up and integrated support for helping people in to work building on the many local initiatives that are already happening. Ideas under discussion include:

- Developing outreach solutions as part of proposed mobile and pop-up service provision to ensure we reach targeted communities with the offer of employment advice and support.
- Building on existing work between employment and skills service, children's services, and local secondary schools to identify additional support which could be provided through the hub approach, for young people at risk of becoming NEET.
- All community hubs will include some form of employment advice and skills provision
- Community hubs could become a focal point for local employers to advertise vacancies and other job related opportunities.

Volunteering opportunities

We can build on the current good work on volunteering making stronger links with the volunteering centre to maximise the use of volunteering to assist people in obtaining relevant skills and experience which will help them get in to work.

In-work poverty

We know that poverty is something that affects people in work as well as those out of work. We need to progress work on the issue of in-work poverty and consider what can be done to support individuals suffering hardship through low pay. This will include actions to support the city's aspiration for a living wage economy as well as considering the contribution of zero hour contracts and part time contract arrangements on in-work poverty.

Developing employment and work experience opportunities

As one of the largest employers in Leeds we already have a number of initiatives to provide work experience and apprenticeship opportunities focused on those most in need but we can do more. We have delivered new opportunities through our purchasing and procurement activities and will review how this is working to ensure that we maximise the opportunities for local people. We can also lead by example and encourage other employers in both the public and private sectors to do more.

A new social contract

The commission on the future of local government referred to the need for the development of a new social contract. We need to develop the idea of a new social contract and how we can more effectively support and enable those able to work to secure employment. What should we expect of citizens in return for the support given? How can we use incentives to encourage and motivate people to help themselves to be more ready for work?

Next Steps

There is overwhelming political support for the Citizens@Leeds programme and a clear imperative that we need to have a greater impact on outcomes relating to helping people in to work. The creation of the Citizens@Leeds Programme Board brings together most of the Council's key stakeholders who will be able to help drive the agenda on helping people in to work. The next step is to discuss and share the ideas developed under the citizens@leeds – helping people in to work proposition more widely across the council and with partners and agencies. The involvement and active support of all the key players is essential if we are to make a difference. The key focus areas outlined will be used to develop and agree a planned programme of specific actions to build on and improve the existing approach to helping more people escape poverty through work.

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Citizens and Communities	Service area:
Lead person: Anne McMaster	Contact number: 39 54032

1. Title: Citizens@leeds: developing a new approach to poverty and deprivation

Is this a:

- Strategy / Policy**

 Service / Function

 Other

If other, please specify

2. Please provide a brief description of what you are screening

The paper outlines the council’s commitment to tackle poverty and deprivation, and describes a new approach to address this vital area. The approach focuses on the propositions which cover the need to:

- Provide accessible and integrated services
- Help people out of financial hardship
- Help people into work
- Be responsive to the needs of local communities

Together these propositions provide a whole system approach and work together and in close collaboration with each other rather than being independent strands of work.

To take forward each of the propositions work programmes are being developed, which cover some of the following areas:

Accessible and Integrated Services:

- Community hubs which will provide truly integrated services – consultation and engagement is currently being planned to inform the development of the new services
- Digital access – enabling more self service where possible and appropriate which will ensure that front line officers can focus on delivering an integrated service to those most in need of support

Helping people out of financial hardship

- Affordable rent - tenants with rent arrears are growing as a result of under occupancy charges, and work is taking place to address this. A particular focus is also taking place on care leavers to support the transition from care to independence
- High cost lending and promoting more affordable financial services – many people in debt do not have access to affordable loans and this area of work seeks to address this
- Consideration is being to the new social contract and development of this

Helping people into work

- A main way out of poverty is through employment, although it is recognised that many people in employment are still living in poverty.
- Specific and targeted activities at a local level are being developed
- Partners across the city are working together to share information to maximise resources to help prioritise and target services to those furthest from work

Be responsive to the needs of local communities

- Development of community councils to enable more local engagement to influence the decision making process
- Introduction of area lead member roles to give members more information and influence from a local perspective on key service areas
- Building capacity and resilience in communities

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	√	
Have there been or likely to be any public concerns about the policy or proposal?	√	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	√	

Could the proposal affect our workforce or employment practices?	√	
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 	√ √ √	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Underpinning the new approach is the recognition of different outcomes for different people. The focus is on eradicating poverty and there is well documented evidence that people with the protected characteristics are over represented in this group.

There is a commitment to take forward the work across all the propositions using an evidence base, which includes the information relating to demographics and differentiated outcomes. There is also focus on ensuring that universal services continue to be provided in the most efficient way so that resources can be freed up, where possible to ensure more targeted work to those most in need.

As an over-arching approach to addressing poverty it is not appropriate to undertake public consultation at this stage. However, consultation and engagement has and will continue to take place in connection with specific work in this area, in the future.

- **Key findings** (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

This approach is aimed at providing practical solutions that are sustainable and scalable to meet the significant challenges faced by citizens and communities in Leeds. It recognises that the current economic climate is more difficult for some communities and aims to address this. In broad terms this focuses on those in poverty, and will support those people to move out of poverty.

Specific findings will be highlighted within each of the relevant screening/impact assessments in relation to the different propositions

<ul style="list-style-type: none"> • Actions (think about how you will promote positive impact and remove/ reduce negative impact) <p>Whilst recognising that the overall approach is inherently about addressing equality, individual equality impact assessments will take place on each of these. Any additional actions in relation to equality will then be included within the appropriate work programme and taken forward accordingly</p> <p>For each of the propositions relevant and appropriate consultation will take place in accordance with best practise in this area</p>
--

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval
Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
James Rogers	Assistant Chief Executive Citizens and Communities	16 October 2013

7. Publishing
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screenings should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	16 October 2013
If relates to a Key Decision - date sent to Corporate Governance	
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	16 October 2013