

Report of the Director of Communities and Environment

Report to Executive Board

Date: 15th November 2017

Subject: Locality Working – Tackling Poverty and Reducing Inequalities

Are specific electoral wards affected? The work has implications for all wards in the city where the effects of poverty and inequality exist.	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If yes, 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

1. The City Council has a long history of locality working and has for some time had a focus on tackling poverty and inequality, particularly in our poorest neighbourhoods.
2. Over the course of the last ten years, some neighbourhoods in Leeds have become poorer and outcomes for these neighbourhoods have deteriorated with increasing poverty and inequality.
3. The most recent indices of multiple deprivation identified that there are sixteen neighbourhoods in Leeds that are categorised as being in the most deprived 1% of neighbourhoods nationally.
4. The case to focus capability and capacity and maximise the contribution and impact of the whole council and its partners in our most challenging neighbourhoods has strengthened over the past decade and is now compelling.

5. This report seeks to articulate a new place-based integrated approach to service delivery and a new approach to tackle poverty and reduce inequality in some of our poorest neighbourhoods.
6. This new approach seeks to: prioritise our collective endeavour and resources, using our own staff resource, capacity and capability more effectively; develop improved working relationships with our partners locally; enhance the centrality of community committees to locality working led through elected members; ensure we work closely with communities so that we do things with and not to people; and, enable culture change in the council and across our local partnerships.

Recommendations

1. Approve the deployment of a new place-based approach to early intervention and prevention for tackling poverty, reducing inequality and addressing vulnerability in Leeds.
2. Request the Director for Communities and Environment to provide an annual progress report on the impact of the work as it develops.

1. Purpose of this report

- 1.1 This report seeks to articulate a new place-based integrated approach to service delivery and a new approach to tackle poverty and reduce inequality in some of our poorest neighbourhoods.
- 1.2 This new approach seeks to: prioritise our collective endeavour and resources, using our own staff resource, capacity and capability more effectively; develop improved working relationships with our partners locally; enhance the centrality of community committees to locality working led through elected members; ensure we work closely with communities so that we do things with and not to people; and, enable culture change in the council and across our local partnerships.

2. Background information

- 2.1 This Council has a longstanding and proud history of addressing poverty and tackling inequality in Leeds. In recent years, and as public sector funding has reduced the Council has been mindful of the impact on already deprived communities of the many related factors that can exacerbate poverty and inequality. The report on equality improvement priorities received by Executive Board in July 2017 and the annual progress report on equality improvement priorities 2017 both clearly articulated the differential experiences and the disproportionate life limiting impact of poverty and inequality on equality communities in the city. Many of whom reside in our most challenged neighbourhoods. It's why a Leeds Inclusive Growth Strategy which serves to benefit everyone in the city is now paramount and the case for reducing inequality in the city is now increasingly seen as an opportunity to improve the city's economic performance, as well as reducing the demand on already stretched services.
- 2.2 As the Council has deepened its understanding of the issues faced by citizens and communities in poverty in Leeds, it has sought to flex and change its approach to better address its causes. Indeed, Executive Board received a report in June 2015 on the Citizens@Leeds approach to supporting communities and tackling poverty built on four propositions as the building blocks for a city-wide response to tackling poverty and deprivation. The four propositions sought to address the need to provide accessible and integrated services; helping people out of financial hardship; helping people into work and being responsive to the needs of local communities. Executive Board received an update on the progress made at its September 2017 meeting and requested a report to be brought forward in November on a new more integrated approach to the work of the Council in relation to the city's most deprived wards, neighbourhoods and estates.
- 2.3 The national Indices of Multiple Deprivation data for 2015 demonstrates that some neighbourhoods in the city of Leeds have become poorer and outcomes for these neighbourhoods have deteriorated with increasing poverty and inequality. There are sixteen neighbourhoods in Leeds that are now categorised as being in the deprived 1% of neighbourhoods nationally. Whilst it is understood that poverty is complex and is influenced by a range of contributory factors it is clear that without a change in focus through locality working, comprising of joint interventions from council services working alongside those that are delivered by our partners in a more

integrated way around specific neighbourhoods, the harmful effects of poverty and inequality will exacerbate the already challenging circumstances faced by citizens in our poorest neighbourhoods.

- 2.4 We will of course still continue to deliver a range of universal services that sees, for example, our bins emptied, our places cleaned, our parks cared for and our streets policed so that people can feel safe wherever they live across the city. The council also delivers a range of personalised services that are needs-led rather than based on geography and again, these will continue to be delivered across the city. However, the case to focus capability and capacity and maximise the contribution and impact of the whole council and its partners in our most challenging neighbourhoods has strengthened over the past decade and is now compelling. The council needs to be more focused and more integrated with itself and its partners if we are to really continue to make a difference in tackling poverty and inequality, growing community capacity, and reducing the demand on public services.
- 2.5 Doing things differently, enabling joint interventions and service re-design in challenging neighbourhoods requires a 'can-do' approach and a culture change right across the council. It will need the deployment of asset based, strengths based and restorative approaches with an effective use of outcomes based accountability to turn the curve in these neighbourhoods.
- 2.6 It will require us to be more flexible about the deployment of council staff and resources, and an example of this is the move away from the current arbitrary geography of the 'wedges' of East North East, West North West and South East for the integration of services, to a position where resources and capacity are integrated and deployed based upon need and through maximising key strengths and capabilities in different geographic areas.

3. Main issues

- 3.1 The council's ambition is for Leeds to be a compassionate city with a strong economy and one which tackles poverty and reduces inequality. It wants everyone in Leeds to:
- Be safe and feel safe
 - Enjoy happy, healthy and active lives
 - Live in good quality, affordable homes within clean and well cared for places
 - Do well at all levels of learning and have the skills that they need of life
 - Enjoy greater access to green spaces, leisure and the arts
 - Earn enough to support themselves and their families
 - Move around a well –planned city easily, and
 - Live with dignity and stay independent as long as possible
- 3.2 At the heart of the Best Council Plan is the tackling of poverty and reducing inequalities. Poverty is undoubtedly complex with a range of factors that contribute to its proliferation and this past decade has been challenging for many people

across Leeds. The national Indices of Multiple Deprivation data¹ set clearly articulates that in Leeds in 2015² there were sixteen lower super output areas (LSOA) in the deprived 1% of neighbourhoods nationally. Whilst in 2005, there were none.

- 3.3 In May 2016, the council initiated a review of the way we work together locally across the council and with our partners. It was initiated following an analysis of the IMD 2015 data set and a workshop with key service representatives on how things were feeling in our most disadvantaged neighbourhoods in the city. The review was led by the Director of Communities and Environment and the Chief Officer for Communities working alongside a cross council team of Chief Officers and Heads of Service. The review sought to improve outcomes across the city, particularly for our most deprived and challenging neighbourhoods and for cohorts of people suffering, or at risk of, vulnerability and make a tangible impact on reducing poverty and tackling inequality, particularly in our most deprived neighbourhoods. In tackling such issues, a significant contribution could be made to supporting key service priorities including reducing the number of looked after children and supporting vulnerable adults.
- 3.4 The review considered all services across the council and identified a range of council services that could be better integrated at a local level and also services whose response to locality working could be improved for the benefit of local residents. Importantly, the review recommended a fundamental change of approach to the way we work locally with our partners and residents, focussing in on those targeted inner city wards which are in the most deprived 1% of neighbourhoods nationally and where we had significant community cohesion issues and tensions.
- 3.5 In considering our locality arrangements and the deployment of our communities team capacity across the city, it has also been recommended that the council move away from our current arbitrary split across the three 'wedges' of East North East, West North West and South East so that we can deploy our resource, capability and capacity more flexibly and in a more integrated way according to need across the whole city, and to support more focussed activity in our most deprived neighbourhoods.
- 3.6 The city already has a legacy of seeking to support our most challenging neighbourhoods dating back to the 1990s when we introduced a city priority for 'narrowing the gap'. Prior to the economic recession of 2007 significant progress was made. However, for many and varied reasons including national policy, austerity, the economic recession, deteriorating housing conditions, welfare reform

¹ The index is calculated from seven domains of deprivation (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/464431/English_Index_of_Multiple_Deprivation_2015_-_Infographic.pdf) ranging from income, employment, education, health, crime, barriers to housing and services and the living environment, weighted in that order of priority. It can be used to compare small areas across the country and larger local authority areas and it can be used to look at changes in relative deprivation between the historical versions so that the ranks of neighbourhoods between one IMD census and the next can be compared.

² <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

changes, migration and public sector budget reductions, this gap has widened for some of our communities in the last ten years. Whilst all communities have been affected in some way by these changes some of our most deprived and challenged communities have seen the worst effects of these changes. Of course, there are numerous examples of great work being done in these communities and the difference our actions are making on a daily basis. However, the external factors are so significant that our work, whilst mitigating against some of the worsening impacts of poverty, has not yet been able to make the impact we all desire to reduce poverty and inequality in our city in a meaningful way. There is an acceptance from the council and partners that some of our most deprived neighbourhoods are experiencing such challenging issues and circumstances, coupled with a continuing reduction in public sector resource and capacity, that something different must be progressed.

- 3.7 Whilst we are looking to develop more integrated approaches to the way we work locally, maintaining the statutory leadership role for key professional services in adult social care, health and children's and family services in any new place based approach or arrangement is crucial. Children's and Family services already have locality working arrangements - principally based around clusters - and adult social care based around their integration with health and their work through the city's neighbourhood networks. The scale and volume of the challenge for demand led services in these areas is such that it negatively impacts on the community's ability to thrive without lots of joint support. A placed based model built alongside a 'communities' dimension provides for further change in respect of integration, efficiency and the delivery of better outcomes for local people in our most challenged neighbourhoods. It also provides for helping communities to do more for themselves and for others helping to reduce demand on already stretched services and supports our ambitions for restorative, strength and asset-based approaches to service delivery.
- 3.8 In the area of influence where the three circles that encompass the work of Children's and Families and Adults and Health overlap with each other and that of the work in communities (marked by the green triangle, Figure 1), there is an opportunity to maximise the benefits of a place-based model which brings together separate but very much related approaches and determine the content of the collaborative and more joined up placed based interventions the city now needs to make, through locally integrated services, to tackle poverty and reduce inequality. For example, Leeds has seen an increase in the number of dependent children and young people under the age of 20 in child poverty to 37,200. It's estimated that almost 25,000 children and young people in Leeds were affected by in-work poverty, *i.e.* from a household where at least one person was in work. A more joined up place-based approach to addressing child poverty targeted at specific neighbourhoods could identify more personalised interventions at neighbourhood level that could overcome barriers to engagement and progress.

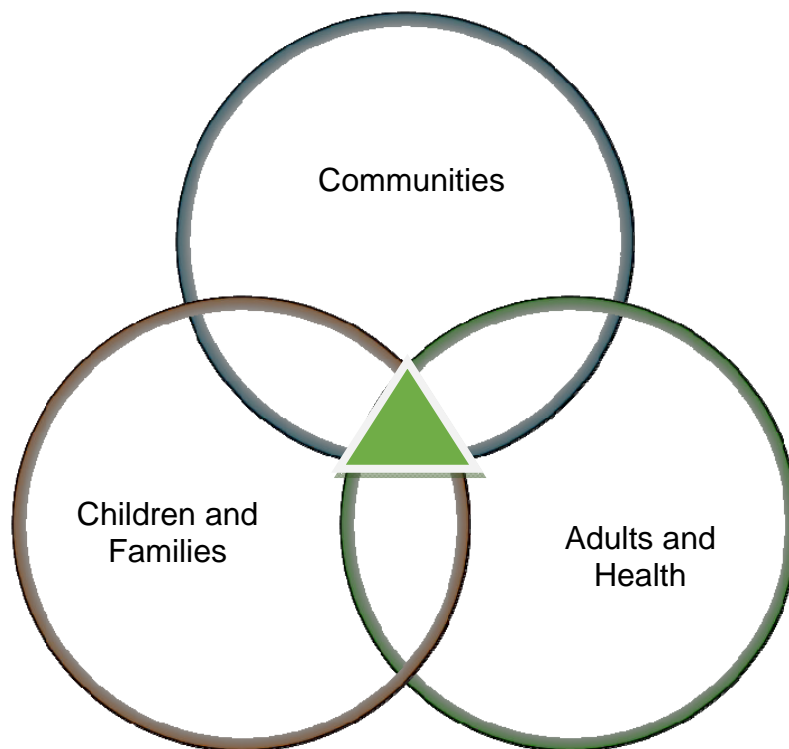


Figure 1: Maximising the benefit of a place-based model to bring together related approaches in adults/health, children and families, in communities leading to locally integrated service delivery in our most challenged neighbourhoods (illustrated by the green triangle where the three circles overlap).

3.9 Whilst the issue of why we need to change and what we wish to do differently has been addressed, the question of how we do things differently remains. Appendix 1 provides a citywide strategic framework for council services and partners to engage with residents around a place-based approach to tackling poverty and reducing inequalities. It articulates clearly that irrespective of which part of the city Leeds citizens reside in, they all should benefit from a range of positive outcomes for themselves and their families. However, for our more deprived wards and most deprived neighbourhoods, these outcomes become much more challenging to deliver and the framework seeks to introduce a spatial hierarchy at city, ward and neighbourhood level to help develop and graft a universal, targeted and more specialised response to tackling poverty and reducing inequality.

3.10 Appendix 2 expands on the strategic framework for tackling poverty and reducing inequality by outlining a more joined up service offer of council services and partner services delivered through community committees, twelve priority wards in the inner city areas and priority council owned housing estates in the outer areas, and importantly, the sixteen 1% most deprived neighbourhoods in the city. It seeks to bring people together to make a difference and help them to do more for

themselves and for others so that their communities thrive and so that Leeds achieves its ambition to be a best city for communities. Key to this approach is:

- Residents, communities, businesses, and organisations are equal partners;
- Local people are engaged to achieve the things that we cannot achieve alone and we add value to their activities;
- The city's strategic priorities are aligned to local communities to deliver joint action;
- Tools and support are provided to local people to take action and we share information, skills and resources.

- 3.11 The approach encourages the use of stories; making it about local neighbourhoods and people, not about the council; projecting positivity and confidence; generating insight and enabling behaviour change; using online methods to communicate alongside more traditional methods, making it easy for local people to host engagement activity. So that, we all play apart in looking after each other, ourselves and the places we live and work including business, community and voluntary groups and the public sector.
- 3.12 Our community committees have been built on a rich history of localised delivery stretching back to community involvement teams in the late 1990s and subsequently, area communities in the 2000s, with collaboration across wards on cross cutting issues which has improved considerably since the area working review established the new Community Committee model in 2015. Whilst there is a continued need to strengthen the links between the Council's directorates and the community committees through the community committee champions, the development of the committees since then has seen them firmly established in the constitution and delivering improvements in delegated services, the use of delegated budgets for the general wellbeing of the committee area, the tackling of local issues and the direct and indirect engagement of local residents through workshops and social media activity. This view was further reinforced by members through the outcomes of a scrutiny inquiry into their development and establishment and the annual report of community committee activity. Much of the development work has been done and all but one of the recommendations of the scrutiny inquiry have been fully implemented.
- 3.13 So, at a city wide level the 10 community committees remain as a framework for a universal local approach to wider wellbeing, aligning strategic priorities and the ambitions of locality working with local communities to deliver joint action. They remain very much core to our 'Go Local' approach with elected members at the heart of arrangements linked through their chairs to the executive member for communities and through their community committee champions to cabinet members. The management of the committees will be unified, with a simplified, and standardised approach applied to all committees in this next phase.
- 3.14 The engagement of local ward councillors in their wards is of critical importance to developing a more targeted service approach to inner city ward working. Their role as local democratic leaders in shaping their places, having oversight of and driving neighbourhood improvement activity against an agreed plan, and their skills in managing the relationship with stakeholders and services is crucial if we are to make tangible differences in our inner city wards that contain the sixteen most deprived 1% of neighbourhoods nationally or that have significant community

cohesion issues and where we are aware of tension and conflict. These priority wards already have neighbourhood improvement plans in place and it's important that the embryonic work continues and is advanced in the coming years.

- 3.15 The council has responsibility for a number of housing estates in outer lying areas which are no less confronted with the factors that promote poverty as the city's inner areas. Irrespective of the relative affluence of outer lying areas of the city and even though these estates do not appear in the most deprived 1% of neighbourhoods nationally, elected members have sought reassurance that these areas have also been considered within scope for a new approach to tackling poverty and reducing inequality. As a consequence, these estates should sit within the envelope of work for a more targeted approach. Work is planned to engage ward members in detail on the criteria for the identification of these estates and to determine the priorities. Housing Leeds will identify a 'pathfinder' estate that will provide learning for the council's locality working approach to these estates in the future.
- 3.16 There are sixteen lower super output areas (LSOA) in the city (Appendix 3) in the most deprived 1% of neighbourhoods nationally. Each LSOA represents around 1500 residents or 650 households. However, the boundaries of the LSOA are created for statistical purposes and do not necessarily accord with real communities of people nor do they necessarily help in terms of addressing cross LSOA issues such as youth related anti-social behaviour. Any approach to locality working needs to take cognisance of these matters and whilst LSOAs have been highlighted as part of the spatial hierarchy of the emerging framework for locality working, officers will work with local elected members to determine the *real* geographies for priority neighbourhood working. These priority neighbourhoods will receive a locally shaped specialised service offer, comprising of intensive programme management against a locally developed plan delivered by an integrated neighbourhood team, with a low centre of gravity for decision making and leadership and management. Whilst the approach in priority neighbourhoods will require some prioritisation of resource and capacity to drive the programme, it's acknowledged that these are small geographical areas in comparison to the rest of the city and it is proposed that only six LSOAs (Appendix 4) of the sixteen are the focus for this more intensive work, initially. Resourcing requirements will in any event change and flex over time as we help communities to become more self-sustaining. In turn, this will influence what can be done in those areas just beyond the priority neighbourhood.
- 3.17 Working in a more integrated way around priority neighbourhoods will require new ways of working and making best use of assets to build stronger more resilient communities. Restorative and strength based approaches will be required to provide for a focus on finding solutions that improve outcomes and well-being, whilst building on the strengths of local people and assets. Technological solutions to community based issues will need to be sought to minimise the reliance of ever more demands on service capacity. There will need to be a change to the way organisational capacity is deployed, for example, intelligence and finance. Timely and insightful intelligence in particular will be key to better integrating and aligning service provision to local needs and opportunities. Strengthening our approach to profiling localities with both hard data and practical local knowledge being combined

to best effect to better inform and prioritise joint interventions is certainly a priority to deliver this approach.

3.18 Most important to the success of the priority neighbourhood work is the way that staff work in these neighbourhoods – individually, with each other and with residents. The potential impact of this work on cultural change should not be underestimated. It embodies the Council’s “Can Do – It will be done” approach.

3.19 A pathfinder in the Holdforths estate in New Wortley was initiated in the wake of significant antisocial behaviour problems, an escalation of crime and attacks on the Eastern European community and concerns raised by local people through their local MP. The Holdforths estate is within a mile of the city centre and is mainly social sector housing built in the 1960s with a mixture of family homes and tower blocks. The area is one of high deprivation, high levels of low income families, unemployment, drugs and alcohol misuse and mental health difficulties. A priority neighbourhood approach emerged with a core team at its heart which is already paying dividends in terms of the reductions in antisocial behaviour and the look and feel of that neighbourhood, with incidents markedly reduced. Key to its success (Appendix 4) has been an ability to make decisions at the lowest centre of gravity and a remit for resolving issues and problems responsively rather than reactively. The pathfinder has also raised challenges in terms of the commissioning of services and their responsiveness to local need, data sharing, the pooling of assets as a collective resource to meet local needs, and the level of integration that needs to take place to truly innovate and be creative with residents to re-design services and better meet local needs.

3.20 Our learning from this New Wortley pathfinder will inform our approach in the other five priority neighbourhood areas of initial focus whilst also recognising that a tailored approach will be needed for the different neighbourhoods. The key principles that have been forged from this experience which will apply to the other five neighbourhoods are:

- Place shaping rather than service led approach
- A focus on people, communities and families
- A flexible and fluid workforce
- Empowered and enabled leaders and managers with the permission to get things done
- Built on strong local relationships focused on a collective endeavour that use the asset base in the area to best effect
- Responsive services with a ‘how do we fix it’ approach and a ‘can-do’ attitude, intervening early to prevent problems escalating.

3.21 Selecting the initial tranche of six priority neighbourhoods of focus has been the subject of considerable thought and analysis (Appendix 5). Following the national publication of the Indices of Multiple Deprivation data in 2015, a paper was written in early 2016 articulating the geography of inequality in the city which concluded that whilst Leeds fared better than most core cities, its national ranking had deteriorated to 31st out of 326 local authorities with 105 of the 482 LSOAs in the most deprived 10% nationally with a population of 164,000. Further analysis was undertaken on the most deprived areas in the most deprived 1% of neighbourhoods nationally. There are 16 Leeds neighbourhoods in this category

split as follows: Inner East (7), Inner South (6), Inner West (2), Outer East (1 but in an inner city area). A workshop was held with a wide group of colleagues from a range of services, with considerable experience of locality working in the city, to better understand the nature and drivers of disadvantage. A high degree of consensus emerged amongst the participants on the range of previous interventions that had been made and the reasons why these could have worked better and which of the 16 neighbourhoods may require a different approach to locality working to help them to improve. These areas were cross referenced with officers in City Development to identify opportunities for regeneration and investment and a target list of 6 priority neighbourhoods developed. They are:

- Stratford Street, Beverley's in Beeston Hill (E01011372)
- Crosby St, Recreations, Bartons in Holbeck (E01011368)
- Lincoln Green (E01033035)
- Cliftons, Nowells in Burmantofts and Richmond Hill (E01011347)
- Boggart Hill in Seacroft (E01011658)
- Holdforths, Clyde Approach in New Wortley (E01011363)

3.22 Four of the six neighbourhoods have existing or near-future regeneration and investment potential and this potential would maximise the likelihood of success in tackling challenges and issues of inequality and deprivation through a new approach to working at neighbourhood level. Two of the six neighbourhoods do not have the same potential for direct investment and regeneration opportunities yet they do have significant long-standing issues where a different approach to working in neighbourhoods would also help. The spread of these neighbourhoods would provide for a thorough test of the approach in our neighbourhoods of greatest concern. As the approach develops, it would then roll out in a phased approach to the remaining neighbourhoods in the most deprived 1% nationally. We should consider the use of a framework for regeneration similar to that which has been used successfully in Middleton with local elected members and residents informing its development and monitoring its progress. We should also ensure that local improvement plans for these neighbourhoods have links to the evolving transport strategy for the city given the importance of good transport for communities to access learning, training and employment opportunities.

3.23 Further work will need to be done to refine the actual limits of the neighbourhoods of interest to reflect real communities, the worked experience of staff, the leadership experience of local ward members, and residents' lived experiences. Whilst it is proposed to start in these six areas, the areas and focus within each will change over time as interventions are made and neighbourhoods improve. Other areas will need to be brought into focus as conditions stubbornly remain or deteriorate, requiring prioritisation over these six initial areas.

3.24 The approach outlined in this report is predicated on Council and partner services working together in neighbourhoods and supporting communities in Leeds. The pathfinder work in New Wortley has highlighted the need for the following services to work together.

- Communities Team
- Environmental Action

- Community Safety
- Youth Services
- Housing management
- Regeneration
- Family group conference team family intervention service/signpost/children's centre team/ school clusters
- Neighbourhood policing team
- Local health providers (GPs) and Adult Social Care
- Local volunteers, community groups and faith organisations

- 3.25 It's acknowledged that this list will require some refinement depending on the nature of the issues in the neighbourhood of interest and the type of joint interventions that are developed to address these issues. It could provide for a powerful combination of resources if corralled and coordinated effectively in priority neighbourhoods and delivered alongside services from the council that would benefit local communities by having an improved locality focus through community committees, such as sports and leisure and others.
- 3.26 Appendix 6 shows how the approach outlined in this report plays through a spatial hierarchy and articulated across a map of the city. Effectively, a more integrated service approach based on need and deprivation in the city's places. However, this more integrated service approach at a neighbourhood level requires the council to prioritise its collective endeavours and resources and use finite resources more flexibly rather than within a rigid framework. So, notably in Appendix 6, another element of the strategic thrust of this new approach is a change of focus from the boundaries of convenience used in the three wedges of the city to administer more integrated services currently. Essentially, the council will not use the wedges of East North East, West North West and South East for its cross council integrated work and its integrated work with partners.
- 3.27 The basket of indicators that inform the seven domains which in turn underpin the Index of Multiple Deprivation will provide the initial basis for the assessment of progress in the identified priority neighbourhood areas. These indicators are comprehensive, are based on available data sources, and provide a starting baseline for the approach. A cross reference of these domains against the KPIs in the current best council plan 2017/18 has shown congruence with it. As the approach develops more specific indicators will be developed to better reflect individual neighbourhood circumstances and the nature of our interventions.
- 3.28 The Environment, Housing and Communities Scrutiny Board agreed this year to monitor and help inform the continual work surrounding the development of a new locality working model. A Scrutiny working group meeting was recently held on 30th October 2017 to brief Scrutiny Members on the locality review work undertaken to-date and how this has helped inform a new model of working aimed at tackling poverty, reducing inequality and addressing vulnerability in Leeds. In view of the cross-cutting nature of this area of work, invitations to this meeting were also extended to other Scrutiny Board Chairs and Community Committee Chairs. At this stage, there is a clear endorsement from Scrutiny in terms of the current direction of travel and also the proposed strategic framework underpinning a more place-based integrated approach to service delivery, particularly in terms of deploying Council resources more flexibly and in a more integrated way according to need and deprivation. Scrutiny will continue to be engaged in the

development and implementation of the locality working proposals, particularly, around establishing key measures of success and the future deployment of resources across localities. As a whole Council approach, we will also consider how best to engage all Scrutiny Boards in embedding the locality working principles within their individual work programmes. However, it is agreed that a more general update and discussion around the new locality working approach will take place with the Environment, Housing and Communities Scrutiny Board early in the New Year.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 The following individuals and groups have been consulted and engaged throughout the locality working review and the design of the new arrangements and approach to locality working: Executive Member for Communities; Executive Board Members; Corporate Leadership Team; Best Council Leadership Team; Chief Officers and Heads of Services; BCLT Echo events; West Yorkshire Police; Health; Third Sector leadership; Community Committee Chairs Forum; Stronger Communities Breakthrough Programme Champions, the Housing, Communities and Environment Scrutiny Committee Working Group.

4.2 Equality and diversity / cohesion and integration

4.2.1 Addressing poverty and inequality is an integral part of the proposals for a new place based early intervention approach to locality working. Work undertaken to develop these proposals identified evidence of disproportionate outcomes, which we are seeking to challenge and change.

4.2.2 An Equality Impact Assessment has been undertaken and is attached for information.

4.3 Council policies and best council plan

4.3.1 The role of community committees is already part of the council's constitutional arrangements. The Best Council Plan 2017/18 clearly articulates the ambitions for Leeds to be a compassionate city with a strong economy that tackles poverty and addresses inequalities. Its 2017/18 priorities include a priority for Resilient Communities that incorporates the need to develop strong cohesive communities, raising aspirations and reducing financial hardship.

4.3.2 The work articulated in this report is in line with the aspirations and ambitions of the Council's Stronger Communities Benefiting from a Strong Economy breakthrough programme launched in June 2017.

4.4 Resources and value for money

4.4.1 The work articulated in this report makes best use of existing resources already working in neighbourhoods and seeks to do things differently by working alongside residents to shape their neighbourhoods and inform service re-design to tackle

poverty and reduce inequality. The work further seeks to reduce demand on public services and therefore cost in the priority neighbourhoods, specifically.

4.5 Legal implications, access to information, and call-in

- 4.5.1 The city's existing neighbourhood improvement architecture will be rationalised and a citywide neighbourhood improvement board led by the Executive Member for Communities will hold the responsibility for these developments and oversight for the programmes of work that they will require. Local ward members will be instrumental in both the local arrangements and the citywide Board.
- 4.5.2 There are no exempt items so there are no access to information issues.
- 4.5.3 There are no legal implications for the work articulated in this report
- 4.5.4 This Executive Board decision is subject for call-in.

4.6 Risk management

- 4.6.1 The council has been discussing a need to radically change the way we work in localities for some time now. Pressures in some of our most challenged and deprived neighbourhoods are now greater than ever due to a range of factors. If we do not now 'grasp the nettle' now and try something radically different, it is expected that we will continue to see a deterioration in our most challenged neighbourhoods, and a worsening of these neighbourhoods nationally in future IMD analyses. Moreover, we will not deliver against our key aim of tackling poverty and inequality and delivering on our ambition to be a compassionate city.
- 4.6.2 It would be simplistic to assume that priority neighbourhoods could be supported by redirecting resources from communities and neighbourhoods which are largely self-sustaining and thriving. The reality is that resources in many front-line operations have already been deployed on a needs led basis with limited capacity from simply shifting where staff work to another area. The key to increasing our resource capacity in our most deprived neighbourhoods, will be through more integrated joined-up approaches, prioritising resource and capacity where possible without having significant negative consequences elsewhere and ensuring decision making is based upon need.

5. Conclusions

- 5.1 This report has articulated a new place-based integrated approach to service delivery, to tackle poverty and reduce inequality by prioritising our collective endeavour and resources, using our council staff more flexibly, enhancing the centrality of community committees to locality working led through elected members, and enabling culture change in the council.
- 5.2 Whilst it is understood that poverty is complex and is influenced by a range of contributory factors it is clear that without a change in focus comprising of joint interventions from council services working alongside those that are delivered by our partners in a more integrated services approach around specific neighbourhoods, the deleterious effects of poverty and inequality will exacerbate the already challenging circumstances faced by citizens in our poorest neighbourhoods.

6. Recommendations

1. Approve the deployment of a new place-based approach to early intervention and prevention for tackling poverty, reducing inequality and addressing vulnerability in Leeds.
2. Request the Director for Communities and Environment to provide an annual progress report on the impact of the work as it develops.

7. Background documents³

7.1 None

³ 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.