

Report of the Deputy Chief Executive and Assistant Chief Executive Citizens and Communities

Report to the Executive Board

Date: 16th December 2015

Subject: Emerging 2016/17 Best Council Plan priorities, tackling poverty and deprivation

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

At its September 2015 meeting, Executive Board agreed a renewed 'Best City' ambition aimed at tackling inequalities: for Leeds to have a **Strong Economy** and to be a **Compassionate City**, with the council contributing to this by being a more **Efficient & Enterprising** organisation. This ambition underpins the medium-term financial strategy approved by the Board in October, and is informing the development of the council's 2016/17 Best Council Plan and supporting budget (please refer to the Initial Budget Proposals on today's agenda).

To provide important context for those discussions, this paper presents the latest analysis on poverty and deprivation at both national and local levels. The findings confirm the need to concentrate and integrate efforts to tackle inequalities that exist across the city. Building on work already underway, the council's approach to responding to these challenges – what we will do and how this will be resourced – will be set out in the draft 2016/17 Best Council Plan and accompanying final budget proposals and presented to the Board and Full Council in February. The emerging 2016/17 Best Council Plan priorities are included here for Executive Board's early consideration, prior to Scrutiny helping to shape these.

Recommendations

1. Executive Board is requested to consider the emerging 2016/17 Best Council Plan priorities alongside the Initial Budget Proposals on today's agenda and for them to be submitted to Scrutiny. The annual budget proposals form part of the medium-financial strategy, the financial expression of the council's Best City / Best Council ambition, policies and priorities.
2. Executive Board is also requested to note and consider the latest analysis on poverty and deprivation and approve further work to develop a more targeted geographic approach to tackling inequalities. This will include engagement with the Community Committees to help inform this approach and the decisions they make about services and priorities for their local areas.

1 Purpose of this report

- 1.1 The report presents the emerging 2016/17 Best Council Plan priorities for the Board's early consideration that will provide the framework for the council's approach to responding to these inequality challenges. The priorities are thematic rather than spatial in nature; therefore it is important also to consider the social and economic challenges facing communities across the city when reviewing interventions and allocating resources. These emerging priorities should be reviewed alongside the Initial Budget Proposals on today's agenda.
- 1.2 Importantly, this report also presents a summary of the latest analysis on poverty and deprivation to inform the priorities, together with an outline of key initiatives aimed at tackling economic disadvantage. The findings confirm the need for more concentrated and integrated efforts to tackle the range of inequalities that exist across the city.

2 Background information

- 2.1 From both a city and council perspective, there have been many successes against the dual themes of a 'Strong economy' and 'Compassionate city', as described in September's **'Best Council Plan - Strong Economy and Compassionate City'** report to the Executive Board. However, a range of inequalities persist across Leeds, including health, educational attainment and housing, highlighted by this year's Joint Strategic Needs Assessment (JSNA¹) work. The council is working closely with a range of partners to address these challenges and in June this year the Executive Board received a **'Supporting communities and tackling poverty'** report on progress made to date and the further actions to be taken under the 'Citizens@Leeds' banner.
- 2.2 Economic growth plays a key role in tackling poverty and inequality and in September the Board approved a renewed ambition for Leeds that brings these themes together: to be the 'best city in the UK', as set out in the *'Vision for Leeds 2011-30'*, Leeds aspires to be a compassionate, caring city that helps all its residents realise their potential to contribute to and benefit from economic success, thereby tackling poverty and reducing the inequalities. The renewed ambition set the context for the medium-term financial strategy approved by the Board in October.
- 2.3 Also at its October meeting, the Board considered a 'Strong economy, Compassionate city' report, brought in response to the White Paper motion passed at July's Council on sharing economic success in the city. The paper detailed some of the key themes and practical steps the council and its partners can take to support growth and tackle poverty. The paper highlighted the continued strength of the city's economy – specifically how Leeds is well-established as the primary driver of growth and job creation in the wider region – whilst identifying the need to create routes to more and better jobs for those at most disadvantage.
- 2.4 To provide additional and updated context, today's paper summarises the latest analysis on poverty and deprivation at both national and local levels based on the Poverty Fact Book and the recently published Index of Multiple Deprivation (IMD). The Poverty Fact Book uses national and local data to help define and analyse the different poverty themes, while the IMD provides revised local area data,

¹ The Joint Strategic Needs Assessment (JSNA) is a rolling programme of needs assessments and analysis with a primary focus on Health and Wellbeing. Its purpose is to influence priorities and inform commissioning strategies and plans. The 2015 JSNA for Leeds focused on population, deprivation, housing, mental health, potential years life lost and learning disabilities.

enabling analysis of the distribution, scale and relative position of deprivation at neighbourhood, ward and local authority level. Together, these findings set out the nature, concentration and location of poverty and disadvantage in the city confirming the need to focus and integrate efforts to tackle the often multiple deprivation encountered by our vulnerable communities and to promote routes to employment and career progression for the people in these communities. The findings also confirm the JSNA key messages which are informing the refresh of the Health and Wellbeing Strategy.

3 Main issues

3.1 *Analysis of Poverty and Deprivation - Poverty Fact Book*

- 3.1.1 The 2015 Poverty Fact Book uses national and local data to help define and analyse different poverty themes and informs the council's and city's response to tackling poverty.
- 3.1.2 The Fact Book includes definitions and analysis around the two national measures of poverty: Relative and Absolute Poverty. Relative Poverty measures the number of individuals who have household incomes below 60% of the median average in that year. Absolute Poverty measures individuals who have household incomes 60% below the median average in 2010/11, adjusted for inflation.
- 3.1.3 Key findings are:
- Almost a quarter of the Leeds population – around 175,000 people across the city - is classified as being in 'absolute poverty'.
 - Approximately 20,000 people in Leeds have needed assistance with food via a food bank between April 2014-2015.
 - Over 28,000 (19.5%) Leeds children are in poverty, 64% of whom are estimated to be from working families (2013/14).
 - As of October 2015, around 73,000 Leeds households were in receipt of Council Tax Support. Of this figure over 25,000 (35%) of these households in Leeds now have to pay 25% of their council tax due to changes to Council Tax Support.
 - During 2014/15 in-work poverty was estimated to affect 15,000 households in Leeds. Just over 24,000 Leeds residents in full-time work earn less than the Living Wage and almost 8,000 Leeds workers are on Zero Hour contracts.
 - Almost 38,000 Leeds households are in fuel poverty and over 8,000 of these households are paying their fuel bills via prepayment meters (2015).
 - Access to credit and interest rates for those on low incomes or with poor credit histories also remains high. Around 121,000 payday loans were estimated to be accessed by Leeds residents in 2013.

3.2 *Analysis of Poverty and Deprivation - Index of Multiple Deprivation (IMD) 2015*

- 3.2.1 The recent update of the IMD published by DCLG in September 2015 measures relative levels of deprivation in 32,844 small areas called Lower-layer Super Output Areas (LSOAs) in England. The IMD can be used to explore changes in relative deprivation, and changes in the pattern of deprivation, between 2010 and 2015. It is important to note that the IMD is a measure of relative deprivation, not affluence, and to recognise that not every person in a highly deprived area will themselves be deprived. Likewise, there will be deprived people living in the least deprived areas.
- 3.2.2 Based on the latest IMD, early analysis has been carried out at local ward level and examining Leeds' relative position nationally. Key findings are:

- Leeds is ranked 31 out of 326 local authorities, with 105 neighbourhoods in the most deprived 10% nationally (22% of all Leeds neighbourhoods). Leeds fares relatively well in comparison to other Core City local authority areas.
- There are 164,000 people in Leeds who live in areas that are ranked amongst the most deprived 10% nationally. The corresponding figure in the 2010 Index was 150,000 people, but clearly not everyone living in these areas is deprived.
- The IMD shows the geographic concentration of deprivation in the communities of Inner East and Inner South, confirming the wider analysis of poverty and deprivation undertaken in the recent Joint Strategic Needs Assessment.
- Analysis of relative change in the city since the last Index suggests that there has been some intensification of the concentration of our most deprived and least deprived neighbourhoods.
- The age profile of our most deprived neighbourhoods confirms that our most deprived communities are also our youngest (and fastest growing).

3.3 *Key Initiatives aimed at Tackling Economic Disadvantage*

3.3.1 The 'Supporting Communities and Tackling Poverty' Executive Board report in June 2015 highlighted actions and achievements built around four propositions:

1. *Helping people out of financial hardship*: with a focus on reducing dependency on local and national benefits, improving access to affordable credit as well as tackling high cost lending, reducing debt levels and increasing financial resilience of the poorest citizens and communities in the city;
2. *Providing integrated and accessible services and pathways*: with a focus on developing integrated pathways of support that are accessible to local communities and create local partnerships between council-led services and other relevant organisations;
3. *Helping people into work*: with a focus on working with those adults who are furthest away from employment and developing programmes of support that meet individual needs and promote citizen engagement; and
4. *Being responsive to the needs of local people*: with a focus on establishing a voice for local communities within the democratic process that leads to community-supported actions to address local issues.

3.3.2 The 'Strong Economy, Compassionate City' Executive Board report in October 2015 confirmed that the challenges of deprivation have come into sharper focus as a result of austerity and welfare changes. The report proposes a new integrated approach to the regeneration of deprived areas, with a rolling programme of targeted area-wide projects. This will involve bringing together elected members, communities, and partners to set out a clear vision of how areas can develop and change. The main principles will be:

- Tackling the causes of poverty and deprivation, as well as seeking to mitigate the consequences.
- Linking the promotion of economic and jobs growth with that to tackle poverty.
- Further integrating service delivery and programmes across relevant policy areas, including bringing together initiatives aimed at supporting people, economic growth, and physical change.
- Intervening early to support people and places, seeking to tackle problems at source.

3.4 *Emerging 2016/17 Best Council Plan Priorities*

3.4.1 Drawing on the range of information on needs and activity, together with the considerations of the Executive Board in September on the council's renewed

ambition, Annexe 1 shows the emerging Best City / Best Council priorities against each of the three draft 2016/17 strategic objectives: for Leeds to have a Strong Economy and to be a Compassionate City (two Best City objectives) and for Leeds City Council to be a more Efficient & Enterprising Organisation (one Best Council objective, rolled forward from the existing 2015/16 Best Council Plan).

- 3.4.2 The emerging priorities are an evolution of those set out in the current Best Council Plan 2015-20 (update 2015/16), approved by the Executive Board in March 2015. They are based on early discussions with senior managers and members and where possible link to key partnership and council supporting plans, such as the Safer Leeds Strategy, Children & Young People's Plan and Core Strategy, and others in development such as the Health & Wellbeing Strategy and West Yorkshire Low Emissions Strategy. Work will continue to refine the priorities with accompanying narrative and key performance indicators in the coming weeks, drawing out the different ways in which the council will help people to look after themselves, others and the places they live and work by considering the respective responsibilities of the 'state' and the 'citizen' (the social contract).
- 3.4.3 This ongoing work will result in the draft 2016/17 Best Council Plan to be presented to this Board in February with the final budget proposals for consideration prior to Full Council. A central theme underpinning the content and delivery of the Best Council Plan 2016/17 will be how the council and others will continue to work together to respond to the challenges of inequality: what we will do and how this will be resourced. The JSNA, together with the recent analysis of poverty and deprivation, provides further insights into the scale and spatial distribution of inequalities. The emerging Best Council Plan Priorities are thematic rather than spatial in nature; therefore it is important also to consider the variation in social and economic conditions facing communities across the city when prioritising interventions and allocating resources in support of our Best City/Best Council ambition.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The emerging priorities set out in Annexe 1 are an evolution of those set out in the current Best Council Plan and where possible link to key city partnership and council supporting plans. Work will continue to refine the priorities with accompanying narrative and key performance indicators through engagement with members, officers, partners and the public. The draft objectives and priorities will be presented to Scrutiny Board (Strategy & Resources) in December alongside the Initial Budget Proposals.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 This report provides an analysis of relative poverty and deprivation and as such is not a decision making report so due regard is not directly relevant, however the analysis in the report provides a valuable input into equality impact assessments.

4.3 Council policies and Best Council Plan

- 4.3.1 The report presents the emerging 2016/17 Best Council Plan priorities for the Board's early consideration that will provide the framework for the council's approach to responding to the inequality challenges. As noted above, the draft objectives and priorities will be presented to Scrutiny Board (Strategy & Resources) in December alongside the Initial Budget Proposals, prior to the draft 2016/17 Best Council Plan and final budget proposals being presented to the

Executive Board and Full Council in February. This process is in accordance with the council's Budget and Policy Framework (Article 4 of the council's Constitution) and the Budget and Policy Framework Procedures Rules (Part 4 Rules of Procedure).

4.4 Resources and value for money

- 4.4.1 The analysis contained in the report is intended to provide an input into the targeting of resources and the examination of potential impact.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 N/A - all information within this report is publicly available.

4.6 Risk Management

- 4.6.1 The council's corporate and directorate risk registers will continue to be reviewed in light of changes to the Best Council Plan to ensure that the key risks that could impact upon new and evolving strategic objectives and priorities are appropriately identified, assessed and managed.
- 4.6.2 A full risk assessment will also be undertaken of the Council's financial plans - which support the delivery of the Best Council Plan - as part of the normal budget process with some of the most significant potential risks to the 2016/17 and medium-term financial strategy outlined in today's 'Initial Budget Proposals' paper. These arrangements comply with the council's Risk Management Policy.

5 Conclusions

- 5.1 Building on work already underway, the council's approach to responding to the challenges of inequality – what we will do and how this will be resourced - will be set out further in the draft 2016/17 Best Council Plan and accompanying final budget proposals to be presented to the Board in February. In the interim, the emerging 2016/17 Best Council Plan priorities are included here for Executive's Board early consideration. The priorities are thematic rather than spatial in nature; therefore it is important also to consider the variation in social and economic conditions facing communities across the city through the analysis provided by the JSNA, Poverty Fact Book, IMD and other data sources when prioritising interventions and allocating resources in support of our Best City/Best Council ambition.

6 Recommendations

- 6.1 Executive Board is requested to consider the emerging 2016/17 Best Council Plan priorities alongside the Initial Budget Proposals on today's agenda and for them to be submitted to Scrutiny. The annual budget proposals form part of the medium-financial strategy, the financial expression of the council's Best City / Best Council ambition, policies and priorities.
- 6.2 Executive Board is also requested to note and consider the latest analysis on poverty and deprivation and approve further work to develop a more targeted geographic approach to tackling inequalities. This will include engagement with the Community Committees to help inform this approach and the decisions they make about services and priorities for their local areas.

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.

Emerging Best Council Plan Priorities 2016/17 – DRAFT

ONE VISION

Our vision is for Leeds to be the best city in the UK: one that is compassionate with a strong economy that tackles poverty and reduces the inequalities that still exist. We want Leeds to be a city that is fair and sustainable, ambitious, fun and creative for all. Significant progress has been made towards these ambitions, using a civic enterprise approach, but even more needs to be done. The council will continue to work with others to achieve better outcomes for the city with our Values underpinning everything we do.

BEST CITY OUTCOMES

We want everyone in Leeds to...

Be safe and feel safe

Enjoy happy, healthy, active lives

Live with dignity and stay independent for as long as possible

Do well at all levels of learning and have the skills they need for life

Earn enough to support themselves and their families

Live in decent, affordable homes within clean and well cared for places

Move around a well-planned city easily

Enjoy greater access to green spaces, leisure and the arts

3 STRATEGIC OBJECTIVES

Leeds... A Strong Economy

Leeds... A Compassionate City

Leeds City Council... An Efficient and Enterprising Organisation

5 COUNCIL VALUES

Working as a team
for Leeds

Being open, honest
and trusted

Working with
communities

Treating people
fairly

Spending money
wisely

2016/17 PRIORITIES

Working in partnership, what we will focus on to help achieve our Best City outcomes, all aimed at tackling inequalities

BEST CITY

Leeds... A Strong Economy

- Supporting economic growth and access to economic opportunities
- Providing enough homes of a high standard in all sectors
- Improving air quality
- Keeping the streets clean
- Improving road safety
- A well-connected transport system that facilitates a prosperous economy
- Providing an inclusive, accessible range of transport options
- Attracting world class events to Leeds
- Green spaces in urban areas
- Jobs and skills *[wording TBC]*

Leeds... A Compassionate City

- Keeping people safe from harm
- Preventing people dying early
- Promoting physical activity
- Supporting healthy ageing
- Enabling families and friends who support people with care needs to continue their caring role and careers
- Building capacity for individuals to withstand or recover from illness
- Supporting children to have the best start in life
- Improving educational achievement and closing achievement gaps
- Managing the impact of welfare changes
- Supporting communities, raising aspirations

BEST COUNCIL

Leeds City Council.... An Efficient & Enterprising Organisation

- Helping our staff to feel like they count and to be their best
- Inclusive and diverse workforce planning
- Creating flexible, multi-disciplinary teams
- Simplifying and standardising internal processes through smarter systems and technologies
- Reducing the number of council buildings through better sharing of assets
- Securing more contracts with the third sector and local SMEs
- Delivering our financial strategy
- Improving engagement with the public, partners and staff
- Better joining up of information and intelligence and maximising open data
- Further developing and adopting Digital by Design principles
- Integrating Local Public Services Information and Technology services

Breakthrough Projects

Cutting through traditional boundaries and engaging partners and communities differently

- Cutting carbon and improving air quality
- World class events and a vibrant city centre that all can benefit from
- More jobs, better jobs
- Early intervention and reducing health inequalities
- Tackling domestic violence and abuse
- Housing growth and high standards in all sectors
- Making Leeds the best place to grow old in
- Strong communities benefiting from a strong city

2016/17 Key Performance Indicators

Basket of indicators to be developed after priorities agreed