

Report to Cabinet
11 March 2020
Report of Strategy manager
Subject Reducing inequalities: review and priorities 2020-2022

Item

6

Purpose

To provide an update on the range of activity carried out under the reducing inequalities action plan

Recommendation

To endorse the development of the approach and priorities for 2020-22 for the reducing inequalities action plan.

Corporate and service priorities

The report helps to meet all of the corporate priorities

Financial implications

The activities arising from this report will be met from existing budgetary provision.

Ward/s: Multiple Wards

Cabinet member: Councillor Davis - Social inclusion

Contact officers

Adam Clark, Strategy Manager 01603 212273

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Background documents

None

Background

1. Norwich is a city in which many experience a good quality of life, wealth and wellbeing. However, 40% of the city council area is amongst the 20% most deprived areas of the country, which leads to lower financial, mental and physical wellbeing for many of the residents of those areas. Since 2015 the city council has explicitly sought to reduce these inequalities in the city, whilst acknowledging that this may only be partial mitigation of wider economic and political forces.
2. The approach agreed by cabinet in March 2015 recognised that in order to reduce inequalities, more focus and resource would be targeted at those residents of the city who face the highest levels of deprivation. These include those groups who are deemed to have 'protected characteristics' under The Equality Act 2010, and those who live in specific areas of the city in which deprivation and poor outcomes in terms of health, education and income for example are concentrated.
3. The approach established in 2015 followed the underlying principle that wherever possible this should build upon existing work and service plans and tweak or draw into sharper focus particular activity that:
 - a) Coordinates and maximises advice and support for residents hardest hit by welfare changes.
 - b) Maximises opportunities for residents to access apprenticeships and jobs.
 - c) Ensures the council's services, procurement and assets have maximum impact in reducing inequality.
 - d) Trials locality-based solutions to improving wellbeing amongst disadvantaged groups.'
4. The approach was initially developed under the corporate priority of 'A Fair City', and although new corporate priorities have been developed, political and corporate commitment to reducing inequality remains, and is reflected through the current corporate priorities and performance framework. This has been given further strategic impetus with the development of the Norwich 2040 Vision identifying inequality in the city as a key issue. Addressing this underpins the Norwich 2040 vision theme of 'A Fair City'.
5. As this approach has been developed, a range of projects and initiatives have been developed that complement the council's wider commitment to financial and digital inclusion. This includes its ongoing commissioning of a range of social welfare advice providers in the city and retaining a 100% council tax reduction scheme.

Locality approach

6. There have been particular successes with the locality approach to reducing inequalities. The initial phase piloted a way of working at the local 'place' level, to develop a further evidence base. The core of this was the establishment of a collaborative and action-focussed set of projects in Lakenham and Tuckswood. Learning from this (Appendix A) has led to a way of working and a co-produced

framework (Appendix B) that the council and others are using to steer community activity and investment.

7. Using internal and external data, this framework identified those areas of the city with a range of sub-optimal outcomes, and to identify the opportunities to influence these outcomes. This led to the development with partners of a set of seven Reducing Inequality Target Areas (RITAs) and a shared set of outcomes. It has also provided a platform to identify the role of the city council in terms of service delivery, enabling others and influencing the wider system.
8. The city council's role as a convener and catalyst can clearly be seen to be key to the success of this approach, which is also ensuring wider impact. Recent research undertaken by the UEA around our 'whole-systems' project in Heartsease indicates that the presence of a well-connected partnership of voluntary, community and social enterprise sector agencies supported by the council makes for an environment where there is a greater chance of residents engaging with professionals, compared with an area that has a greater number of 'assets'. In short, the connections forged in the place optimise the value of other public sector provision.

Emerging areas of activity

9. In addition to the geographic focus, lessons learnt from our work to date has informed ongoing community enabling, digital and financial inclusion work and has led to the development of several other strands of work that relate to the corporate priorities.
10. People living well:
 - a) This includes our work around food poverty, initiated after the council's scrutiny committee had considered the issue in 2018 in response to increasingly apparent food poverty in the city. The council supported the development of a food poverty action plan produced by a consortium of local organisations who have collaborated and shared assets, resources and approaches to develop a set of actions that a wider network can deliver.
 - b) Alongside this, funding was secured from the Norwich CCG to initiate a participatory budgeting project in Heartsease which has brought a range of local stakeholders together to co-design the project. This is being externally evaluated.
11. Great neighbourhoods, housing and environment:
 - a) The council's long-standing work around fuel poverty continues to provide a wide range of social, environmental and economic benefits to the city, with households at risk of fuel poverty benefitting from a range of support such as the big switch and save, that reduce their fuel bills.
 - b) Increasing concerns about community safety in recent years have resulted in the development of the safer neighbourhoods' initiative that also has a targeted geographic focus. There is some overlap with the target areas mentioned above, and the approach draws on the lessons learnt, data and networks developed previously to engage with residents in target neighbourhoods.

12. An inclusive economy:

- a) The city council has undertaken a range of activities that are intended to influence the way that the local economy reduces or exacerbates inequalities. This includes the long-standing commitment to being a real living wage employer, and champion of the real living wage, and running annual jobs fairs.
- b) The council has also adopted a social value framework to inform procurement and developed the Norwich good economy commission with the UEA, whilst collaborating in the Norfolk inclusive growth coalition with other councils.

13. In addition to this, the following areas of work are being developed:

- a) Community Conversations – a new project which will work in each of the seven target areas to support them to create their own local interpretation of the Norwich 2040 Vision. This will create a steering group of local groups and residents in each area to act as a sounding board for local initiatives. A project bank for each area will be developed for partners to understand how they can best support each area.
- b) Neighbourhood CIL – The process for allocating the neighbourhood portion of Community Infrastructure Levy (CIL) has been redesigned to reflect the link to corporate priorities, various council strategies and to positively weight spending allocations towards areas of higher need while still ensuring the projects link to city growth.
- c) Debt prevention – teams across the council that deal with payment and debts from individuals are working together to ensure that processes and practices are joined-up and intervening at the earliest stage to prevent debt.
- d) Social value in procurement – the council is working with other councils in the county to develop a shared approach to measuring social value in our procurement of goods and services.

Strengths and challenges

- 14. The approach can therefore be deemed to have successfully followed the stated principle of building 'upon existing work and service plans and [which] tweak or draw into sharper focus particular activity'. However, in some ways this principle has also acted as a constraint on a more fundamental alignment of the organisation behind the ambition.
- 15. There have been some notable successes, particularly with the locality focus and this has resulted in successful engagement with and resources allocated from external agencies and actors. This highlights the successful role played by the council to influence and enable others to reduce inequalities. Further work is required to deploy and maximise the input from the council's core services and resource to reflect the ambition.
- 16. Some constraints have been due to the external landscape (e.g. for example maximising the number of apprenticeships within the city council requires appropriate apprenticeship standards being available), which naturally imposes

limits on what the council has been able to achieve in some areas. In these areas we have sought to influence the wider landscape through lobbying and advocating, often in tandem with wider local government.

17. In terms of council delivery of services, some council services naturally have a significant role to play in inequality, others are less explicitly related, but there is potential for both to have an impact on inequality. Even if not making a positive contribution to the agenda, a lack of alignment to the objective of reducing inequalities risks exacerbating inequality if it is not considered appropriately. Were this to be addressed, there could be a much more significant impact on the overall ambition, albeit against strong political and economic headwinds.
18. The challenge therefore is to ensure that the collective 'clout' of the whole council is brought to bear on reducing inequalities, as well as other strategic objectives, within the available resource.

Priorities 2020-22

19. Building on the evaluations and lessons learnt, and applying these to the current landscape and opportunities, the following priorities are recommended to further embed our approach to reducing inequalities across the council:
 - a) Continuing to build on and implement existing and emerging projects
 - b) Developing a clear structure to ensure that there is internal coherence and alignment to the objective of reducing inequalities
 - c) Developing a mechanism for aligning external activities that are focused on reduction of inequalities and 'prevention' in the city
 - d) Developing more robust models for measuring the impact of resource allocation and service development on inequalities. This will include making use of tools such as Equality Impact Assessments, the RITA framework, and tools that clarify and measure social value across a range of council activities
 - e) Ensure that council's core transactional services mitigate financial and digital exclusion
20. Some of this will be delivered from existing council resource, including the new safer neighbourhoods and community conversations activities, however there may be a need to deploy additional resource in specific areas to support the transformation of services.
21. Cabinet are asked to comment on the report and endorse the development of the approach and priorities for 2020-22 by officers, in dialogue with the portfolio holder for social inclusion.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	11 March 2020
Director / Head of service	Adam Clark, Strategy Manager
Report subject:	Reducing inequalities
Date assessed:	25 th February 2020

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The report outlines the ways in which the council could continue to enhance its services alignment to and impact on reducing inequalities
ICT services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Inequality represents an economic and productivity 'drag factor'
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Much of the activity outlined includes addressing financial exclusion
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	There is an explicit commitment to addressing health and wellbeing inequalities within much of the work outlined

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Many of the 'faultlines' of inequality align to the protected characteristics of The Equality Act, so our compliance with the Public Sector Equality Duty will support our addressing wider inequality
Eliminating discrimination & harassment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The continued improvement of our social value in procurement will support sustainable procurement
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are opportunities through our work around fuel poverty in particular to fuel poverty in ways that also reduce CO2 emissions
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments

	Impact			
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment

Positive

Development of toolkits and mechanisms to support the whole council to understand and address inequalities will enhance the impact of the council on this ambition, whilst minimising the risk of undermining this

Negative

Neutral

Issues

To transform the council behind this agenda may require additional resource – this will need to be built into budget and business planning processes

LAKENHAM AND TUCKSWOOD PILOT - case study

The council is committed to reducing inequalities. In March 2015, we adopted an action plan with a focus on:

- **maximising:**
 - support for residents hardest hit by welfare changes
 - opportunities to access apprenticeships and jobs

- ensuring our services, procurement and assets have impact in reducing inequality
- trialling locality-based solutions to reducing inequalities, with an initial focus on Lakenham.

Main objectives

- To trial an area-based, preventative approach to improving wellbeing in a target area.
- To evaluate new ways of working with partners and the community to join up local services and tackle local issues.



What we learned

- Co-producing shared local priorities and pooling resources to deliver these is key
- Strengthening community capacity, especially in deprived areas, is vital in enabling communities to address local issues themselves
- The council can help coordinate and target resource and services within an area, and work with partners to draw in funding and other support
- Improved outcomes locally must be supported by change at a city-wide level to address bigger picture issues like jobs and mental health, which local networks can then help deliver
- Partnership working in a local area is effective and should be rolled out as a long-term approach to other deprived neighbourhoods



What next?

We have taken the key learning and, working with partners, have developed a reducing inequalities target area (RITA) framework which we are now rolling out to other areas within the city. These areas were identified by analysing a range of data, including indices of multiple deprivation, physical and mental health, ASB, education, skills and employment and crime and combining this with knowledge from frontline officers. From this analysis seven priority areas were identified:

**Pilling Park
Castle
Lakenham
Bullard Road**

**Heartsease
Mile Cross
North Earlham**



We are using this data and our work with partners and communities to develop local priorities for each RITA area

and to identify opportunities to address these. As well as developing specific projects in the RITAs, such as Heartsease Healthy Living, we are looking for ways to use our own services, assets and resources to support delivery of these priorities, while supporting partners to do the same.

Projects

Key achievements: drew in £250,000 of external funding, as well as a huge amount of in kind resource.

£250,000

A holiday hunger club – Food and Fun



Working with: the foodbank, Norse, a local church group, and Lakenham Primary.

To provide free hot meals, activities and advice for families in the summer holidays. Volunteers have continued to run the club each summer since the initial project.

Physical activity programme – Energise



Working with: Active Norfolk and Community Action Norfolk.

To deliver a programme of activities including health walks, dance classes, swimming sessions, walking football and forest school experiences.

Example of success: Participants reported a 60 per cent increase in the use of local green spaces three months after the project and an increase in physical activity and wellbeing.

Developing a services and activities finder section in the digital sharing platform (now called LUMi)

Working with: Community Action Norfolk and local groups and organisations.

To develop a section on the LUMi web platform which would help community organisations understand and provide advice to residents about available local support.

Social prescribing pilot at Tuckswood GP surgery



Working with: Norwich CCG and Castle Partnership (GP practice).

For GPs to refer patients to services, advice, activities and support to help address social needs linked to poor health.

Example of success: Participating patients found it improved their wellbeing – reducing the number of GP appointments they needed over the following 12 months by 44 per cent.

Tuckswood Food Growing Project

Working with: TCV, housing, planning and Healthy Norwich
To trial using developer (Section 106) contributions differently, working with the voluntary sector and the community to bring a green space into better use.

Securing pupil premium and free school meals funding



Working with: Lakenham Primary.

To increase uptake of pupil premium and free school meal benefits in Lakenham.

Example of success: £125,000 additional funding for Lakenham Primary School and £6,000 in free school meal benefit for families. The campaign was subsequently rolled out across Norwich with funding from Norfolk County Council.

Social prescribing

"I feel supported in a situation that made me feel very disempowered."
"He restored my faith in people – there are nice and caring people out there."
"I feel less isolated."

Energise

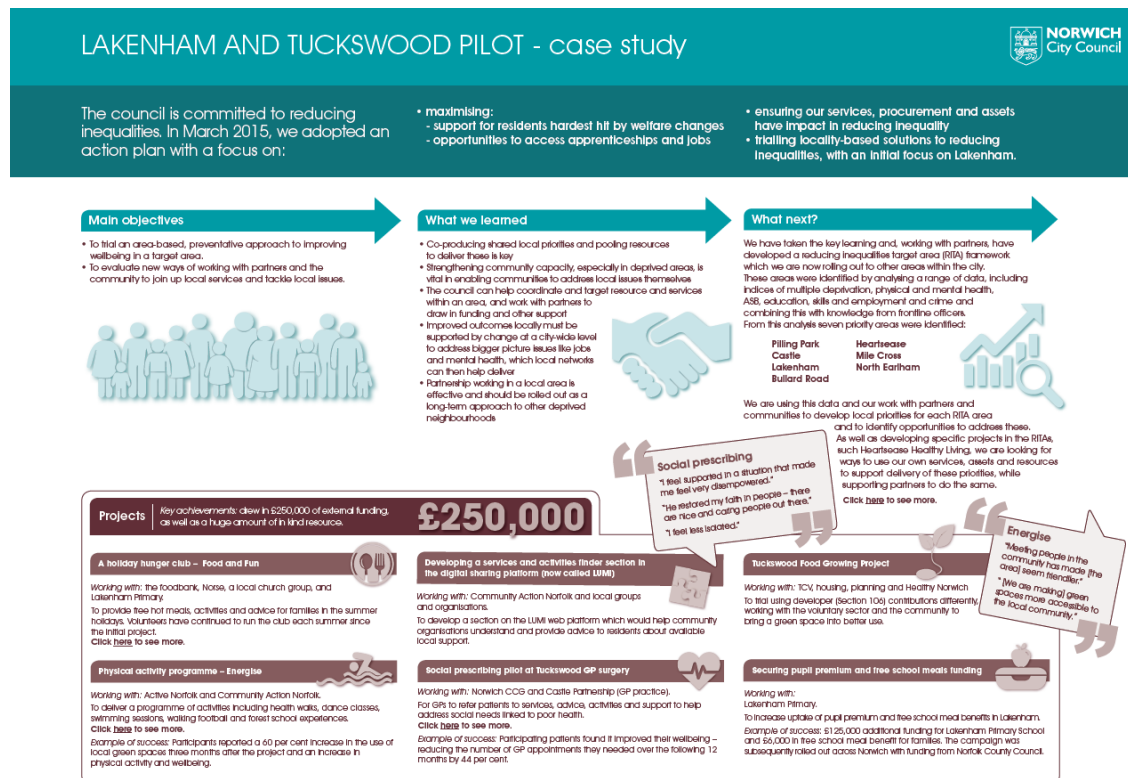
"Meeting people in the community has made [the area] seem friendlier."
"[We are making] green spaces more accessible to the local community."

Reducing Inequalities Target Areas (RITAs):

a framework for joined up action to
reduce inequalities

Learning from Lakenham: piloting and developing the RITA approach

- Programme drew in **£250,000 funding** plus in kind resource, and further funding in legacy.
- Energise: Participants reported a **60% increase in the use of local green spaces** three months after the project and an increase in physical activity and wellbeing.
- Social prescribing: Participating patients reported improved wellbeing – **reducing their GP appointments by 44% over the following 12 months**. The model has now been rolled out with Norfolk County Council and NHS funding.
- Pupil premium uptake pilot: generated **£125,000 additional funding for Lakenham Primary School and £6,000 in free school meal benefit for families**. The campaign was subsequently rolled out across Norwich with funding from Norfolk County Council.
- Food growing and holiday hunger projects: have **continued and expanded** led by local organisations and volunteers, **new groups and projects have been created**, for example a local junior ParkRun.



What are RITAs?

7 neighbourhoods facing most significant levels of disadvantage in the city (identified using data and intelligence)...

...but also rich in history, stories, assets and commitment

How can we better work together and with these areas to address the disadvantage citizens here face and deliver the outcomes service providers are looking to achieve?

Target Areas

- Pilling Park - Crome
- Castle - Mancroft
- Lakenham
- Bullard Road - Catton Grove
- Heartsease - Crome
- Mile Cross
- North Earlham - Wensum



What outcomes are we looking to deliver?

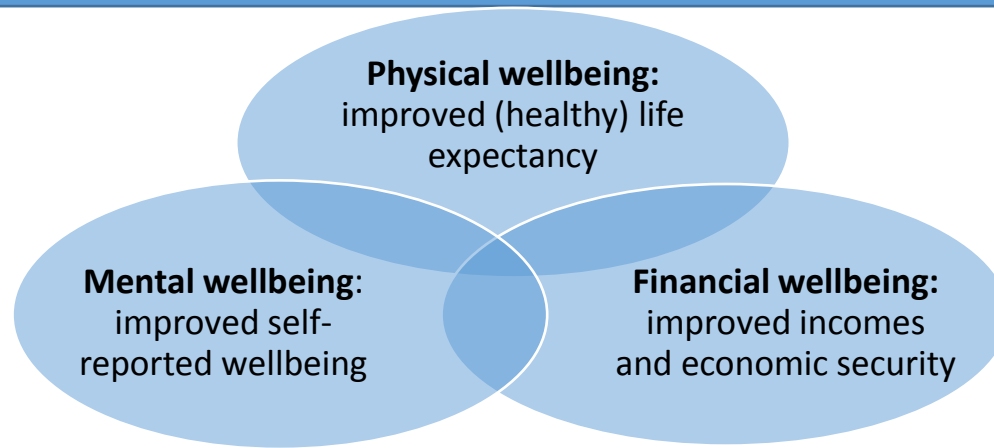
To reduce inequalities in physical, financial and mental wellbeing across the city by targeting improved outcomes in neighbourhoods facing the highest levels of disadvantage

Long-term
outcomes

Medium-term
outcomes

Short-term
outcomes

Capacity
building
outcomes



- Healthy weight
- Housing need
- Fuel poverty rates

- Early years outcomes
- Education attainment
- Unemployment rates

- Social mobility
- Self harm
- Diabetes prevalence

- Use of parks
- Levels of physical activity
- Cycling rates

- Fear of crime
- Childcare take up
- Increased participant wellbeing

- Debt/rent arrears
- ASB incidents
- Benefit take up

- Number and strength of community assets and networks
- Resident feelings of being part of community
- Amount of grant funding received within area

Key principles

➤ Engagement as the primary goal

- Developing relationships, networks and trust
- Building the capacity of local organisations to engage with residents and partners – starting with what matters to them

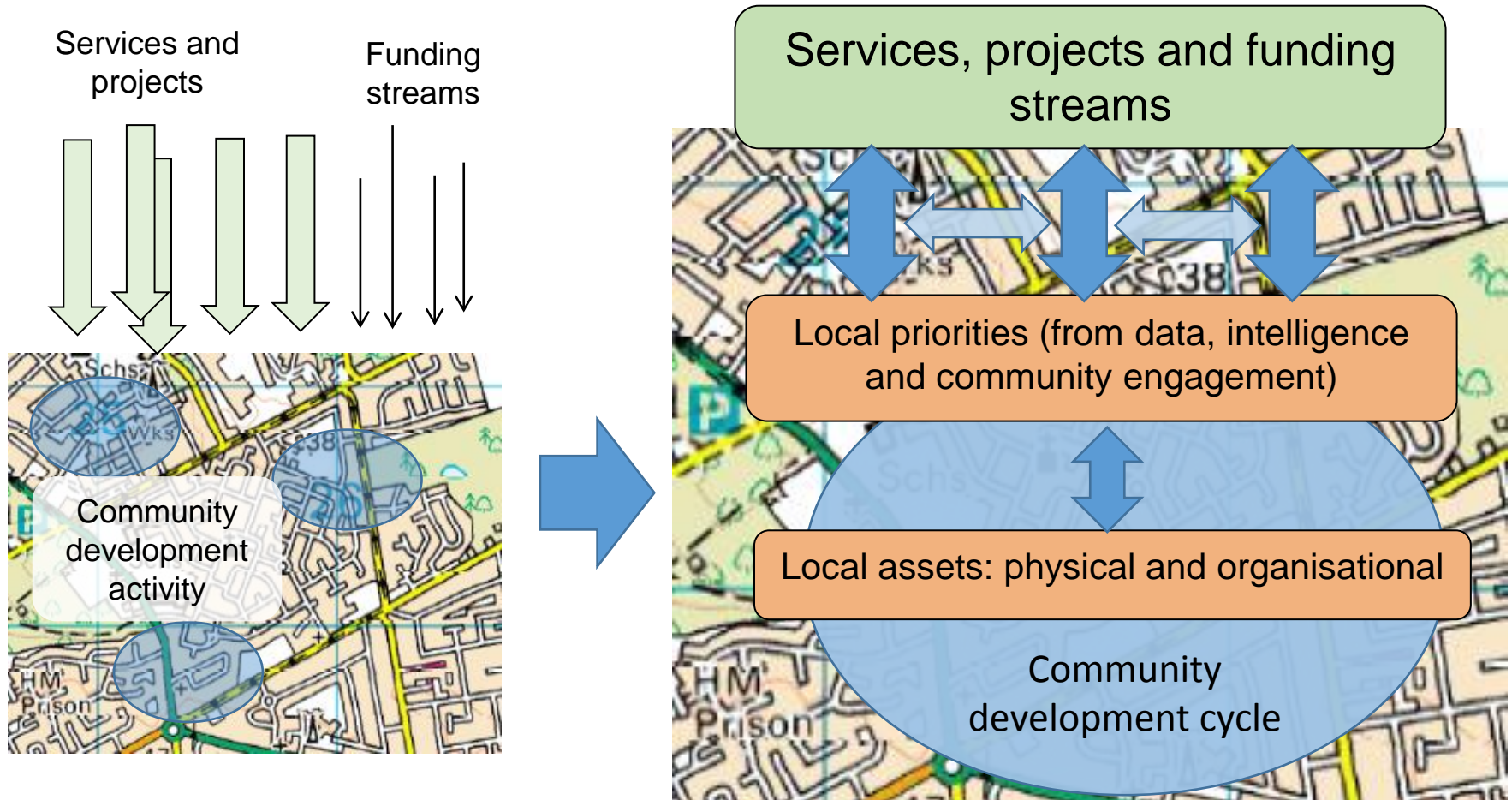
➤ Long-term presence and continuity of approach

- Providing an ongoing framework for partners to join up community development and wider service delivery with the community
- Minimises negative impacts of short term projects and funding streams

➤ Shared priorities drive longer-term resource allocation and strategy

- Targeting new resource and funding bids into RITAs
- Organisational strategy and levers coordinated around agreed priorities in a flexible way

Strategic approach



What role can your organisation play?

