



**Report of the Assistant Chief Executive (Planning, Policy and Improvement)**

**Executive Board**

**Date: 15 December 2010**

**Subject: Towards Integrated Locality Working**

**Electoral Wards Affected:**

ALL

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In  
(Details contained in the report)

**EXECUTIVE SUMMARY**

This report informs Members of Executive Board on the progress of work that is being progressed on Locality Working in Leeds.

The Locality Working Pathfinder project was commenced earlier this year and seeks to develop more integrated locality working across public services in Leeds.

The report:

- Updates Members on the progress of the Pathfinder and initial findings;
- Ask Members to endorse the proposal to implement a new locality leadership model, consisting of three Area Leader roles reporting to the Assistant Chief Executive (Planning, Policy and Improvement), to lead the integrated Locality working agenda in the three council wedge areas of East North East, South East, West North West, and;
- Recommends that Members agree a set of design principles to form the basis of what we are seeking to achieve through the locality working agenda in Leeds.

## **1.0 Purpose of this Report**

- 1.1 This report informs Members of Executive Board on the progress of work that is being progressed on Locality Working in Leeds. The Locality Working Pathfinder project was commenced earlier this year and seeks to develop more integrated locality working across public services in Leeds.

## **2.0 Background Information**

- 2.1 A locality working pathfinder was initiated earlier this year in the Council's South East wedge area of the city, incorporating the Inner South, Outer South and Outer East Area Committees. The key drivers for the pathfinder were to examine:

- Resistance to our efforts to solve long standing problems of deprivation, family breakdown, economic cycles and the continuing costs associated with them.
- The impact of major and sustained reductions in public sector spending on the local authority and its partners.
- The need to develop sustainable neighbourhoods and communities that are resilient to environmental, economic, and resource uncertainties, and;
- The need to strengthen democratic accountability at a local level.

- 2.2 Following a recruitment process, a Locality Working Pathfinder Manager was recruited and commenced work in May 2010. A Locality Working Pathfinder Programme Board, chaired by the Assistant Chief Executive (Planning, Policy and Improvement), and consisting of key council chief officers and partner representatives, was established to oversee the programme. The Programme Board endorsed key pieces of work that could underpin locality working and contribute to the development of a set of design principles to guide the work going forward.

## **3.0 Main Issues**

### **3.1 Recent history of locality working**

- 3.1.1 The city first introduced locality based arrangements when it established a community involvement team structure in 1999. In 2004, these arrangements evolved into the current Area Committee structures and, at the time, also incorporated a model of five District Partnerships to align to the Leeds Initiative at a local level. To support this structure, five Area Management teams were established. The intention of these arrangements was to improve the responsiveness of services to local priorities and to ensure closer working between services to meet local needs.

- 3.1.2 To help support the Area Committees a number of functions were delegated to them. The functions, known as Area Functions, were delegated along with annual revenue and capital budget for the Committees to allocate as local priorities dictated. This provided a significant shift in arrangements at a local level, aiming to give the new Area Committees real delegated responsibilities, rather than the mainly consultative role of the Community Involvement Teams which had preceded them. However, this activity resulted in only limited agreement and a very modest level of real delegation. Even where services were included in the delegated functions of Area

Committees, the level of flexibility for the Area Committee to make any significant local changes was very limited.

- 3.1.3 In 2007, the number of Area Management teams supporting the Area Committees reduced from five to three. At that time the five District Partnerships were also wound up and replaced by an advisory group of partner leads supporting the Area Committees. This change broadly retained the co-terminosity of the Council's administrative boundaries with those of the Police, ALMOs and NHS. Around the same time the need for service specific locality roles was identified by Children's Services and Adult Services. These senior roles sought to promote the integration of services in their respective professional areas. Given the nature of the safeguarding responsibilities, the diversity of the preventative work, and the developing structures between schools, Children's Services opted for five 'wedge' areas, despite Area Management having moved to three. Through these roles and others, important progress towards integration has already been achieved.
- 3.1.4 However, with our current arrangements, there is a risk that as we continue to develop more locality based working, we replace centralised service silos with area based ones and the real opportunity for public sector integration and the delivery of more cost effective and targeted services for the benefit of the residents of Leeds will continue to elude us.
- 3.1.5 The focus on local priorities has, nevertheless, led to some real achievements in community engagement, partnership working and improvements at neighborhood level in the most deprived areas of the city. Members recognise the potential and importance of Area Committees, although, there is a degree of frustration at the limited nature of their powers and responsibilities. Each Area Committee has its own distinct character with strengths and weaknesses across the city. This is reflected in the experience of Members which ranges from strong support to disappointment and scepticism. It is also clear that the Council's separate directorate approaches to locality working, whilst necessary, has led to the duplication of effort and increased associated costs. Current local partnership set-ups are not being used to best effect and it is not always clear how the collective endeavors and capacity is being harnessed and used to influence policy and practice locally and more importantly, at the centre. Finally, whilst improvements in local democratic engagement of elected members has been achieved, there is clearly scope for developing local decision making even further.

## **3.2 The South East Locality Working Pathfinder**

- 3.2.1 Public services in Leeds are largely delivered top down. They are centrally managed and controlled and they are not sufficiently integrated at a local level to deliver a timely response to the needs of residents. We also recognise that due to the way many services are organised, they do not generally encourage communities to take more responsibility for themselves and do not facilitate voluntary efforts as much as they might. At the same time, in some of our communities, we continue to face the affects of deep rooted problems of deprivation, family breakdown and long term unemployment with all the associated high social protection costs. The lack of integration of our services and the minimal reflection of the diverse needs of localities impedes the ability of the council and its partners to deliver sustainable solutions to complex problems and create a service offer that responds to the differing needs and circumstances across the city. I think there is another effect of top down services.

3.2.2 Whilst a clear threat, the financial climate is also an opportunity to challenge ourselves about public service delivery, efficiency and effectiveness, cultural change, and the way that our workforce delivers services together. It provides for genuine opportunities for service transformation and to work to:

- Design and develop services which better address the needs of local people particularly those individuals with the most complex needs;
- Identify efficiencies through collaborative working and redesigning services;
- Develop and further improve local leadership skills and capabilities to lead across service boundaries to improve outcomes;
- Develop a legacy of collaborative working leading to greater sustainability and reduced dependency, enabling more people to do more for themselves, and;
- Inform a blueprint for integrated working for the city.

3.2.3 The Pathfinder Programme Board has met monthly since April 2010. The meeting is chaired by the Assistant Chief Executive (Planning, Policy and Improvement). Membership includes Chief Officers from all Leeds City Council directorates and has grown to include senior managers from the Police, Third Sector, Health, and the ALMOs.

3.2.4 The Pathfinder Programme Board has received reports on the progress of the pathfinder and has considered the following issues:

- Fragmentation and duplication of services;
- Inability to solve the 'deep-rooted issues';
- Insufficient join-up between corporate and locality to realise one council working for communities;
- Little local influence on citywide policy and practice, and;
- Insufficient involvement of ward members in setting and progressing local priorities for council services.

3.2.5 In response to these considerations, key pieces of exploratory work have been developed and are being shaped by the Board. Some of these include:

- Think Family approaches
- Total Place resourcing considerations
- Asset and resource mapping
- Review of locality partnerships
- Efficiency and effectiveness work
- Neighborhood typologies
- Locality planning
- Changing the workplace
- Integrated environmental services
- Mapping of key service boundaries and exploring locality redesign

- Delivering workshops on integrated locality working

3.2.6 In response to the specific issues detailed in 3.2.4, the Pathfinder Board and the Corporate Leadership Team has considered as a first step:

- The need to establish strong member and officer governance arrangements to tie local and corporate working closer together;
- The integration and delegation of further services to area committees and;
- A move to a single one-council area leader role (three in total in the city) reporting corporately and working alongside individual council directorates.

### **3.3 Delegation of Environmental Services**

3.3.1 One example of the work that the Pathfinder Board has promoted and supported is the integration and delegation of Environmental Services. The Chief Officer (Health and Environmental Action Services) has progressed a piece of work on the development of an integrated approach to delivering environmental services. The Chief Officer has also briefed Area Chairs and through them, Area Committees, on the proposals for local delegation of major elements of the streetscene service (excluding refuse collection and recycling) to improve their accountability and responsiveness to local need and to meet the aspirations of local people and members.

3.3.2 A steering group for the work has been established to ensure that the delegation is secured within the governance structure of the Council. It is envisaged that there will be a phased approach to the new delegations. Key elements will include the negotiation of an annual service level agreement between Streetscene and the Area Committee; the provision of timely and appropriate performance information to determine impact; and the deployment of resource to support and enable Area Committees to handle the responsibilities of the new delegations.

3.3.3 As part of this phased approach, active consideration is being given to how a wider range of locality based services including the work done by Environmental Action Teams (which involves Environmental Enforcement) can be made more accountable to area committees and reflective of the wider locality working agenda.

3.3.4. The results and success of this piece of work will be used to help identify other areas of council activity for delegation to Area Committees in due course.

### **3.4 Area Leader Roles**

3.4.1 The Pathfinder's work has led to the development of a 'One Council' Area Leader role (three roles in total) to operate in each of the Council's wedge areas ENE, SE, and WNW. A job description has been developed reporting to the Assistant Chief Executive (Planning, Policy and Improvement) and an HR process is currently being progressed to recruit to the new posts, which will effectively reduce eight posts that previously existed in Environment and Neighbourhoods and Children's Services to three.

3.4.2 In addition to supporting the development of the Area Committee agenda and improvements in customer engagement and empowerment, the role seeks to 'coral' and strengthen local leadership and management from across a range of council

services to deliver greater collective impact on the ground. In doing so, the role will work with leaders in partner organisations to directly address the issues outlined earlier in this paper.

- 3.4.2 The Area Leader role will be supported locally by a team of Area Management staff who will transfer from Environment and Neighbourhoods to the Planning, Policy and Improvement team in the new year.

### **3.5 Design Principles for Locality Working**

- 3.5.1 Whilst initially focusing on the South East area of Leeds, the early work of the Pathfinder has articulated a clear direction of travel for enhancing locality working across the city.
- 3.5.2 The current financial climate suggests more active consideration to extending the locality working approach in South East Leeds to the other two wedges as soon as possible. Indeed, in practical terms, it will be difficult to implement revised service delivery arrangements in one part of the city whilst retaining existing working arrangements in others.
- 3.5.3 To support these developments, ten design principles for locality working (attached as **Appendix 1**) have been developed to underpin the further development of locality working in the city. They seek to be reflective of, and to build upon, the good local work already being done by the Council and with/by our partners.
- 3.5.4 These principles outline the ambition that we are seeking to achieve through our locality working agenda and Members are asked to formally agree these principles to establish the strategic direction for taking this work forward.

### **3.6 Communications and Engagement**

- 3.6.1 The Pathfinder Manager has visited Leeds City Council Directorate Senior Leadership Teams to provide updates on the work of the Pathfinder, gather reflections on the approach, and explore how Directorates can best contribute to locality working and be best served by it.
- 3.6.2 South East Area Committee Chairs have also been briefed through a member steering group meeting on the work of the Pathfinder.
- 3.6.3 Area Committee Chairs have been briefed on the work by the Executive Member and the Director of Environments and Neighborhoods at meetings with Area Committee Chairs and by the Assistant Chief Executive (Planning, Policy and Improvement) through presentations to Boards such as 'Narrowing the Gap'.
- 3.6.4 Partners have been involved in the development of the work through the Programme Board and through local South East partnerships engaging in seminal workshops on integrated working and discussions at their partnership meetings. Partners involved in the work thus far have been very supportive of this new direction of travel for locality working and have indicated a willingness to support this work in their own area of activity wherever possible. The importance of this work and the need to share more broadly now across the city is well recognised. Work is already underway at the time of writing to share the contents of this paper and to consult on the draft design principles for locality working with area committees in December 2010 and January 2011, Directorate Senior Leadership Teams, and appropriate

strategic citywide and locality partnership boards. A communications strategy for broader engagement, including partners, is in development.

#### **4.0 Implications for Council Policy and Governance**

- 4.1 There are policy and governance implications for the creation of an Area Leadership function and its reporting corporately, via the Assistant Chief Executive (Planning, Policy and Improvement).
- 4.2 The responsibilities for some Area Management staff and the delegations for the management and oversight of area based working, currently assigned to the Director of Environment and Neighbourhoods, and concurrently delegated to the Chief Regeneration Officer, will be transferred to the Assistant Chief Executive (Planning, Policy and Improvement). Arrangements are being made to formalise this transfer of responsibility through the review of Environment and Neighbourhoods senior staffing arrangements which is currently being progressed and is subject to separate decision making arrangements.
- 4.3 There may well be further governance implications as the work progresses, for example, on the local delegation of services, as the principles for locality working are implemented.
- 4.4 As regards the role of Area Leaders, it is too earlier to determine whether formal delegated responsibility ought to be provided to these roles at this time, as further detailed work is necessary following agreement of the design principles.

#### **5.0 Legal and Resource Implications**

- 5.1 These proposals will be taken forward in the context of current resourcing pressures facing the authority. Specifically, with the creation of the new Area Leader role, savings will be made from a reduction of eight locality posts graded director 60% to three posts. The full year effect of this will, in time, equate to a saving of £428,666 per annum, based on current costs, through the deletion of existing posts.

#### **6.0 Conclusions**

- 6.1 Our history of locality working provides an opportunity to learn from, and improve upon, our experiences in working and thinking more local. The current financial climate demands a consistent approach to locality working that is also reflective of the differences in our neighbourhoods and communities. This consistency is best achieved through the implementation of a set of design principles for locality working (Appendix 1) and the recruitment of three Area Leader roles to drive change in local services. The Area Leaders will take a lead responsibility for working up proposals for locality working at a more local level.

#### **7.0 Recommendations**

- 7.1 Members of Executive Board are recommended to:
- a. Note the progress made on the Locality Working Pathfinder project to date;
  - b. Ask Members to endorse the proposal to implement a new locality leadership model, consisting of three Area Leader roles reporting to the Assistant Chief Executive (Planning, Policy and Improvement), to lead the integrated Locality

working agenda in the three council wedge areas of East North East, South East, West North West, and;

- c. Agree a set of draft design principles (**Appendix 1**) to form the basis of what we are seeking to achieve through the locality working agenda in Leeds and to endorse the development of a communications strategy to consult upon and inform the further development of this work.

Background paper - Leadership and Management Arrangements for Integrated Locality Working, Report to CLT 28 July 2010.